

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
Third Regular Session**

Rome, 23 - 26 October 2000

EVALUATION REPORTS

Agenda item 5

For consideration

E

Distribution: GENERAL

WFP/EB.3/2000/5/4

14 September 2000

ORIGINAL: ENGLISH

EVALUATION OF COUNTRY PROGRAMME— EGYPT (1998—2001)¹

¹ The Country Programme was prepared initially for the period 1998 to 2002. Subsequently, the duration was adjusted to harmonize it with the United Nations programme cycle and will now finish at the end of 2001.

Note to the Executive Board



This document is submitted for consideration to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

Director, Office of Evaluation (OEDE): Mr A. Wilkinson tel.: 066513-2029

Evaluation Officer, OEDE: Ms M. Ahmed tel.: 066513-2223

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



Executive Summary



Despite a marked improvement in a range of economic indicators, the conditions of the poor in Egypt and their numbers have remained static. The Country Programme (CP) for Egypt, approved by the Executive Board in 1997, continued WFP's long-term support to settlement and agricultural development, a national priority that is prominent in the Government's Five-Year Plan. Most of the activities under the CP had started as individual projects before the programme began. The projects have a common goal and similar objectives, and aim to reach a broadly homogenous target group while increasing the emphasis on women and female-headed households (FHH). They are also all administered by a single ministry. Therefore, the introduction of the country programme approach represented a change of nomenclature rather than substance, because a *de facto* programme existed previously in all but name. Thus the Egypt CP meets the general criteria for a Country Programme and is compatible with WFP's policy of Enabling Development. Implementation is satisfactory with all projects on schedule to reach their objectives, including some important innovations, particularly for women. WFP played a significant role in the change of tenancy laws in new-land settlement, whereby 20 percent of a primary beneficiary's new land is now held in the name of the spouse (usually the wife).

Targeting criteria need to be strengthened and the transparency of the beneficiary selection process improved through better reporting on screening procedures. The criteria for food aid allocation should be reviewed. In order to make the country programme approach an effective management mechanism for WFP operations in-country, development of clear guidelines by WFP, and the adoption by country offices of a format and operating procedure for the implementation, recording, reporting and monitoring of Country Programmes are prerequisites. WFP should consider the adoption of an explicit logical framework approach in the CP formulation and implementation process. Post-project evaluation of selected completed projects is likely to yield important lessons that could inform decisions on WFP's future intervention in Egypt.

Draft Decision



The Board endorses the recommendations contained in this evaluation report (WFP/EB.3/2000/5/4) and notes the lessons identified, taking into account considerations raised during the discussion.



INTRODUCTION AND BACKGROUND

1. The Economic and Structural Adjustment Programme initiated in 1987 and strengthened by the World Bank and the International Monetary Fund (IMF) in 1991 has resulted in a marked improvement in a range of economic indicators. However, several studies show that, at best, the conditions of the poor and their numbers in rural and urban Egypt have remained static. Poverty and underemployment in Egypt are on the increase and affect about one third of the population. The yearly gross domestic product (GDP) growth rate, which has averaged 5 percent since 1995, has not yet had a significant impact in reducing poverty. The diet is often of poor quality and lacks diversity. Poor weaning practices and malnutrition remain a problem, particularly among children in Upper Egypt. The gender dimension of poverty is a further cause for concern. More than 12 percent of Egyptian households are headed by women and a disproportionate share are poor.
2. Poor households allocate the bulk of their resources for food, leaving them few resources to invest in long-term improvements to their livelihoods. Living at the edge also makes poor households reluctant to adopt technological innovations. They may thus avoid hunger, but at the cost of being trapped in continued poverty.
3. Food aid has a straightforward and practical role to play in the projects¹ currently supported by Egypt's CP: in the settlement projects, it meets real household food security requirements during an initial period of settlement, helping to tide poor new settlers over until their land becomes productive. For projects to assist Bedouin communities, food aid allows poor beneficiaries to intensify their agricultural production and create lasting assets, such as access roads, which they would not otherwise be able to create.
4. WFP's major role in Egypt for many years has been to support poor families, over periods of three to four years, in order to facilitate their settlement on newly reclaimed land. Projects are closely related to the Government's highest priorities and are integrated with those of other agencies. There is a clear relationship between the projects, which have a common goal and similar objectives, and aim to reach a broadly homogenous target group with an increasing emphasis upon women and female-headed households (FHH). They are administered by a single ministry, through two separate agencies. Consequently, the preparation of the first CP has not resulted in any major modifications of, or implications for, WFP's operations in Egypt for either the country office or the cooperating agencies.
5. Projects have been implemented satisfactorily, and targeting and monitoring continue to receive special attention. Further fine-tuning is necessary, together with more transparency. The achievements with regard to gender and participation have exceeded the plans. Innovative features include the settlement of former tenant farmers who had lost their farms through recent land reform, discontinuation of assistance to graduate settlers and a set proportion for FHH, land titling for spouses as decreed in mid-1998, and the issuance of identity cards, birth certificates and land-ownership cards for women, providing for the first time an official recognition of their identity.

¹ Since the basic development components of the Egypt CP are referred to as projects rather than activities, as it should be according to the CP approach, the mission has used the term projects in this document in order to avoid confusion with the usage employed by the country office and the Government.



PURPOSE OF THE EVALUATION AND METHODOLOGY USED

Purpose

6. The purpose of the evaluation can be summarized as follows: evaluate the Country Programme approach in terms of coherence, focus, integration and flexibility; assess whether the objectives of the Egypt CP are realistic, relevant and attainable given the type and status of CP activities; identify factors that may have affected the overall implementation of the CP; review key issues for WFP assistance; provide recommendations and lessons identified for future Country Strategy Outlines (CSOs) and CPs; and provide accountability to the Executive Board.

Methodology

7. The terms of reference for the mission require an evaluation of the CP, as distinct from an evaluation of its component activities. The mission is concerned with both the process of the CP cycle and the contents and implementation of the CP. The WFP country office, believing that an evaluation of the CP would require detailed knowledge of its activities, commissioned and completed a mid-term review of three quarters of the basic activities prior to the arrival of the evaluation mission. Without this mid-term review the evaluation could not have been completed in the scheduled time. The evaluation is a review of available data and an analysis of the process of design and implementation.
8. Following a briefing at WFP headquarters, the mission studied available documents. On arrival in Cairo and following a brief introduction to staff and government officials, field visits were made to two of the four ongoing projects. Discussions were held with project officials, technicians, support persons from other agencies and settlers. On return to Cairo, meetings were held with representatives of United Nations agencies, including UNDP, the United Nations Office for Drug Control and Crime Prevention (UNODCCP), UNFPA and UNICEF, other stakeholders including Development Alternatives Incorporated (DAI) of USAID, the World Bank, the European Community Delegation, consular representations, officials from the Ministry of Agriculture and Land Reclamation (MALR), and WFP country office and Regional Bureau staff. These meetings culminated in: a debriefing of the Regional Bureau; a presentation of an aide-mémoire to a meeting of United Nations agency, World Bank and consular representatives; and a presentation to the Government, represented by H.E. Yousef Wali, Deputy Prime Minister and Minister of Agriculture and Land Reclamation.

THE CP AS PLANNED

9. The CP closely followed the CSO, which had set two programme priorities for WFP assistance to Egypt: *i)... WFP will continue support for land settlement on reclaimed land where food assistance has demonstrated its effectiveness in assuring household food security during the initial period of settlement and is transferring permanent assets to the poor... WFP will continue dialogue with the Government to increasingly strengthen their targeting of the poorest strata; and ii) WFP will explore possible food aid initiatives which feasibly address the problems of poverty and food insecurity among the urban poor in ways that increase opportunity and self reliance.*
10. The basic activities were Settlement on Newly Developed Land (2499.03); Settlement on Newly Developed Lands in Wadi Saaida (5789.00); Land Development and Settlement



in the High Dam Lake Area (3214.01); Resource Management and Environmental Protection in the North-Western Desert (5586.00); and a pilot activity, Assistance to Working Children in Cairo. Supplementary activities included in the CP were Assistance to Bedouin Communities in Sinai (2594.02) and Settlement on Newly Developed Land in Upper Egypt. As in previous years, WFP activities closely reflected government priorities and responded to WFP's increasing emphasis on focused targeting.

11. The CP 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;
- need to draw the population away from overcrowded conditions in the established farming areas of the Nile Valley;
- 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, and production from existing landholdings to be increased; and
- drop in the real incomes of lower-income groups affected by economic reform, particularly in urban areas.

ASSESSMENT, CONCLUSIONS AND RECOMMENDATIONS

Concept and Design


12. WFP operations in Egypt have for many years been, and continue to be, characterized by the following:

- their consistency with the priorities and close integration with the activities of the Government, as well as those of other agencies including the International Bank for Reconstruction and Development (IBRD)/International Development Association (IDA) and IFAD;
- a clear relationship between projects that have a common goal and similar objectives;
- administration through a single ministry, with some variations resulting from the use of different project managers;
- a focus on broadly homogenous target groups which, while originating from differing localities, face similar constraints upon resettlement. The activities are geographically located to assist the movement of poor landless families from overcrowded areas to newly developed lands and to facilitate the settlement of Bedouin families;
- the provision of a mechanism enabling beneficiaries to participate in activities based on major infrastructure investments provided by other partners (including the Government), through an allocation of 5 to 15 percent of the WFP contribution to total project costs. The interventions are designed to increase beneficiaries' assets on a sustainable basis;
- an emphasis on a comprehensive aid package partly achieved by restricting WFP assistance to activities also supported by other partners, helping to make these activities integrated and not "stand-alone" projects;



- a flexibility, within WFP's current regulations, that allows resource re-allocation between activities; and
 - a continued focus on increased beneficiary participation in CP activity design, as described in the CSO, with greater attention paid to women's issues, implementation and monitoring.
13. It is implicit in WFP's philosophy that the CP approach will consist in more than merely adding of existing individual projects. The incremental benefits that can be expected from combining activities into a programme will depend upon the degree to which the activities already comprised a *de facto* programme.
14. The mission concluded that the introduction of the Country Programme approach in WFP's operations in Egypt, for this first CP, represented a change of nomenclature rather than of substance, because a *de facto* programme existed previously in all but name. Consequently, the creation of the first CP (1998 to 2001) has not resulted in any major modifications of, or implications for, WFP's operations in Egypt. The introduction of the CP approach is, therefore, not generally perceived as a major shift in WFP's overall approach.
15. Settlement projects typically involve a staggered pattern with the arrival of settlers spread over long periods. Even though each family receives assistance for about five years, the implementation of the activity itself may extend over a considerably longer period and not coincide with the term of the CP under which it was approved. This needs to be managed in the formulation and implementation of successive Country Programmes. Assurance for the continuing commitment for such activities is important for the WFP country office, the Government and other implementing partners, and should be recognized under the Country Programme approach.

Recommendation

-  WFP has to ensure that provisions are made in the Country Programme approach to accommodate projects, such as settlements, that overlap programme periods. There will be a need for the country office to maintain an understanding with the Government that projects whose success depends upon WFP support over an extended period that does not coincide with the timing of the CP will not be adversely affected by the application of the CP cycle.

Coordination and Partnership

16. All WFP programme activities are at present implemented by MALR under the auspices of the Supervisor-General of WFP Food Aid Projects. Other donors have contributed to the activities, including the IBRD/IDA, IFAD, the Governments of Germany and Japan, and Norwegian Aid. In addition, through MALR, assistance is provided by a number of other ministries including those for Social Affairs, Water and Irrigation, Health, Education and Public Works. Further assistance and cooperation has been provided by UNICEF, UNODCCP, ILO, UNDP and a number of NGOs and government-supported institutions and agencies.
17. The Common Country Assessment (CCA) process has agreed on common indicators. However, a United Nations Development Assistance Framework (UNDAF) has yet to emerge. The possibility of combined activity by WFP, UNDP, UNICEF and UNODCCP in relation to urban children is developing and offers great potential.



➤ **Recommendation**

- ✍ That efforts continue to develop a mechanism for the utilization of a range of appropriate United Nations activities within the concept of a Country Programme for Egypt through specific inter-agency cooperation, and ultimately through UNDAF.

Operations and Implementation

18. All the projects are operating as envisaged and described in the CP; all are close to the original schedules set for them to reach their objectives; and, in some important respects, they have accomplished more than was planned. Of particular interest are the following developments:
- the inclusion in the Delta Settlement of former tenant farmers who had lost their farms through recent land reform, and increasingly focused targeting throughout; examples of the latter are the discontinuation of assistance to graduate settlers and the establishment of a set proportion of assistance for FHH;
 - land titling for spouses, decreed in mid-1998 and due at least in part to encouragement from WFP;
 - the issuance of identity cards, birth certificates and land-ownership cards for women, providing official recognition of their identity for the first time;
 - increased emphasis on participation of the Bedouin communities and settlers; and
 - the spontaneous supply of agricultural inputs, credit and marketing arrangements from the private sector.
19. On the other hand, there are a number of features that require further attention. They are discussed below.

Process

20. To make the CP an effective management and development tool, it is necessary to design, implement and monitor the CP in a fully cohesive manner.

➤ **Recommendation**

- ✍ WFP should consider designing, implementing and monitoring CPs on the basis of an explicit logical framework.

21. The staffing and staffing mix of the WFP country office has not been changed with the introduction of the CP. The advent of the CP has to date not resulted either in any significant change to the use of resources, or to logistics and monitoring procedures. The Regional Bureau is located in Cairo, but not contiguous to the WFP country office. The country office has increasing contact with the Regional Bureau, particularly the Regional Director and the Regional Programme Adviser, who have provided the country office with an additional planning and review resource.
22. The Food Aid Advisory Committee (FAAC) as proposed in the CP has been found to be an inappropriate mechanism and is not functioning. In its place a committee has been




established by ministerial decree under the chairmanship of the Superintendent of Land Reclamation in MALR and comprising all WFP project managers and WFP country office representation. This committee is providing an effective forum for the exchange of inter-project experiences and for the resolution of problems.

Targeting



23. The CSO and the CP sharpened the focus on targeting beneficiaries for settlement. Emphasis was placed on landless farmers, near-landless farmers and unemployed labourers from areas of high concentrations of poverty and unemployment and to increasing women's access to project assets, economic opportunities and social services. This was entirely in line with government priorities, which had been revised to give less emphasis to unemployed graduates of rural origin.
24. Project records show a high degree of success in relation to targeting. The mid-term review indicated that some of the beneficiaries may be from outside the immediate target group. The mission found, however, that this could largely be attributed to the poor quality of reporting on beneficiary selection criteria and screening procedures, which created some confusion with regard to eligibility.

Recommendation

-  Better reporting on beneficiary selection criteria and screening procedures is recommended to assess and demonstrate targeting effectiveness.

25. Each settler qualifies for the same food ration for the duration of the project. Food assistance requirements are, however, likely to vary over the time of project implementation according to progress achieved in developing the allocated farm plot, the size and quality of the plot, and its agricultural production. The food requirement may also vary according to the number of family members. A revision of the criteria for food aid allocation to adjust the assistance to actual needs might result in savings that could be used to increase WFP's support for creating human and community assets.

Recommendations

-  That the criteria for food aid allocation be reviewed giving consideration to the introduction of variable periods of assistance, and other similar variations to determine if the criteria should be adjusted to take account of equity, efficiency and cost effectiveness.
-  The projects may also consider the provision of food rations for specific activities, such as food for training and education, to compensate for time lost in other productive activities.

26. A WFP Vulnerability Analysis and Mapping (VAM) Unit was recently established in the Cairo Regional Bureau. This unit could assist in further improving targeting capacities and criteria for the Egypt CP, both at the programme and project levels.



📌 **Recommendation**

- ✍ That the VAM Unit concentrate on reviewing individual verifiable targeting criteria and mechanisms for the selection of settlers, as well as for better targeting of beneficiaries after settlement, using participatory rural appraisal (PRA) approaches and community involvement.

Monitoring

27. A monitoring system including key indicators was jointly designed for each project by WFP and the other implementing agencies. Six key indicators for CP level were included in the CP document. These indicators, included also in plans of operations, mostly cover agricultural outputs, beneficiary income/wealth effects and food aid distribution. However, gender, food security and nutrition, participation and community-building indicators are rather sparse at the project level and absent at the programme level.
28. Each of the projects has developed good capabilities for monitoring and regularly collects data on the indicators specified. Training courses on monitoring run by WFP have contributed to improved systems at the project level. Quarterly progress reporting is generally satisfactory. The country office engaged local consultants to work with project monitoring staff to produce more useful, relevant and consistent monitoring indicators. However, some shortcomings have been noted. Baseline surveys have not been conducted in the systematic way envisaged in the CP. Current information is used more as a tracking tool than for project management. This may have resulted from project managers and field staff not being fully engaged in the selection of indicators. A logical framework approach to planning and implementation would assist continuity.
29. The monitoring systems have, to date, been used on a project basis to assess progress made towards the achievement of goals and objectives. The WFP country office is currently undertaking a comprehensive review of project monitoring systems, revising and strengthening them with an emphasis on participation, and has established a focal point for project monitoring.
30. Under current WFP procedures, apart from the CP evaluation at mid-term, there is no formal regular reporting requirement for Country Programmes as a whole. Consequently, at the CP level in Egypt there is no focal point, no routine collation or monitoring of data, and no standardized data collection or analysis across activities.

📌 **Recommendations**

- ✍ WFP should review the reporting and recording requirements for CPs. Terms of Reference of the monitoring and evaluation (M&E) focal points should be modified to include specific responsibilities for the CPs, with the aim of strengthening overall performance, assessment and management feedback.
- ✍ When preparing the new CP, it will be important to give emphasis to formulating measurable and attributable indicators at a programme level, to improve the synchronization of monitoring indicators and methodologies across activities, and to include indicators representing expanded objectives and the specific contribution of WFP food assistance.
- ✍ To develop a better-focused and improved monitoring system and assist in monitoring potential risk factors for project implementation, WFP should systematically revisit its



objectives, activities and outcomes by applying a logical framework approach to formulating and planning the next CP.

- ✍ The evaluation mission supports the mid-term review recommendation to place greater emphasis on the analysis of monitoring data for project management and for evaluation purposes.

Long-term Evaluation and Comparative Impact and Sustainability Assessment

31. Project 3214.01 is a second phase of land development and settlement around the High Dam Lake. The first phase, which ended in 1995, appears to have been particularly successful with incremental benefits continuing to accrue to beneficiaries. An evaluation of the extent of improvements in beneficiaries' food security, income, asset accumulation and general well-being might allow fine-tuning for further development on the lake shore and clearly identify the relative importance and impact of food aid, providing lessons for the project's sustainability. Similar lessons on long-term impact and sustainability could be drawn from an evaluation of the Delta resettlement project (2499.03).

📌 Recommendation

- ✍ That a post-project evaluation be conducted of WFP's long-running project activities in the High Dam Lake and Delta areas to demonstrate long-term impact and project sustainability.

32. While it is widely recognized that WFP food assistance makes a significant contribution to project implementation and success in resettlement schemes, a study on the mechanisms and effects of this assistance would be helpful in designing future interventions and demonstrating the specific impact of WFP food assistance.

📌 Recommendation

- ✍ That a comparison be made of similar government land reclamation and resettlement projects that have not received WFP support with those that have.

Gender

33. Gender considerations have assumed increasing importance through the implementation of the CP. Ten to 15 percent of the beneficiaries in almost all projects are FHH (divorced or deserted women, widows, and those with elderly or handicapped husbands, as well as single women with responsibility for raising young siblings). An important achievement, to which WFP has successfully contributed, is the change in government policies in favour of women. At least 20 percent of the land is now allocated in the name of the spouse (usually the wife), which implies the creation of assets for wives of beneficiaries, and women's access to credit and decision-making committees. Fixed proportions of the Generated Fund² are used specifically for women and children for a variety of purposes (the gender

² The generated fund for this and other projects accrues from government contributions, for project 5789.00, at the rate of 20 Egyptian pounds (LE) per settler household/month.




development programme). Issuance of identity cards, birth certificates and land-ownership cards for women has for the first time provided official recognition of their identity. Other important advances include the appointment of gender focal points in each project. In this connection, joint meetings of all project gender focal points have been held to provide a forum to exchange experiences and resolve cross-cutting issues. Gender training has been provided for country office and project staff and beneficiaries. These new developments provide a sound foundation for increasing the emphasis on gender concerns in the next CP.

Participation

34. The need for greater participation was identified in both the CSO and the CP. 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". However, with the exception of project 5586.00, where participatory approaches are being implemented in accordance with detailed plans, there were few supportive details. During the course of the CP, WFP has initiated and supported further participatory approaches, including the successful self-help development of Community Trustee Groups or Committees as grass-roots representative bodies.


Recommendation

-  To maximize progress and benefits, the participatory approach should be adopted from the commencement of WFP involvement in an area or with a community and continued through the life of the operation.

Environment

35. Reviews of the environmental status of the overall activities and developments that are being supported in part by WFP have in the past often been carried out by other donors and are not reported uniformly in the CP. The Government has recently instituted a planning requirement for environmental impact assessment.

Recommendation

-  That WFP include in the CP details of the environmental status of the supported activities and that project outlines identify any potential hazards for consideration/recommendation at the appraisal stage.

Urban Poverty

36. The CSO indicated a programme priority to explore possible food aid initiatives for the urban poor. A pilot activity for child workers in Cairo was included in the CP. Further examination and discussion have resulted in a proposed joint study, to be funded by ODCCP, UNICEF and WFP. This study should investigate the phenomenon of children at risk in the urban areas of Cairo and Alexandria. The study should also offer recommendations on the feasibility of interventions using food aid in these areas. A pilot project for street children might start up by December 2000.



RELEVANCE OF WFP'S ENABLING DEVELOPMENT POLICY

37. The mission assessed the current CP for compatibility with the principles of WFP's Enabling Development policy.
38. The current CP for Egypt expressly and substantially contributes to three of the five Enabling Development priority areas:
- **Generation of Sustainable Assets.** The Egypt CP generates sustainable assets for poor people by assisting the relocation and settlement of poor families, thereby reducing their vulnerability to household food insecurity by increasing food production and income.
 - **Environmental Safeguards.** The CP fosters the improvement of degraded natural resources and the safeguard of present resources by assisting poor Bedouin families in the most marginal areas of the north-western and Sinai deserts to diversify and improve their asset base, while ensuring the protection of the fragile environment. Through its resettlement schemes the Egypt CP helps alleviate land pressure in the densely populated Nile Valley. Detailed design of irrigation activities incorporates environmental safeguards.
 - **Investment in Human Capital.** The CP provides investment in human capital through extensive education and training programmes in subjects ranging from generating awareness and capacity among female beneficiaries to technical programmes in organic agricultural production and engineering.
39. Food aid has a straightforward and practical role to play in the projects supported by Egypt's CP. In the settlement projects, it meets real household food security requirements during an initial period of settlement, helping to tide over poor new settlers until their land becomes productive. For projects to assist Bedouin families, it allows poor beneficiaries to construct lasting assets that they would not otherwise be able to generate.
40. WFP assistance concentrates on providing transitional food aid to ensure long-term food security through the generation of lasting assets, employment and income, and the creation of sustainable communities. WFP food assistance is particularly appropriate as it concentrates on the desert and newly reclaimed lands, areas with limited opportunities and infrastructure for obtaining food. Food assistance reduces the costs and increases the availability of a range of food items in these areas. Beneficiary acceptance of the food provided is high, and much of the food is self-consumed. The mission strongly supports WFP's current efforts to increasingly concentrate resources on improving the educational status of its beneficiaries, through training, literacy, health awareness and community development.

➤ **Recommendation**

- ✍ That WFP continue to increasingly concentrate resources on improving the educational status of its beneficiaries, through training, literacy, health awareness and community development.

41. The mission concluded that the Egypt CP enables poor beneficiaries to build assets that will make them more food-secure in the long run. Most beneficiaries themselves legally or customarily own, or will in future own, the physical assets generated by the projects (land,



housing, irrigation and water infrastructure). Additionally, projects have training and community development components generating valuable human and social assets. To a limited extent, two projects of the CP make provisions for food aid being used as payment for workers who are not primary beneficiaries. This occurs either through primary beneficiaries hiring outside workers to construct assets, such as personal housing or cisterns, or projects employing day-labourers for feeder road construction, with partial or complete payment in the form of food. In addition to short-term consumption benefits, many of these labourers benefit from increased long-term demand for labour, and from the improved infrastructure. Moreover, preference is given to these labourers for settlement in the project area as direct beneficiaries in subsequent rounds of land distribution.

42. Further and importantly, as reported above, issues with regard to targeting, monitoring, and beneficiary participation have been and are being addressed through the CP. It is therefore concluded that the CP is compatible with the policies of Enabling Development policy.

FUTURE SCOPE FOR CP

43. A continuation of WFP's ongoing settlement and Bedouin support activities in Egypt would meet the criteria of the Country Programme approach and the requirements of the Enabling Development policy. Continued attention to targeting, gender, participation and monitoring would further strengthen the overall programme.

LESSON IDENTIFIED

44. The development and adoption of a format and operating procedures for implementation, monitoring and reporting for Country Programmes are essential for an enhanced Country Programme approach.



LIST OF ACRONYMS USED IN THIS DOCUMENT

CCA	Common Country Assessment
CP	Country Programme
DAI	Development Alternatives Incorporated
FAAC	Food Aid Advisory Committee
FHH	Female-headed Households
GDP	Gross Domestic Product
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
M&E	Monitoring and Evaluation
MALR	Ministry of Agriculture and Land Reclamation
PRA	Participatory Rural Appraisal
UNDAF	United Nations Development Assistance Framework
UNODCCP	United Nations Office for Drug Control and Crime Prevention
VAM	Vulnerability Analysis and Mapping

