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ABSTRACT

The proposed Country Programme (CP) requests the Executive Board to approve, subject to the availability of resources, 31.2 million dollars for core (basic) programme activities and 17.4 million dollars for supplementary activities for the period 1998 to 2002. WFP's target groups for core activities average around 40,000 families.

Egypt has an estimated per capita gross national product (GNP) of 720 dollars and is a low-income, food-deficit country (LIFDC). Although per capita food availability is satisfactory, access to food is uneven and there is widespread chronic malnutrition, with stunting affecting 30 percent of pre-school children. The incidence of ultra poverty, where income is inadequate for basic food needs, remains high in rural areas; in urban areas it has increased with the removal of food subsidies. Some 34 percent of the urban and 18 percent of the rural population live below the poverty line (130 dollars a year). About 20 percent of households are headed by women and survive on half the income of those supported by men.

The CP is in line with the Country Strategy Outline (CSO) which was considered by the Committee on Food Aid Policies and Programmes (CFA) at its Fortieth Session in November 1995. It is focused on the: high unemployment rate of landless rural labourers and graduates; high incidence of poverty, especially in Upper Egypt and among households headed by women; fall in the real incomes of lower-income groups affected by the economic reform, particularly in urban areas; need to draw the population away from dense overcrowded conditions in the established urban and farming areas of the Nile Valley; and increasing gap between local production and consumption of food, requiring new land to be brought into production through the effective use of scarce water resources.

The CP draws on the accumulated experience of nearly 35 years of WFP activities in Egypt. WFP will continue to implement operations through the line ministries, managed by the Food Aid Advisory Committee.

NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

The WFP focal points for this document are:

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 6513-2641).



STRATEGIC FOCUS: FOOD INSECURITY AND THE HUNGRY POOR

1. This Country Programme Document (CPD) presents WFP's programme of activities in Egypt for the five-year period from January 1998 to December 2002. Its strategic direction is based on the recommendations of the CSO for Egypt, which was submitted to the CFA in November 1995.
2. **Development context.** Ninety-seven percent of Egypt's 60 million people live in less than four percent of the country's territory, placing enormous pressure on limited natural resources and the environment. Egypt is classified by FAO as a low-income, food-deficit country (LIFDC), with an average per capita gross national product (GNP) of 720 dollars.¹ Despite a relatively successful Economic Reform and Structural Adjustment Programme (ERSAP) embarked upon since 1987, Egypt's GDP growth rate has been sluggish during the nineties, failing to generate enough wealth to offset population growth or reduce high rates of unemployment and underemployment. Estimates for unemployment range in the area of 20 percent, with half a million job seekers entering the labour market annually.

Food insecurity and poverty

3. **Food insecurity at the national level.** With limits on water availability and in view of the size and growth rate of its population, Egypt cannot satisfy national demands through local production alone. Inefficient use of available water is the major impediment to larger gains in agricultural output. Foreign exchange reserves are currently sufficient to ensure short-term import security, though Egypt's external accounts are not yet strong enough to ensure national food security over the medium term.
4. **Food insecurity at the household level.** Through domestic food production and large food imports, Egypt has been able to maintain satisfactory levels of per capita food availability. However, access to food is uneven, as suggested by recent surveys which show widespread chronic malnutrition: stunting (low height-for-age) among 30 percent of pre-school children, with a peak of 34 percent in the rural areas of Upper Egypt.
5. **The incidence of poverty** and "ultra poverty" is highest in Upper Egypt, though the concentration of population in Lower Egypt means that a larger absolute number of poor households are found there. According to a study published by the International Food Policy Research Institute (IFPRI) in 1994, the incidence of poverty in rural Upper Egypt is twice as high as in rural Lower Egypt. Nationally, 34 percent of the urban and 18 percent of the rural population fall below the poverty line (defined at LE 438 or 130 dollars for rural areas and LE 697 or 207 dollars for urban areas), while some 17 percent of the urban population and eight percent of the rural population are considered to be living below the "ultra poverty" line. "Ultra poverty" is defined as an income insufficient to cover minimum calorie intake plus an estimate of minimum non-food expenditure. In 1994, this was calculated at LE 356 (105.6 dollars) for rural and LE 527 (156.3 dollars) for urban areas. In

¹ All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 3.37 Egyptian pounds (LE) in July 1997.



rural areas, the poor are drawn primarily from among the landless and those with landholdings too small (i.e., below half a feddan¹) to generate adequate household incomes.

6. **Urban poverty.** Extreme urban poverty is a relatively new phenomenon in Egypt and mainly a result of the gradual removal of food subsidies in connection with ERSAP. The further removal of these subsidies, which still provide substantial support to the lowest quintile of urban households, is likely to increase and intensify poverty in urban areas. The latest Human Development Report for Egypt (1997) finds poverty growing in urban areas, increasing from 20 percent of families in 1990-91 to 23 percent in 1995-96. One result of this poverty is a high incidence of urban child labour among the unschooled and school drop-outs.
7. **Women** are particularly hit by poverty in Egypt. The 18 to 20 percent of total households in Egypt that are supported by women survive on half the income of those supported by men. The gender gap in income and employment is also manifest in formal education and literacy levels. UNDP's 1997 Human Development Report ranks Egypt 109th out of 175 countries in its Gender-related Development Index.

GOVERNMENT STRATEGIES FOR FOOD SECURITY AND POVERTY ERADICATION

8. **General.** The medium-term macroeconomic objective of ERSAP is to create employment and wealth by raising the annual growth rate of the GDP to seven percent, or about three times that of the population. Simultaneously, the Government is committed to protecting vulnerable groups from the negative effects of the reform policies. In order to reach its food security and social/human development objectives, the Government is pursuing the strategies described below.
9. **Agricultural development through improved natural resource management.** In order to better exploit scarce natural resources for the agricultural sector, the Government has adopted complementary strategies of "vertical intensification" and "horizontal expansion". Vertical development involves productivity improvements on "old lands" through more efficient water use and improved farming techniques. Between 1952 and 1990, the yields of staple foods grown on "old lands", such as rice and wheat, almost tripled and doubled, respectively. Efficient use of water is a top priority, and availability will be increased through measures such as the reduction of water-intensive crops (e.g., rice) in favour of those with a lower water demand, and the recycling of water from waste water treatment plants and drainage canals. It is estimated that such measures would allow an increase in the cultivated area by 1.5 million feddans. Such improvements must however be measured against a continuing loss of agricultural land to urban development. Satellite imagery has revealed that urban areas in the fertile Delta have doubled from three to six percent over the last 20 years.
10. **Agricultural development through land settlement.** "Horizontal" development involves reclamation of "new lands" in the desert. Since it requires heavy initial investments in irrigation and for providing economic and social infrastructure to support the settlement of farmers, horizontal expansion is more expensive than vertical. The strategy aims to increase food production and offer employment possibilities to the jobless, graduates and landless farmers. Land reclaimed during the last three decades, much of it with WFP support, now

¹ One feddan is equivalent to 0.42 hectare.



accounts for 1.9 million out of a total of 7.5 million feddans of cultivable land, or 30 percent of domestic production. Early problems with relatively low productivity have been addressed by increasing the percentage of agriculturally experienced graduates and landless settlers. Various new horizontal projects are planned or under way, the most prominent ones being the “New Valley Project” in the Western Desert and the El Salam Canal to irrigate new land in Sinai.

11. **Dry land agricultural development for Bedouins** . The Government’s strategy in this area is twofold: alleviate poverty among the tribal population by broadening agricultural opportunities while, at the same time, reversing the trend of environmental degradation through improved natural resource management. The strategy calls for maximum participation of the local population, using the existing tribal structure to identify and manage interventions.
12. **Food subsidies and rationing**. In line with ERSAP requirements, subsidies have been substantially reduced, triggering a fall in real incomes of the poor, unmatched in the short term by an increase in income-earning opportunities. Nevertheless, food subsidies and rationing continue to provide an important social safety net for food-insecure households in Egypt. In 1996 subsidies for wheat flour, bread, sugar and oil still amounted to LE 2.5 billion (750 million dollars). Sugar and oil are still available at subsidized prices for about 80 percent of the population, though this scheme is scheduled to be phased out over the next few years. There are no imminent plans to eliminate subsidies on bread and wheat flour - which account for 60 percent of Government expenditure on food subsidies, although there may be some reductions with a view to moving in the direction of ERSAP requirements.
13. **The Social Fund for Development (SFD)**. The fund was established in 1991 with the aim of mitigating the adverse effects of ERSAP on the poorer segments of the population, particularly retrenched public employees, new graduates, unemployed youth and women heads of household. Financed by contributions from the Government, the World Bank/IDA, the European Union and other donors, the Fund supports labour-intensive projects aimed at enhancing the quality of life and creating jobs in target areas. By the end of 1996, donors had contributed 746.3 million dollars, out of which 740.7 million had been allocated to the various programmes. A commitment of 750 million dollars was made to cover the second phase (from 1997 to 2000). The number of permanent and temporary jobs created is still modest in relation to needs, and the Fund has had difficulties in targeting the “poorest of the poor”.

WFP WITHIN GOVERNMENT PRIORITIES AND ASSESSMENT OF PAST PERFORMANCE

14. The CSO for Egypt determined that the strategic direction of the Country Programme should be framed to address the following constraints, for which food aid could be used effectively:
 - a) high unemployment rates affecting landless rural labourers and graduates;
 - b) the high incidence of poverty, especially in Upper Egypt, and among households headed by women;
 - c) a fall in real incomes of lower-income groups affected by ERSAP, particularly in urban areas;
 - d) the need to draw population away from dense, overcrowded conditions which prevail in the established urban and farming areas of the Nile Valley; and
 - e) an increasing gap between local production and consumption of food and the need to bring new land into production through the effective use of scarce water resources. The CSO furthermore noted that, with the exception of interventions in the area of urban poverty, WFP’s existing project portfolio



(composed of activities in agricultural development and land settlement) largely addressed these critical problems. With significant adjustments to sharpen targeting to the poorest strata and to move towards more cost-effective and participatory models, these projects could serve as the backbone of the future WFP Country Programme.

WFP assistance in settlement/agricultural development

15. Settlement and agricultural development projects are a top national priority, as demonstrated by the Government's contribution in previous and ongoing projects and by their prominent position in the draft Fourth Five-Year Plan, 1997/98 - 2001/02. Food aid plays a straightforward and practical role in these projects, meeting real household food security requirements during the period when beneficiaries establish their homes and farms and before agricultural output is sufficient to support their families. Equally importantly, food aid serves as an investment that helps create permanent, productive assets which directly accrue to the poor and food-insecure who comprise the target beneficiary groups.

WFP assistance in urban areas and to vulnerable groups

16. The Government's main policy tool for mitigating the effects of structural adjustment on vulnerable groups is the Social Fund for Development, which has had limited success in targeting the "poorest of the poor", including in urban areas. With the already high incidence of poverty in major urban centres and its food security and social dimensions - which are likely to be intensified in the medium term by the further loss of subsidies under ERSAP-food aid could play a role in addressing the most vulnerable among the urban poor, particularly women and children working in the informal sector.

IMPLICATIONS OF PAST EXPERIENCE/LESSONS LEARNED FOR THE PROPOSED COUNTRY PROGRAMME

17. **Models for settlement and land development.** Evaluations confirm that settlement projects have generally reached their stated objectives: provision of gainful employment, security of land tenure, and an adequate level of food production and incomes at the end of WFP assistance. Furthermore, WFP-assisted projects have generally reached the groups for whom they were intended, namely unemployed graduates of rural origin, landless farmers and agricultural/seasonal labourers. However, WFP-assisted projects could further improve their focus on the "poorest of the poor"; in addition, creative approaches and more determined managerial oversight from the Government and WFP are required to successfully target women. Three different settlement and land development schemes have received WFP assistance:
- a) *Resource-intensive model:* increasing the cultivable area by extending the country's existing irrigation system into desert areas. An entire economic and social infrastructure is built, at substantial cost to the Government, to support settlers who are a mix of graduates and landless farmers.
 - b) *Self-help settlement on the shores of the High Dam Lake:* settlers cultivate land along the fluctuating shoreline of the lake using small-scale mobile pumps for irrigation. Unlike the resource-intensive model, the schemes rely to a great extent on the self-help of settlers to establish the infrastructure, resulting in considerable initial hardship. Hence, the schemes attract the poorest beneficiaries.



- c) *Sedentarization of Bedouin in Sinai and the north-western desert*: dispersed pattern of settlement, with families or extended family groups building homes near shallow wells or small water-harvesting cisterns. These schemes aim to broaden the economic base of Bedouins in their traditional lands, while reversing environmental degradation.
18. Based on the above observations, WFP gives priority in the proposed Country Programme to those schemes which effectively reach the poorest strata (paragraph 17 b) and c)) while continuing to support the more resource-intensive model (paragraph 17 a)), on the condition that strategies for reaching landless and women beneficiaries are clearly articulated and pursued.
19. **Target groups and regions.** Since 1994, WFP has worked with the Government to sharpen targeting to the poorest strata, in line with WFP's Mission Statement. The focus on landless and near-landless labourers remains a priority for WFP in the proposed Country Programme. As a result of identified weaknesses in targeting, activities proposed in the Country Programme are designed to: a) shift the emphasis away from graduates (i.e., from 60 to 30 percent) towards landless farmers and unemployed labourers; b) increase the percentage of women and households headed by women (varying between 10 and 50 percent); c) target priority areas, such as Upper Egypt and the north-western desert; and d) focus within geographical targets on remote and economically disadvantaged areas, including an industrial area of Cairo.
20. **Effectiveness and efficiency in disaster mitigation.** In geographical areas where rainfall is scarce or erratic (such as Sinai and the north-western desert) and where the population depends on rain-fed agriculture, WFP has worked to make local populations less vulnerable to climatic vagaries through better management of natural resources, including watershed management and the diversification of agricultural activities. WFP-assisted settlement schemes on reclaimed desert lands also have an indirect disaster mitigation character. In general, however, WFP has played a minor direct role in disaster assistance and mitigation, providing food aid worth 1.4 million dollars for this purpose since its inception in 1963. The Government, with the support of other donors, covers its disaster mitigation needs.

WFP'S STRATEGY IN THE UNITED NATIONS CONTEXT

21. **Relationship to Country Strategy Note (CSN) process.** In Egypt, WFP's CSO was finalized before work on the preparation of the CSN began and, hence, served as a key input to the CSN framework - with emphasis on poverty alleviation, eradication of hunger and food insecurity, child development and the empowerment of women. The CSN is expected to be completed by October 1997.
22. In conjunction with the preparation of the CSN and the Egypt Human Development Report (EHDR), UNDP has also initiated a Common Country Assessment (CCA). The **strategic focus** of the CCA is to coordinate, with the Government and among United Nations agencies, the collection and analysis of basic data and information on development progress in Egypt in order to assess and track the national and regional situation and to assess the impact of development interventions on the socio-economic situation of beneficiaries. Annual preparation of the Egypt Human Development Report (EHDR), which includes the key development indicators, will form the basis for the CCA exercise. Co-financed by the JCGP members (WFP contribution: 70,000 dollars), the CCA project will enable the Institute of National Planning not only to continue its preparation and publication of three EHDRs, but also to conduct relevant special studies and surveys as defined by the JCGP participants. The



CCA should provide the basis for the preparation of a human development strategy in Egypt as well as key indicators for monitoring problems and detecting problem areas. Through the joint activity, time and efforts in data gathering and analysis will be rationalized. Of particular relevance to WFP will be indicators for poverty mapping and alleviation, sustainable livelihood, food security/nutrition, environment and natural resources, and gender gaps.

UNITED NATIONS/DONOR/NGO PROGRAMMES THAT ADDRESS HUNGER AND POVERTY, AND DISASTER PREVENTION AND PREPAREDNESS

23. Many of the United Nations agencies and donors address “poverty” on a cross-sectoral basis through interventions in the areas of water and sanitation, environment, gender, and income-generating activities. UNDP promotes poverty eradication and sustainable livelihoods through its assistance to the Government in developing national poverty eradication strategies. Furthermore, most donors address problems of poverty and hunger indirectly by contributing to the Social Fund for Development. Major international NGOs also address poverty: indirectly, through capacity-building of community-based local NGOs and, directly, through projects concerned with small enterprise development, literacy, environment, health and child development, with a focus on selected governorates of Upper Egypt.
24. Programme food aid, which for many years provided important balance of payment support and helped finance the extensive food subsidy and rationing system, is today playing a less important role. In 1992, the United States terminated the bulk of its considerable programme food assistance to Egypt. The European Union (EU) continues to provide programme food aid, though on a declining scale. A recent EU-sponsored evaluation concluded that programme food aid had helped maintain a state-controlled agricultural production and marketing system and discouraged domestic production of staple foods, ultimately widening the food gap. Future EU programme food aid, if any, will require that counterpart funds obtained from monetization be channelled directly into development efforts to achieve household and national food security as well as to improve the nutritional status of needy population groups.
25. USAID continues to work with some international NGOs and WFP, which handle PL 480 title II shipments for project food aid. The EU is also a significant project food aid donor through WFP.

STRATEGIC FOCUS OF THE COUNTRY PROGRAMME

Goals and objectives

26. The broad goals, in line with the core policies and strategies of WFP’s Mission Statement, are to:
 - a) help create assets for and promote the self-reliance of poor people and communities, focusing particularly on disadvantaged groups in areas with a high incidence of unemployment and poverty; and



- b) improve the nutrition, health and quality of life of the most vulnerable people at critical times of their lives.

27. The objectives are to:

- a) resettle poor families on newly reclaimed land, establishing viable communities, providing employment opportunities, building lasting productive assets, and reducing population pressure in the Nile Valley and the Delta;
- b) develop the agricultural base of settlement areas and broaden the economic opportunities of settled populations in the environmentally fragile pastoral areas;
- c) stabilize and improve the food security of assisted families and generally improve their standards of living; and
- d) improve the nutritional status of poor, urban working children and alleviate their suffering by offering social and health services, while concurrently studying possibilities for larger-scale food aid intervention.

PROGRAMME OF COUNTRY ACTIVITIES

28. **Country Programme resources and preparation process.** The CP was initially designed on the basis of the CSO, which proposed to maintain WFP assistance around “existing levels of support”, i.e., some 75 million dollars, net of indirect support costs. Because of an overall contraction of WFP development resources, the CP now proposes 31.2 million dollars (including 13.9 percent indirect support costs). This amount consists of 17.2 million dollars in current commitments and an additional 14 million dollars for core activities during the five-year period. Supplementary activities would require another 17.4 million dollars, resulting in a grand total of 48.6 million dollars. The resource allocation for each basic programme activity and the potential resource requirements for supplementary programme activities are listed in Annex I.

Co-funding and implementation capacity (Government, United Nations, NGO and other partners)

Co-funding

29. The Government’s matching fund commitment at 1 January 1997, as reflected in approved plans of operation, totals 155.3 million dollars. An additional Government contribution of 57 million dollars has been allocated to core activities still to be approved, resulting in a grand total for core activities of 212.3 million dollars. Government co-funding in the order of 87 million dollars will be available, should WFP find the resources to fund supplementary activities. For co-funding of individual activities by financing institutions and other donors, see the relevant sections below.

Implementation capacity

30. A Food Aid Advisory Committee (FAAC) - chaired by the Ministry of Agriculture which serves as WFP’s focal point for policy issues - will manage the overall Country Programme. The FAAC is composed of senior representatives from the Ministries of Agriculture, Development and New Communities, Supplies, and Foreign Affairs (Department of International Cooperation for Development). The United Nations Resident Coordinator and the WFP Country Director are also members. The FAAC will meet about once every



six months to provide general guidance on the CP's direction, ensure interdepartmental cooperation and coordination, and review progress in achieving the CP's objectives.

31. Each of the programme activities will have a Management Committee (Board of Directors), chaired by the relevant Ministry and composed of representatives in accordance with the specific needs of the activities. The WFP Country Director will participate as observer in the meetings of these Committees. Under the general policy guidance of the FAAC, each management board will limit its activities to the specific operational, programming, implementation and co-financing issues associated with its activity.
32. The proposed Country Programme draws on the experience accumulated in almost 35 years of WFP presence in Egypt. One of the reasons for the encouraging results obtained under recently terminated projects is the relatively sound implementation capacity established under each project. On the whole, staff, equipment and technical inputs are well covered, and funding levels are satisfactory. Institutional arrangements have also been found adequate. Since the country has previously absorbed a considerably higher WFP resource level than the one now proposed, no bottlenecks in terms of absorptive capacity are expected to be encountered. Each of the various programme activities will be executed by the respective Government line agencies/ministries responsible. The participation of United Nations agencies and NGOs, not already foreseen for individual activities, will be promoted whenever their inputs could enhance the achievement of objectives.

PROGRAMME ACTIVITIES

Activity 1: Land settlement for unemployed graduates and landless farmers

33. This activity consists of four sub-activities (see paragraphs 41 to 49) with common strategic and programmatic aspects. Three of the four sub-activities are proposed for core funding.
34. The **strategic focus** is to increase household food security of specific target groups through the promotion of land settlement as a continuing key element in agricultural development. Under these schemes, permanent assets will be transferred to the poor, thereby enhancing their self-reliance.
35. **Problem analysis.** The problems identified are: a) high unemployment rates and household food insecurity affecting landless rural labourers and graduates; b) a high incidence of poverty, especially in Upper Egypt and among households headed by women; and c) the need to draw populations away from dense, over-crowded conditions which prevail in the established urban and farming areas of the Nile Valley.

Objectives and intended outcomes

36. Land settlement and related agricultural development schemes will create new villages and social infrastructure (schools, clinics). New settlers will benefit from land ownership or land use rights, annual increases in crops from their newly reclaimed lands, livestock production and permanent gainful employment, resulting ultimately in a higher income and better living conditions.



Role and modalities of food aid

37. Food aid has a straightforward and practical role to play : it meets real household food security requirements during project implementation, helping to tide over new settlers during the initial period of settlement until their own agricultural lands become productive. The length of food assistance varies from two and a half to four years, in accordance with local conditions for reaching self-sufficiency.

Implementation strategy and activity support

38. The Ministry of Agriculture and Land Reclamation (MALR) will assume overall responsibility for all settlement activities. MALR will provide funding for all direct project expenses, including salaries for project staff, and costs for initial farm development, training and extension. Additional resources for agricultural support and other public services, which are required in various degrees for each activity, will be obtained by the Government from the Principal Bank for Agricultural Development and Credit (PBDAC), the Social Fund for Development (SFD), IFAD, FAO/UNDP, the Desert Research Institute, and the EU. WFP will work with the Government in preparing requests for supplemental assistance.
39. All settlement schemes will have activity-specific monitoring and evaluation (M&E) systems - often with direct financial support from WFP - which will not only track output indicators, but also assess project effects in terms of socio-economic development at the household level. Key indicators to be monitored, by activity, are listed in Annex III. Cost estimates on committed/expected contributions from WFP, the Government and others are detailed below and in Annex I.

Beneficiaries and intended benefits

40. Arrangements vary from scheme to scheme (see sections on sub-activities below), but generally include the provision of a house (or a temporary shelter while houses are under construction) for each settler household, the allocation of at least five feddan of land for cultivation, and access to inputs and services to ensure a sustainable future for the new settlers. Participants will be drawn from agricultural labourers, landless and near landless farmers, and unemployed people of rural origin who have graduated from secondary and post-secondary technical training institutions. Women from all these categories are explicitly targeted as primary beneficiaries : at least 10 to 15 percent of landless farmers will be women heads of household, while the percentages of women graduates will range from 25 percent (Delta) to 50 percent (Upper Egypt).

Sub-activity 1A—“Settlement on newly developed land in the Delta”

41. This sub-activity, with a duration of five years, was already approved¹ and has been under way since September 1996. It benefits 14,400 families, with women comprising 19 percent of primary beneficiaries. WFP’s contribution totals 36,465 tons, at a cost of 14 million dollars. IFAD provides loans in the amount of 10 million dollars. The Government’s contribution is 143.4 million dollars.
42. The sub-activity typifies the settlement on newly developed land (“horizontal expansion”), involving an extension of the irrigation system and, prior to settlement, the establishment of physical infrastructure. To help ensure adequate additional inputs for settlers, IFAD is providing short-term agricultural production loans to up to 13,000 settler households. For the

¹ For further details please refer to document CFA: 38/SCP:13/4-A (ODM)Add.1.



five-year duration, the activity remains under the direct supervision and responsibility of the General Authority for Rehabilitation Projects and Agricultural Development (GARPAD). The Community Development section of MALR, in collaboration with GARPAD, is responsible for implementing post-settlement activities, including on-farm development work, extension services, training facilities and support to cooperatives.

Sub-activity 1B—“Settlement on newly developed land in Upper Egypt”

43. This sub-activity, which has been pre-appraised, is due to start in early 1998, for a duration of five years. Its beneficiaries will be 4,000 families, with women comprising 26 percent of primary beneficiaries. WFP's contribution totals 16,000 tons, at a cost of eight million dollars. The Government will provide 38 million dollars.
44. Also representative of “horizontal” development, the sub-activity establishes settlement villages in newly irrigated desert areas of Aswan Governorate. The activity targets in particular beneficiaries for settlement from among the poorest governorates of Upper Egypt, namely Assiut, Sohag and Qena. In this sub-activity, 50 percent of “graduate” settlers will be women.

Sub-activity 1C—“Land development and settlement around the High Dam Lake”

45. The sub-activity, which has been fully appraised, is due to start in late 1997 for a duration of five years. Its beneficiaries will be 3,100 settler families, of whom 10 percent are families headed by women, and 500 road workers. WFP will provide 13,000 tons of commodities at a cost of 5.8 million dollars. The Government's contribution totals 19.5 million dollars.
46. The High Dam Lake settlement scheme is less costly than other WFP-assisted “horizontal” development settlement activities, since it relies to a greater extent on beneficiary self-help to build necessary infrastructure. Food is distributed to tide settlers over until their farms are productive and to compensate them for time lost in house construction. It is also used as part-payment to wage labourers involved in road building. Settlers receive food against payment of 10 percent of the food's local value (except in year one), thereby generating funds which, matched by an equal government contribution, are re-absorbed into the project to fund essential project inputs such as irrigation pumps. Project execution will be entrusted to the High Dam Lake Development Authority (HDLDA), an autonomous body established for an integrated development of the lake area, which has the required staff to address all operational matters. Upon termination of WFP assistance, the Ministry of Local Administration will be responsible for coordinating the interventions of the various line Ministries in the new communities.
47. Environmental issues have received particular attention during WFP's appraisal of the activity, especially because of the importance the Egyptian population places on protecting and preserving the High Dam Lake. While the near-term environmental effects are likely to be limited, less is known about the impact in the longer term, as settlement densities along the foreshore increase. To minimize immediate and future environmental damage, the sub-activity is expanding the use of biological approaches for pest control and fertilizers to reduce the use of potentially harmful chemicals. In addition, the HDLDA, together with WFP, will commission studies by independent groups on the environmental impacts of foreshore settlement.



Sub-activity 1D—“Settlement on newly developed land in Upper Egypt - Expanded”

48. This sub-activity, which was pre-appraised, is expected to begin in early 1998 for a duration of five years. Its beneficiaries are 6,000 settler families, with women comprising 26 percent of primary beneficiaries. WFP's contribution is 24,000 tons, at a cost of 13 million dollars. The Government will provide 57 million dollars.
49. If supplementary funding can be mobilized, it will be used to extend assistance to up to five additional settlement sites in Upper Egypt, where a mix of unemployed graduates (30 percent) and landless farmers (70 percent) would be settled. For details of strategic focus, objectives, etc., please refer to the section on Activity 1, and paragraphs 43 and 44.

Activity 2: Sustainable agricultural development in Bedouin areas

50. This activity consists of two sub-activities (see paragraphs 56 to 63) with common strategic and programmatic aspects. One of the sub-activities is proposed for core funding.
51. The **strategic focus** of this activity is to broaden the economic base of Bedouins by promoting more environmentally sustainable uses of scarce natural resources. Unlike previous phases of WFP assistance, interventions are limited to the harsher, inland - and more agriculturally marginal - areas of the north-western desert (Matrouh Governorate) and central Sinai, where the poorest Bedouin communities live.
52. **Problem analysis.** Bedouin communities suffer from a variety of problems: insufficient water, a deteriorating environmental situation characterized by erosion and loss of soil fertility, and depleted grazing lands. Traditional pastoralism is an increasingly vulnerable life style as growing populations and surrounding development encroach. The nomads' food security, based as it is on the vagaries of climate and the ability to move freely with their herds, is increasingly precarious since the rangeland is both deteriorating and shrinking. Furthermore, the provision of social and economic services is hampered because the communities are dispersed in remote areas with inadequate road networks - particularly where sedentarization is not yet completed. This fragile socio-economic situation increases the risk of these areas being abandoned by the Bedouin in favour of already overcrowded urban areas with few job opportunities.

Objectives and intended outcomes

53. The activity aims to break the poverty cycle of Bedouin communities and discourage emigration from traditional lands by reversing environmental degradation and the over-exploitation of rangeland, thereby enhancing returns to agriculture. Interventions focus on creating productive assets for the poorest families and tribal groups, principally water retention works such as cisterns and dikes to increase livestock and crop production.

Role and modalities of food aid

54. The function of food aid in helping to build productive assets, through self-help schemes undertaken by poor Bedouins and their communities, fits squarely within WFP's Mission Statement. Remote Bedouin communities live in highly food-insecure areas, depending on erratic rainfall and deteriorated, shrinking rangeland to support their herds. Food aid, therefore, provides an incentive to remain in the area and to carry out development works. During the agricultural off-season, food-for-work schemes will offer an excellent opportunity to beneficiaries who lack other employment options, and will at the same time provide them with a much needed income transfer.



Implementation strategy and activity support

55. The activity's approach is highly participatory: beneficiaries and communities identify works to be undertaken and mobilize the required labour. For more details on **implementation strategy, beneficiaries and benefits** and **costs**, see the sections below on the two, distinct sub-activities.

Sub-activity 2A—"Natural resources management in the north-western desert"

56. This sub-activity, with a duration of five years, was already approved and has been under way since mid-1997. Its beneficiaries are 8,000 Bedouin households. WFP's contribution totals 8,500 tons at a cost of 3.2 million dollars. The Government provides 11.4 million dollars and the World Bank 22 million dollars.

57. **Implementation strategy and activity support.** Overall responsibility for the WFP-assisted activity will be with MALR, which will entrust execution to the management of the World Bank-funded Matrouh Resource Management Project (MRMP). Operational since mid-1994, MRMP focuses on the sustainable settlement of poor pastoralists in the area. WFP co-financing of the project is further targeted to concentrate solely on the poorer, inland mixed production and rangeland areas. MRMP has a Project Coordination Unit (PCU), headed by a Project Director-General and is adequately staffed to discharge its responsibility regarding project planning, monitoring, coordination of technical support and financial control. Within the PCU, M&E staff will assess actual achievements and effects, in accordance with defined key indicators. WFP will also join the two evaluation missions planned by MRMP.

58. The 38 beneficiary communities will participate fully in the detailed planning, implementation and monitoring of the activity's various interventions through their elected Community Group which, together with the project management and local Government agencies, will prepare community action plans that define the beneficiary and community self-help activities to be undertaken. Women and their priorities will be fully represented and addressed within this community-based approach, and women will benefit directly from the assets created. Community Groups, for example, will be composed of at least 50 percent women, and female extension agents have been appointed within MRMP.

59. **Beneficiaries and intended benefits.** The effects of the sub-activity should ultimately be measurable in terms of increased income for about 8,000 poor Bedouin households who will be selected in accordance with poverty criteria defined by the communities concerned. Half of these beneficiaries will be involved in water harvesting and range management activities and the other half in the construction of feeder roads. Water cisterns, serving some 4,000 families, will be constructed for drinking water and agricultural purposes. Range management interventions will increase fodder production, reducing pressure on the rangeland and stabilizing farm income. The overall benefits of these activities will be environmental, reversing the deterioration of the fragile ecosystem and reducing desertification. Finally, through its community-based approach to planning and participation which relies on existing tribal structures, the sub-activity will help build a foundation for the sustainable management of natural resources in the area.

Sub-activity 2B—"Assistance to Bedouin communities in Sinai"

60. The previous phase has already been reviewed; an appraisal is planned, and activities are due to begin in mid-1998. The sub-activity, with a planned duration of five years, will benefit



2,350 Bedouin households. WFP will provide 10,500 tons of commodities at a cost of 4.4 million dollars. The Government's contribution totals 30 million dollars.

61. **Implementation strategy and activity support.** The strategy in Sinai differs slightly from WFP assistance to Bedouin in the north-western desert. The sedentarization process is not yet completed and will be promoted with assistance in the construction of houses and villages. The sub-activity emphasizes the development of farming units around water sources and the diversification of agricultural production with a focus on fruit-trees and vegetables.
62. Overall responsibility for the activity's implementation will rest with the Ministry of Development and New Communities, which will entrust execution to the Sinai Development Authority (SDA), an agency specifically created for the development of that area. This body, which has accumulated valuable experience under previous implementation phases, will provide all required staff, equipment and inputs. Additional support will be provided through the Ministries of Agriculture, Health, Education and Local Administration. Technical support for agricultural development under local conditions will be provided by the Desert Research Institute and the Suez Canal University. The latter institution will also take the lead in a planned evaluation study to determine project effects.
63. **Beneficiaries and intended benefits.** Previous WFP assistance in the Sinai was focused on the relatively more developed North of the peninsula. In line with this CP's focus on the poorest beneficiaries, this activity will concentrate exclusively on central Sinai, where living conditions are severe and poverty among Bedouin of the Sinai is concentrated. Further beneficiary selection criteria, such as the size of livestock holdings and family, will be applied. Beneficiary households will receive training and construct their own permanent houses. They will benefit from a regular and gradually increasing income as a result of diversification of agriculture and the conversion to higher-value crops. Once a farm with permanent housing has been established, beneficiaries will also receive security of tenure for their land holdings. The establishment of farming communities will be accompanied by an extension of Government social services to these areas.

Activity 3: Assistance to working children in Cairo (pilot phase)

64. The activity is a small-scale pilot one, ready for immediate implementation. Scheduled to last two years, it will benefit 200 children. WFP will contribute 200,000 dollars (90,000 for meals and 110,000 for non-food items). The Government's contribution has not yet been defined, but assistance is to be provided through the Ministry of Labour's Integrated Programmes of Services for Children at Production Units". The NGO Al-Jeel Centre will provide premises and staff time.
65. The **strategic focus** of the activity is to combat poverty and increase food security among the urban poor in ways that increase opportunity and self-reliance. As a modest pilot scheme, the strategy focuses on assisting some of the most destitute of the urban poor - child labourers in the informal economy - in order to formulate approaches to reduce their vulnerability and food insecurity.
66. **Problem analysis.** Child labour in Egypt is one consequence of widespread poverty, especially in urban areas where children are frequently employed in crafts and small industries and exploited through low wages and other deprivations. Although the minimum age for employment is 12 (except for agriculture), this requirement is often disregarded, especially since there is a chronic shortage of labour inspectors. Estimates of the incidence of child labour (ages six to 14) range from 12 to 29 percent. Not surprisingly, working children are often illiterate - either completely unschooled or drop-outs. They are also predominantly



from households headed by women. Surveys reveal that working children earn on average one fourth to one third of the family income. In general, these children show higher than average rates of morbidity; they are prevented from attending school or recreational facilities; they benefit from few if any social services; and, they are exposed to hazardous working conditions and underpaid for the work they perform. The extent of child labour and its causes preclude its abolition in the short to medium term. The ILO has concluded, therefore, that immediate interventions should address working children's problems, focusing on factors such as improved working conditions, fair remuneration and limitation of working hours.

Objectives and intended outcomes

67. The objective of WFP assistance is to improve the nutritional status of exploited child workers in one of the poorest areas of Cairo and to alleviate their suffering by offering social and health services through an Egyptian NGO, the Al-Jeel Centre. Through this pilot activity, WFP intends to assess the food security of child workers and their families and identify possibilities for a larger-scale food aid intervention that would focus on structural improvements in the conditions of working youth.

Role and modalities of food aid and WFP assistance

68. Food (a snack to be provided twice a week, the days the children attend the Centre) should constitute an incentive to attend the Centre, in addition to providing a much needed nutritional support. WFP will also provide recreation and education materials to Al-Jeel Centre.

Implementation strategy and activity support

69. Implementation of the project will be entrusted to the Al-Jeel Centre, which has extensive experience in the problems of working children in Cairo. The Centre provides children with amenities of which they would otherwise be deprived. These include recreational facilities, literacy classes, medical care and social counselling. It also runs a research programme to study the socio-economic condition of working children. The WFP country office, with the assistance of a locally hired social scientist, will assess the impact of the project and determine the feasibility/justification of larger-scale interventions and the possible role of food assistance.

Beneficiaries and intended benefits

70. Approximately 200 needy children identified by the Al-Jeel Centre will receive a nutritious snack and will be offered the range of recreational and social services offered by the Centre. In addition, the Centre's capacity will be strengthened through budgetary support from WFP.

INNOVATIVE APPROACHES FOR CP IMPLEMENTATION

71. **Improved geographical and beneficiary targeting.** In line with WFP's Mission Statement, the CP reflects an increasing focus of activities on those parts of the country and those social groups which are disadvantaged. Activities will be geographically concentrated in Upper Egypt, Central Sinai, the north-western desert, and urban centres, i.e., areas with a relatively high concentration of poor households. Similarly, the CP proposes stringent



targeting of the poorer and poorest sections of society, with special consideration given to women heads of household.

- 72. Participatory approaches.** The CP places strong emphasis on participatory approaches, giving food aid recipients a voice and an active role in project identification, implementation, monitoring and evaluation. In the north-western desert, Bedouin community groups prepare community action plans that define self-help activities to be undertaken. In the land settlement schemes, water users' associations will be formed and village groups will participate in decision-making on the management of assets and project funds. In settlement on the foreshore of the High Dam Lake, the concept of self-organization among settlers is reinforced in order to overcome individual resource and marketing constraints.
- 73. Mainstreaming of gender issues.** The global commitments to women made by WFP at the Beijing Conference have been the basis of a comprehensive five-year WFP Egypt Gender Action Plan. It focuses on achieving specific targets of direct female beneficiaries (with the allocation of land in their name) in all settlement projects and specifies activities to improve women's access to other longer-term production assets such as livestock and greenhouses. In addition, the Action Plan pursues more gender-balanced participation in community decision-making within WFP-assisted activities. It specifically targets women beneficiaries who have no land allocated in their name and who have come to the project sites as wife or relative of a male landless farmer or graduate. In the High Dam Lake Activity, for example, WFP has secured prefabricated, temporary shelters in order to make it easier for women heads of household to relocate - as the men do - to the harsh project area before their permanent houses are built. The same activity earmarks generated funds for grants and loans to women heads of household and to settler wives for productive activities, and as incentives to move to, and remain in, the project area.
- 74.** In order to sensitize Government counterparts at various levels on gender and development issues and to make them more pro-active in pursuing gender equity in WFP-assisted activities, the WFP Egypt Gender Action Plan also provides for workshops on gender and development and gender-sensitive approaches in project planning, implementation and monitoring.
- 75. Measuring socio-economic project effects.** Changes in the socio-economic conditions of beneficiaries will be assessed across the CP. This will be achieved in two ways. First, the country office will facilitate participatory learning exercises for the project authorities and a limited number of project participants, applying participatory appraisal techniques at several stages of the project in order to assess project implementation from the beneficiaries' perspective. Second, it will commission comprehensive longitudinal project effect evaluation studies on selected activities, particularly for land settlement. The studies will be quantitative and qualitative, combining surveys and participatory learning exercises. The surveys focus on a minimum number of socio-economic indicators, tracked over time in a sample of beneficiary households from a baseline situation at project commencement.

KEY ISSUES AND RISKS

- 76. Assumption on policy environment, national institutions, assistance partners.** Land settlement and agricultural development are top priorities in Egypt and activities in this field will therefore benefit from a positive policy environment. Different institutions under MALR have adopted different approaches, ranging from a high degree of dependence on officially



supplied services to more effective Government interventions that provide scope for autonomous initiatives and a self-help spirit. The proposed coordination mechanisms (see paragraph 30) must ensure a continued move away from a “top-down” approach towards an increased self-reliance of the settlers.

77. **Complementary assistance.** In all settlement activities, additional services are required in the areas of extension, credit, marketing, maintenance and community development. The activities foresee these services being provided through complementary technical and financial assistance from bilateral and multilateral donors or national institutions such as the Social Fund for Development. In order to gain access to these services, special project proposals must be formulated by the project authorities. Given the limited capacity of the Government in this regard, additional assistance from WFP may be required.
78. **Water and irrigation.** The success of the settlement projects depends heavily on the establishment of efficient, well equipped and well staffed irrigation maintenance services. Of equal importance will be the organization of the settlers in water users’ associations in order to discuss and solve water distribution and maintenance issues. Insufficient funds or inadequate community extension services may result in these conditions not being met in a timely manner.
79. **Trade-off between land allocation to the poorest and to women.** In line with WFP’s Mission Statement, the CP places increasing emphasis on targeting poor landless households and women as primary beneficiaries. However, experience shows that the stricter the poverty criteria, the more difficult it is to target women as primary beneficiaries in WFP land settlement activities. This is because, normally speaking, ownership of the family’s land, among the poorest and more traditional families, is most likely to be in the husband’s name. Furthermore, women heads of household are reluctant to leave their villages (and support groups) for distant and isolated settlement areas. Overcoming these obstacles will require creative approaches to traditional land allocation/ownership practices and to creating adequate support structures for women.
80. **Inadequate practical support for women’s participation and access to resources.** Apart from women targeted as settlers in their own right, a great number of women beneficiaries whose husbands/male relatives hold title to the land are excluded from settler cooperatives since land title is a requirement for membership. The WFP Gender Action Plan specifies that women should be adequately represented in decision-making bodies, but there is the risk that gender awareness and commitment among the project authorities are not strong enough at the local level to achieve this objective fully. Furthermore, the paucity of female local extension staff may further discourage women from gaining access to services and resources.

PROGRAMME MANAGEMENT PROCESS

81. Activities included in this CP will only be launched after undergoing WFP’s project cycle and after the Government has followed up on all the recommendations made during the appraisal process. The Country Director will oversee the appraisal of activities and ensure that they are undertaken to a standard at least as high as under the former project approach, i.e., the activities will have to be demonstrably feasible on technical, social, economic and logistic grounds, including a determination of the appropriateness of food aid. The FAAC will be consulted before finalizing mission terms of reference for appraisals, mid-term reviews and



evaluations. The WFP Regional Bureau will provide back-up and arrange support and clearances as necessary.

82. Activity Summaries will be reviewed and approved by the country office in consultation with the FAAC, the relevant Activity Management Committee, the Activity Manager and other technical staff from the Government. The WFP Regional Bureau will also provide comments to the country office. When necessary, the country office may invite relevant technical experts from the United Nations specialized agencies to review Activity Summaries.

Programme implementation

83. **Adequacy of country office staffing.** The WFP country office is adequately staffed to assist in the implementation of the proposed core activities. If supplementary activities are funded, the country office will likely be required to add a national professional officer. As the CP foresees an intensification in participatory and gender-sensitive appraisal and M&E methods, country office staff will require further training in these areas. The Bureau undertook a regional workshop on gender in 1996 and plans a similar workshop on M&E for 1997. The shift towards the Country Programme Approach will streamline some reporting requirements, but site-specific monitoring visits will continue, requiring considerable staff time. The establishment of a Regional Office in Cairo in mid-1998 should also provide improved operational and administrative support.
84. **Food logistics arrangements.** WFP commodities will be received at Alexandria port by the Ministry of Supplies and forwarded by truck to the respective regions where the various activities will be carried out. In order to save funds, the Government has agreed to exchange wheat shipped by WFP for local wheat flour to be distributed to beneficiaries. The CP's largely standardized ration facilitates borrowing between programme activities. In order to minimize WFP's external transport costs, Egypt's annual pledge to WFP in the form of rice will be allocated to activities in Egypt. Finally, WFP and the Government are examining the possibilities of reducing transport costs by using trains or river barges for distant, food-deficit areas where lack of adequate Government stocks precludes swapping.
85. **Monetization arrangements and management of generated funds.** "Closed-circuit sales" or partial payment for WFP food rations have largely been abolished in Egypt, except for the proposed settlement activities along the foreshore of the High Dam Lake, where the funds would be returned directly to beneficiaries in the form of grants and credits to cover project inputs such as irrigation pumps. Funds are deposited in an interest-bearing account and managed by the project authorities in line with yearly expenditure plans. They are audited annually by an independent firm.
86. **Annual work targets and resource allocation.** Approved activities are subject to detailed annual work plans, elaborated at the preparation stage and adjusted yearly. Annual resource allocations, within the annual level available to the CP, will be made by the WFP country office in consultation with the management units of the respective Ministries.

Programme monitoring and audit

87. Monitoring and reporting are undertaken primarily by the Government, based on systems and indicators jointly formulated by WFP and the relevant activity authorities. Indicators are designed to measure the impact of WFP assistance on intended beneficiaries as well as to track the physical outputs of the project. Key indicators for each CP activity as well as for the CP as a whole are listed, together with the responsible reporting institutions, in Annex III, *WFP Country Programme Monitoring Plan*. Reports prepared by activity authorities are



reviewed by the WFP country office staff, who also conduct regular field visits based on structured and largely standardized monitoring checklists and through group interview sessions with beneficiaries. The results of WFP monitoring visits are shared with project authorities and summarized in reports which define by whom, and in what respect, action should be taken.

88. As with projects in the past, each activity of the proposed programme will be subject to audit from both the Government Central Audit Authority and external private audit firms. The Government has agreed, in line with WFP requirements, to carry out annual audits.

Programme adjustments and commencement of supplementary activities

89. The WFP country office will monitor the performance of all activities through analysis of reports and through frequent and intensive field visits. Adjustments to the CP and its activities—based on the findings of evaluations and reviews, resource levels, etc.—will be discussed with the respective authorities, and decisions taken jointly. The Country Director may re-allocate resources of the CP after consultation with the FAAC.
90. Supplementary activities will be initiated if and when the required resources are available, either through WFP or on a bilateral basis. The country office and WFP headquarters will seek to identify sources of funding. Pending the mobilization of the required resources, WFP will proceed through the appraisal stage of the project cycle. The Government has indicated its readiness to allocate its share of the required resources for the supplementary activities.

Evaluation

91. **Arrangements for evaluations** are included in most activities. In order to determine baseline data and changes during project implementation, a longitudinal survey will be conducted in selected settlement projects. The socio-economic conditions of a sample of beneficiaries will be determined by a baseline survey and followed up after a period of four to five years. Qualitative information will complement the survey data. Group sessions with beneficiaries will focus on behaviour, perceptions, attitudes and motivations and will therefore help in identifying relevant indicators and interpreting survey data.
92. WFP will participate in the two evaluations planned for the activity co-financed with the World Bank, in the north-western desert. The second end-of-project evaluation will assess project effects in terms of increased income, especially for women, and environmentally sound management of natural resources. In addition to the above studies, there is provision for a continuous compilation of secondary data on agricultural production, yields and other relevant socio-economic indicators.
93. **The CP mid-term review** will be carried out towards the end of 1999, and its results reported to the Executive Board in 2000. The review will focus on the extent to which the CP has contributed to: creation of gainful employment, reduction of food insecurity, participation of beneficiaries, and sustainability, with a specific focus on determining success in targeting the poorest of the poor and women. The end-of-term evaluation could be carried out when most of the proposed activities are close to termination, i.e., during 2002. The justification for continued WFP food aid to Egypt will also be examined at that time.



ANNEX I







ANNEX II

EGYPT - BASIC DATA

Administration		
Governorates	Desert	Red Sea, New Valley, Matrouh , Sinai
	Lower Egypt	Daqahla, Beheira, Gharbiya, Menoufia, Qalyubia, Sharqiya, Damietta, Kafr el-Shaikh
	Upper Egypt	Faiyum, Giza, El-Minya, Aswan, Assiut, Beni Suef, Qena, Sohag
	Urban	Alexandria, Cairo, Ismailia, Suez, Port Said
Population		
Estimated population (resident)		57 million (1994)
Population growth rate		2.5 percent (1980 - 90); 2.0 percent (1990 - 94)
Life expectancy at birth		62 years (1994)
Population density		58 inhabitants/Km ² of total area 1 938 inhabitants/Km ² of cultivated area
Urban population		45 percent
Contraceptive prevalence rate		1988 :37.8 percent; 1989 -95 : 47 percent
Under-5 population		8.7 million (15 percent)
Under-15 population		24 million
Finance		
GNP per capita		US\$ 720 (1994)
Total external debt (million \$)		US\$ 33,358 (1994)
Public expenditure on Education		1980 - 8.1 percent; 1993 - 10.3 percent
Public expenditure on Health		1980 -2.4 percent; 1993 - 2.1 percent
Agriculture		
Land area		997 739 km ²
Forests and woodlands		310 km ²
Area under cultivation		3 percent (of this, 100 percent was fully irrigated)
Ratio of crop to cultivated lands		1.76
Growth of agricultural production		1980 - 1990 : 1.5
(average annual rate percent)		1990 - 1994 : 1.8
Self-sufficiency ratio (1993/94)		Wheat 50.1; rice 105; maize 77.2
(production/consumption)		
Health		
Life expectancy at birth		62 years
Infant mortality rate**		1995 : 63/1000 live births
Under-5 mortality rate		86/1000 live births (1993)
Under-5 underweight		10.4 percent
Education		
Adult illiteracy rate		Total 49 percent of which 61 percent are female (1995)
Enrolment ratio in primary school		98.0 percent (for every 100 primary schoolboys, there were
(governorates)*		79.0 primary schoolgirls)

*Egypt Human Development Report, 1995.

** Demographic Health Surveys, National Population Council, 1995.



ANNEX III

EGYPT COUNTRY PROGRAMME - MONITORING PLAN

Previous Number/Title	Key Indicators	Frequency of data collection	Institution responsible for reporting to country office	
Core Activities Only				
Activity No. 1 Sub-activity 1A No. 2499 (Exp. 3) "Settlement on newly developed land" and	1. Percentage of landless farmers.	Six-monthly	MARL	
	2. Percentage of female primary beneficiaries (among graduates and landless).	Six monthly	MARL (MARL)	
	3. Percentage of settlers who regret having joined the project.	Year 1 and 4	MARL, Effect evaluation (consultant)	
	4. Percentage allocated land actually cultivated	Six-monthly	MARL	
	Activity No.1 Sub-activity 1B No. 5789 "Settlement on newly developed land in Upper Egypt" (Wadi El Saaida)	5. Percentage of beneficiary households owning specified production assets (e.g. livestock, greenhouses, drip irrigation, etc.)	Year 1 and 4	MARL, Effect evaluation (consultant)
		6. Percentage of beneficiary households owning "wealth assets" (TV, motor-bikes, etc.)	Year 1 and 4	MARL, Effect evaluation (consultant)
		7a. Number of formal loans taken and average loan amount.	6 monthly	MARL (IFAD)
		7b. Percentage of beneficiary households who took more than L.E. 10,000 formal credit	Once, year 4	Effect evaluation (consultant)
		8. Number of water-user associations established	Six-monthly	MARL
		9. Percentage of beneficiaries who are members/derive benefits from community-based groups	Year 1 and 4	MARL, Effect evaluation consultant
		10. Actual yields vs. projected returns	Yearly	MARL
11. Yields as percentage of household food consumption and as percentage of household income		Year 1 and 4	MARL, Effect evaluation consultant	
Activity No. 1 Sub-activity C No. 3214 (Exp). "Land Development & settlement in the High Dam Lake area"		1. Percentage of female primary beneficiaries.	Quarterly	HDLDA
		2. Number of settlers' groups established.	Monthly	HDLDA
	3. Percentage of settlers who abandoned settlement.	Quarterly		
	4. Percentage of allocated land under cultivation	Quarterly		
	5. Number of houses constructed.	Quarterly		
	6. Number of Km of access roads built.	Quarterly		
	7. Percentage of beneficiaries participating in training courses, by subject and gender	Monthly		
	8. Actual yields vs. projected returns	Yearly		
	9. Yields as percentage of household food consumption and as percentage of household income	Year 1 and 4		
Activity No. 2 Sub-activity 2A No. 5586 "Natural Resources Management in the North-Western Desert"	1. Percentage of women primary beneficiaries.	Six-monthly	Matrouh Resource Management Project (MRMP/World Bank)	
	2. Number of Community Groups (CG) established.	Six-monthly		
	3. Percentage of women members in CGs.	Six monthly		
	4. Number of Community Action Plans (CAP) finalized	Six-monthly		
	5. Number of CAPs implemented.	Six-monthly		
	6. Number of cistern constructed.	Six-monthly		
	7. Number of plots with shrub plantations established.	Six-monthly		
	8. Number of feddans of rangeland improved.	Six-monthly		
	9. Number of kms of access roads built.	Six-monthly		



EGYPT COUNTRY PROGRAMME - MONITORING PLAN
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Previous Number/Title	Key Indicators	Frequency of data collection	Institution responsible for reporting to country office
Activity No. 3 Assistance to working children	1. Percentage of beneficiaries by gender attending at least once a week	Monthly	Non-Governmental Organization/AI Jeel Centre AI Jeel
	2. Percentage of attendants participating in: a) education courses. b) medical/nutrition counselling. c) recreational facilities.	Monthly	AI Jeel
	3. Prevalence of anemia among the beneficiaries.	Once per year	AI Jeel
	4. Case studies on individual working children analyzed and reported.	Six-monthly	AI Jeel
Overall programme monitoring	1. Percentage of female primary beneficiaries.	Under consideration for inclusion in special surveys in the context of CCA	Institute of National Planning (INP) together with respective Government agencies
	2. Percentage of beneficiaries belonging to female-headed households.	or	
	3. Percentage of children below five years who are malnourished		
	4. Percentage of beneficiary households owning "wealth assets" (TV, motorbikes, etc.).	Yearly	MALR
	5. Percentage of beneficiaries who are members/derive benefits from community-based groups (e.g. water-user associations, settlers production groups).		
	6. Percentage of beneficiaries in urban areas/Governorates of Upper Egypt.		
Common Country Assessment	1. The five indicators mentioned above under "Overall Programme Monitoring".	Once a year published in "Egypt Human Development Report"	Institute of National Planning (INP) together with respective Government agencies
UN initiatives (see para 22)	2. Daily calorie supply per capita. 3. Food production per capita. 4. Food self-sufficiency ratio. 5. Agric. production growth rate. 6. Growth rate of food prod. p.c. 7. Infant mortality rate. 8. Maternal mortality rate. 9. Av. % of income spent on food. 10. Percentage of households below poverty line 11. Percentage of households below ultra-poverty line. 12. Unemployment rate by gender. 13. Women's share of adult labor force.		



ACTIVITIES UNDER EGYPT COUNTRY PROGRAMME

Previous Number/Title	Value (million \$)		Duration	Executing agency	Objectives	Role of food aid	Target group	Area	Other assistance, Donor co-financing
	WFP	GOE							
1. Core Activities									
Activity No. 1 Sub-Activity 1A No. 2499 (Exp. 3) Settlement on newly developed land in the Delta"	14 (original approval cost 21.3)	143.4	5 years: 9/1996 to 8/2001	Ministry of Agriculture and Land Reclamation (MALR)	Settlement of 14,400 landless farmers and graduates. Increase agricultural production through cultivation on newly reclaimed 65,000 feddans in the West Delta. farmers participating in demonstration schemes established on 7,000 feddans in the East Delta	Tide over settlers during the initial period of settlement until their land reaches an adequate level of production	13,000 landless farmers (40%) & unemployed graduates (60%) to be settled in West Delta, 1,400 in East Delta; women heads of household: 25% graduates, 10% landless	West Nubariya (65,000 feddan) and West Suez Canal (7,000 feddan).	UNDP/FAO Technical assistance Under consideration. Extension support by IFAD in West Delta. IFAD/EU for establishment of demonstration plots in East Delta under consideration.
Activity No. 1 Sub-Activity 1B No.5789 "Settlement on newly developed land in Upper Egypt" (Wadi El Saaida)	8.0	38.0	5 years: 2/98 to 12/02	MALR	Settlement of 4,000 landless farmers and graduates. Increase agric. product. through cultiv. on newly reclaimed 20,000 fedd.	See above	4000 landless farmers (70%) and graduates (30%) coming from Upper Egypt Governorates, among them 26% females	Aswan Governorate	Under consideration: assistance from EU, FAO/UNDP
Activity No. 1 Sub-Activity 1C No. 3214 Exp. "Land Development & settlement around the High Dam Lake"	5.8	19.5	5 years: 1/98 to 12/02	High Dam Lake Development Authority of MALR	Settle 3,100 families, develop the agricultural base of settlement area, improve living conditions of settlers	To tide settlers over until their land reaches adequate level of production; income transfer to workers involved in road construction	3,100 families (landless farmers), 500 workers involved in road construction, 4,150 trainees in house construction, women's productive activities and other courses.	High Dam Lake area in Aswan	Under consideration : assistance from SFD, EU, FAO/UNDP
Activity No. 2 Sub-Activity 2A No. 5586 "Natural Resources Management in the North-Western Desert"	3.2 (original approval cost 3.8)	11.4	5/97 to 4/02	Matrouh Resources Management Project under MALR	Improve living conditions of poor Bedouin households through construction of cisterns and feeder roads and the development of range management areas	Incentive to farmers to build through self-help schemes productive assets; income transfer	7,500 poor Bedouin households; 400 small farmers for range mgmt; Community Groups composed of 50% women	Matrouh Governorate	WB co-financing US\$ 22 million of which US\$3.2 million towards WFP-supported activities

ACTIVITIES UNDER EGYPT COUNTRY PROGRAMME

Previous Number/Title	Value (million \$)		Duration	Executing agency	Objectives	Role of food aid	Target group	Area	Other assistance, Donor co-financing
	WFP	GOE							
Activity No. 3 Assistance to working children in Cairo	0.2	-	2 years	NGO, Ministry of Labour	Examine and alleviate social conditions of children, draw lessons from pilot phase for large scale application	Snack: incentive to attend and nutritional support	Working children (5 to 15 years)	Industrial area in Cairo	NGO
Total Value Core Activities	39	212.3							

2. Supplementary activities

<i>Activity No. 1 Sub-Activity 1d)</i>			5 years	MALR	Settlement of landless farmers and graduates on new lands	see above under "5789"	Landless framers (70%) and unemployed graduates (30%), among them 26% female settlers	Upper Egypt	Under consideration
No. 5789 Additional Sites Sedment	2.6	11.4	"	"	<u>Beneficiaries</u> Feddans 1200		1200	Beni Suef	
Awlad Touk	2.2	9.5	"	"	6000 1000		1000	Sohag	
East Assiut	0.9	3.8	"	"	5000 400		400	Assiut	
Kibly Karun	2.2	9.5	"	"	2000 1000		1000	Fayoum	
Wadi El Rayan	5.1	22.8	"	"	5000 2400 12000		2400	Fayoum	

ACTIVITIES UNDER EGYPT COUNTRY PROGRAMME

Previous Number/Title	Value (million \$)		Duration	Executing agency	Objectives	Role of food aid	Target group	Area	Other assistance, Donor co-financing
	WFP	GOE							
<i>Activity No. 2 Sub-Activity 2b)</i>									
No. 2594 (Exp.2) Assistance to Bedouin Communities in Sinai	4.4	30.0	5 years (tentative)	Sinai Development Authority under Ministry of Development and New Communities	Protection of environment, better management of natural resources.Improve diversify agric.production;/ develop/protect rangelands, provide agricultural/ construction training. Assist sedentarization through house construct.	Incentive to carry out self-help activities; income transfer; wage supplement for nursery workers and income transfer for trainees to enroll in courses	1,350 Bedouin settlers (new farms), 1000 farmers (range management), 2,350 beneficiaries (agricultural and construction training), including women (training in income generating activities).	Central Sinai	Under consideration : assistance from FAO/UNDP
Total Value Suppl. activ.	17.4	87.0							
Total Value Grand Total	56.4	299.3							