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Draft country programme document for Egypt (2007-2011)

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Introduction

1. The UNDP draft country programme document for Egypt, 2007-2011, is formulated in line with the United Nations Development Assistance Framework (UNDAF), 2007-2011, and the national development priorities. Formulation deliberations were guided by analyses of the development situation in Egypt articulated in several key analytical and policy documents, including: the United Nations common country assessment (CCA); the current and previous government programmes outlining national development priorities; the Egypt human development report (HDR) 2005 on 'Choosing our future: Towards a new social contract'; and the Millennium Development Goals (MDGs) second country report for Egypt (2004). Taking as the point of departure the corporate strategic goals of UNDP spelled out in the multi-year funding framework (MYFF), 2004-2007, and the UNDAF, the planning process aimed through a series of consultations with key national development partners and stakeholders at developing a country programme proposal that enjoys full national ownership.

I. Situation analysis

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

3. The Egypt HDR 2005 vision of a dual, intertwined track towards future development linking the transformation and reinforcement in state capacity with the development and strengthening of the human capability of its citizens mirrors the conclusions of the 2005 CCA. The CCA applied a human rights-based analysis to examine the fulfilment of the objectives that the State accepted by signing the Millennium Declaration and embracing the MDGs. It identified capacity deficits on both sides of the obligation equation, and demonstrated how improvements in state (duty bearers) capacities and human (claim holders) capabilities can ensure equitable growth and development in Egypt. The CCA highlighted three important elements linking the two sides of the equation that are of vital importance to

furthering development. These 'links of good governance' are: democratic participation, social contract and the rule of law.

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

5. Economic growth as a major vehicle for development heads the list of government concerns. Bold economic reforms implemented since 2004 have given a boost to economic growth. The growth rate of 7.3 per cent (currently above 5 per cent) needed over the next 10 years to realize the vision of the Egypt HDR 2005 is feasible provided that the scope of economic reform policies is sustained and further expanded. However, positive economic growth over the past 10 years was coupled with uneven progress in human development. Despite a 17 per cent increase in the human development index (HDI) from 0.589 in 1994 to 0.689 in 2004, Egypt still ranked 119th out of 177 countries on the global HDI scale in 2005. Reducing income poverty (to 6 per cent by 2022) is a main objective in the long-term development vision of the Government.

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

7. Enabling women to fulfil their potential and affording them their full rights is essential for Egypt to be able to forge ahead in its development effort. Women are afforded absolute equal rights in law. However, the prevalence of the stereotypical behaviours and socio-cultural attitudes of patriarchy hamper women from realizing their full potential. Serious efforts are needed to induce cultural transformation in this respect. Creative ideas such as affirmative action measures and reserving a quota for women in representative and legislative bodies could be explored. In the

HDR 2005, Egypt ranked 77th out of 80 countries on the gender empowerment measure (GEM), with a value of 0.274. Women's economic participation is low, owing to factors such as early marriage, high illiteracy and poor technical and vocational skills. Women's participation in politics is also very low. Only 1.9 per cent of the seats in the People's Assembly are occupied by women (down from 4.3 per cent in 2000), and women's representation in local councils and in the Shura Council is equally low. Women's participation in politics could be enhanced by the impending review of the election system, including the possible introduction of political party quotas and efforts to increase the presence of women in the power structures in political parties. Serious women's rights challenges remain. For example, over 90 per cent of married women have been subjected to female genital mutilation or cutting at early stages of their lives. Continuing government and United Nations efforts are contributing to a decreasing trend.

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

9. Decentralization features in the Egypt HDR 2005 as an essential means to provide the opportunity for increased people's participation and improve the effectiveness, efficiency and quality of delivery of social services, as well as encourage transparency and accountability. The Egypt HDR 2004 helped put decentralization at the centre of the reform debate as an element of good governance and public management of resources crucially linked with poverty reduction, and addressing geographic and social disparities in human development in Egypt. It highlighted how people-centred decentralization employing participatory modes can be a tool for inclusiveness and empowerment of traditionally marginalized groups, especially women.

10. Egypt is in a state of political transition towards a more developed democratic system, heralded by the introduction, early in 2005, of a constitutional amendment allowing for direct multiple-candidate presidential elections. In alignment with the Millennium Declaration and the World Summit Outcome in 2005, the new social contract of the Egypt HDR 2005 entails strengthening democratic processes and institutions to secure citizenship rights and to protect broader human rights. The Government is considering constitutional reform to reinforce the separation of powers, strengthen the oversight function of parliament, improve electoral accountability and secure human and social rights for all Egyptians. Two major challenges lead the debate: fighting corruption and modernizing the judiciary. The new social contract calls for an active citizenry with a culture of initiative, rights and freedom, with the ability to participate more actively in public life and to

organize in civil formations that can assume oversight roles to ensure the outcomes of the contract. At present, a shortage of confidence in the political process and a generalized political apathy persist, as evidenced by low voter turnout (about 24 per cent) in the presidential and parliamentary elections of 2005.

II. Past cooperation and lessons learned

11. Through its work over the past two country cooperation frameworks (CCFs), 1997-2001 and 2002-2006, UNDP Egypt made significant contributions to the development of the country in the three core areas that are central to the UNDP mandate, namely, (a) reducing human poverty; (b) fostering democratic governance; and (c) managing energy and the environment for sustainable development. The concomitant focus on setting up 'downstream' pilot initiatives to demonstrate concrete potential results in specific policy areas contributed to the development policy agenda in Egypt on such issues as decentralization, microfinance, human rights, better representation of women in parliament, female genital mutilation, child labour and girls' education. This has had an effect not only on 'upstream' policy but, more importantly, on the lives of people on the ground.

12. The Assessment of Development Results, in 2003, highlighted three areas where UNDP Egypt has been particularly effective. First, UNDP was able to propose seminal projects responding to social needs that had not previously been fully perceived. UNDP Egypt managed to keep ahead of the 'development curve' and induce demand for effective development solutions on such core issues as decentralization in local development and developing a microfinance strategy. Second, UNDP played a pivotal convening role in mobilizing partnership with donors, multilateral partners and other stakeholders around proposals to address such sensitive issues as human rights and female genital mutilation. Third, UNDP maintained a special relationship and close partnership with the Government that allowed it to play a significant role in transforming several government institutions, making them more effective as public agents of social change and human development. These included the Ministry of Communication and Information Technology, and the National Councils for Childhood and Motherhood, for Women and for Human Rights.

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

14. The Assessment of Development Results and a number of outcome and project evaluations completed during the cycle point to lessons learned that need to be incorporated in the coming cycle. One such lesson indicates the need to go beyond limited capacity-building activities (for staff) within institutions to address larger questions of accountability, regulatory frameworks, and legal constraints that may

impede institutions in fulfilling their mandates, implying a shift from capacity-building to capabilities-enabling. Another alludes to the need for projects to capitalize more effectively on UNDP global and regional knowledge networks for experience exchange and problem-solving. Projects need to strengthen their internal monitoring and evaluation functions as well as follow up on impact to demonstrate results in ways that are substantiated and comprehensible. An associated need is for projects to build their capacity to use tools of media networking, public information and strategic communication to communicate results more effectively to internal and external audiences. Another set of lessons learned concerned the need for greater emphasis on empowerment, calling for greater community participation in projects, the engagement of civil society and private sector partners, and the mainstreaming of gender in all stages of project design, implementation and evaluation.

15. The past cycle witnessed the highest volume of programme delivery ever (\$177 million) and the year 2005 was the highest in programme delivery (\$39 million) of any single year during UNDP operations in Egypt. That was achieved despite the fact that core resource funds had decreased over the past two cycles. The percentage of core resources decreased from 52 per cent in the 1992-1996 cycle to 4 per cent in 2002-2006. However, the high-impact policy and building of strategic partnerships around converging results aimed at advancing human development and reducing poverty enabled UNDP Egypt to diversify its non-core funding sources between government cost sharing, bilateral and multilateral funding, with the former representing 72 per cent of all non-core funding. This attests to the relevance of UNDP policy impact and strategic guidance. This line is to continue through 2007-2011 where total core funding is estimated at almost \$10 million, while the overall estimated resource framework for the cycle totals nearly \$200 million. UNDP work on corporate social responsibility initiatives in the past cycle was pioneering in that it engaged the private sector as a serious development partner with great potential that will be further explored in the next cycle.

III. Proposed programme

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

17. Country programme outcomes are aligned with UNDP goals and service lines identified in the MYFF 2004-2007. The three core corporate goals pertaining to (a) achieving the MDGs and reducing human poverty, (b) fostering democratic governance, and (c) managing energy and the environment for sustainable development, remain at the centre of the work of UNDP Egypt. The country programme also addresses UNDP goals pertaining to supporting crisis prevention and recovery and responding to HIV/AIDS from an advocacy and intervention-readiness perspective. The country programme also demonstrates commitment to incorporating women's empowerment, strengthening the use of ICT for development, and stronger engagement of civil society, as crosscutting themes in all other outcomes. Additionally, individual outcomes are devoted to women's empowerment and ICT for development with specific results and projects. UNDP will work on building partnerships with civil society in line with the recommendations of the Cardoso report endorsed by the Secretary-General, and benefiting from the 'best practice' from other country offices (such as Brazil) of establishing a civil society organizations (CSOs) advisory board to allow CSOs a greater role in influencing development policies.

A. Reinforcing state capacities

18. Under this priority area, the UNDAF intends to improve the performance and accountability of the State in programming, implementing and coordinating actions that reduce exclusion, vulnerabilities and gender disparities. That outcome responds to national priorities to improve the standard of living for citizens and upgrading services, and achieving a major boost to the national economy as articulated in the Government's programme (2006). UNDP will support the government reform policies and its efforts towards better performance and accountability, will assist with the modernization of state institutions and strengthening institutional performance through civil service reform.

Outcome 1: Improved national capacity to design, apply and monitor pro-poor policies while addressing geographical disparities

19. UNDP will continue to support the Government in monitoring poverty and progress towards the MDGs, and to stimulate policy debate on human development through the publication of HDRs at national subnational levels, and periodic MDG country reports. UNDP will strengthen the gender-sensitive qualitative and quantitative analysis in those reports to promote gender mainstreaming, and will help build national capacity to monitor progress on women's empowerment. UNDP will support the national employment strategies that address unemployment, taking into account the needs of disadvantaged groups, such as those directly affected by privatization, the long-term unemployed, and women. UNDP will assist the Government in implementing pro-poor policies, with an emphasis on reinvigorating the labour force and balancing increased returns to labour with increased productivity in line with the MDGs 'integrated package of services'. This will include supporting programmes for basic skills development; targeting groups such as women, youth and the disabled to facilitate their entry into the labour market and strengthen their capacities to overcome poverty; and strengthening social institutions and safety nets, such as the Social Fund for Development. UNDP will work on developing, within the formal financial sector, elements that are responsive to MSMEs, in line with the national microfinance strategy. It will continue to promote innovative approaches to promote entrepreneurship, such as business incubators and integrated business support centres. Additionally, UNDP will support the Government in efforts to re-evaluate its policy of addressing poverty

differentials through subsidy programmes, offering international expertise to develop an empowerment approach in line with the vision of the Egypt HDR 2005. UNDP will continue to support the Government in increasing its technical capacity to implement the Paris Declaration and to closely monitor donor-assisted projects and evaluate their impact so as to ensure better matching of government and donor priorities.

Outcome 2: National strategies formulated, tested and implemented to facilitate increased access to information and foster the use of ICT to achieve development goals

20. UNDP will continue to support the integration of ICT into national development programmes and the expansion of citizen access to information and connectivity, while safeguarding against the formation of a 'digital divide' along socio-economic lines. UNDP collaboration with the Ministry of Communication and Information Technology will work on scaling up successful models of ICT use in education, school administration, illiteracy eradication, providing development information, and increased access to IT in rural and disadvantaged communities, as well as e-learning and providing ICT services to the SME sector. UNDP will support the e-government initiative intended to modernize ICT-enabled administrative systems for greater efficiency and efficacy, as well as to provide citizens with access to online governmental information and services.

Outcome 3: Conflict prevention and peacebuilding approaches informed/factored in national development frameworks, and integrated programmes designed and implemented at national and local levels

21. UNDP will assist the Government in building national expertise for conflict-prevention analysis and planning, including early warning systems and crisis management as well as programmes implementing the human security framework for poverty reduction. That will be broadened to include integrating disaster-risk reduction in development planning, as well as mine action. The latter will include supporting the technical secretariat for mine action that will be established by the Ministry of International Cooperation to update, coordinate and monitor the implementation of the National Plan for the Development of the Northwest Coast and Inland Desert (an area heavily mined since World War II), which was developed by the Ministry of Planning with UNDP support.

B. Strengthening human capabilities

22. The UNDAF presents three outcomes under this theme. The first addresses the reduction of unemployment and the elimination of the worst forms of child labour. The second focuses on reducing regional disparities in human development, encompassing the gender gap and environmental sustainability. The third outcome calls for increasing women's participation in the workforce, political sphere and public life, and for the progressive fulfilment of their human rights. Together, the three UNDAF outcomes respond to five of the seven national priorities identified in the 2006 programme of the Government. The Egypt HDR 2005 echoes those priorities as essential ingredients for the success of the new social contract. UNDP will promote the formulation and adoption of decentralization as a policy package for service delivery, empowerment of the citizenry and building local institutional capabilities. Additionally, UNDP will continue to advocate for the empowerment of women to enable them to contribute to political, economic and social development and attain their rights, and for the incorporation of sustainable management of the

environment and natural resources into poverty reduction strategies, as well as empowering local government and communities to better manage biodiversity.

Outcome 4: Decentralization policies formulated/reformed, adopted and implemented, with improved capacity of institutions at the local level in participatory planning, resource management and service delivery

23. UNDP will assist the Government in formulating and implementing a comprehensive decentralization strategy, with concrete legal and procedural measures to delegate powers to local governments, going well beyond sector-specific deconcentration initiatives. UNDP will continue to support government efforts to transfer the socio-economic and physical planning processes from central to regional levels and to set up appropriate forums for the participation of the private sector and other stakeholders, including civil society, in development planning at the local level. The Municipal Initiative for Strategic Recovery will be the pilot programme working in 10 governorates and 58 municipalities for a decentralized governance strategy empowering local communities. The aim of that effort is to enhance the capacity of local administration to minimize rural-urban and gender disparities, and to address the predicament of Upper Egypt specifically while improving regional and local development planning and service delivery nationwide.

Outcome 5: Women empowered to contribute to political, economic and social change/development

24. UNDP will continue its strong advocacy for women's role as active agents of social, economic and political change, anchoring it in a platform of human rights and capitalizing on the Arab Human Development Report, 2006, which focuses on that particular issue. UNDP will extend its support of the National Council for Women and other women activist groups (NGOs and NGO coalitions) to strengthen consultative processes for developing national policies and plans that address women's rights. UNDP will continue to help explore the benefits of affirmative action measures to increase representation of women in national and local legislative and representative bodies. UNDP will work with relevant stakeholders towards aligning national laws with the Convention on the Elimination of All Forms of Discrimination against Women and the Beijing Platform for Action. In terms of downstream initiatives, UNDP will work on improving women's technical and vocational skills in line with labour market needs and requirements; support improving women's access to education and literacy services; and focus on improving women's political participation by training women candidates in political participation, election campaigning and leadership skills, and by raising women's awareness of their political and voting rights to increase female voter turnout in elections.

Outcome 6: Sustainable management of environment and natural resources incorporated into poverty reduction strategies/key national development frameworks and sector strategies

25. UNDP will continue working at the upstream level by assisting in developing national environmental management policies and strategies that should help in establishing new legislation and enforcement and monitoring mechanisms. Priority areas are water and wastewater management, pollution reduction, and improved energy efficiency. UNDP will work on demonstrating and transferring environmentally sound technologies for sustainable development; on efforts to improve the institutional capacity to enforce environmental laws and comply with

international environmental agreements; and increasing citizens' awareness of those agreements, including the United Nations Framework Convention on Climate Change, conventions on biodiversity and international waters, and the Montreal Protocol. In the field of climate change, UNDP will promote renewable energy technologies, efficient lighting systems and energy conservation techniques, as well as Clean Development Mechanism activities. With respect to international waters, UNDP will support the protection of groundwater and international surface waters from pollution as well as demonstrate low-cost techniques for wastewater treatment. UNDP will continue to play a convening and coordinating role to foster partnerships among bilateral development assistance institutions, CSOs, and private sector and research institutions in Egypt, and to facilitate access to funding from international agencies and funding mechanisms such as the Global Environment Facility.

Outcome 7: Governments and local communities empowered to better manage biodiversity and the ecosystem services it provides

26. In biodiversity, UNDP will promote the conservation and sustainable use of medicinal plants and implementation of management plans in protected areas. UNDP will also support the engagement of NGOs and local communities in small-scale environmental projects to empower and ensure community ownership of the management of their natural resources. UNDP will continue to manage implementation of the Egyptian-Italian cooperation programme designed to strengthen government capacities for planning and implementing appropriate measures for the conserving and rehabilitating natural, cultural and man-made environments; enhancing current strategies and ways to protect and expand the natural resources base; and reinforcing the role of the Environmental Affairs Agency and its partner institutions in protecting and promoting the environment.

C. Reinforcing links of democratic governance

27. The UNDAF calls for strengthening democratic institutions and practices, and expanding a culture of human rights through active citizenship. The 2006 programme of the Government presents development of the political and legislative environment as a major national priority. The Egypt HDR 2005 rests on political empowerment at its crux and envisions transforming the relationship between the State and its citizens whereby the State guarantees its citizens all their basic social, economic and political rights and freedoms as part of the new social contract. Encouraged by efforts towards democratization initiated in 2005 with the amendment of the constitution, UNDP will work with the Government on implementing a human rights-based approach to development policies and plans; impart human rights education to law enforcement personnel and the media; enhance access to justice and modernize the judicial system; develop parliamentary performance; and protect the rights of special groups, including girls facing female genital mutilation or cutting, people living with HIV/AIDS, and children forced into the labour market by adverse economic conditions.

Outcome 8: Human rights/security promoted and protected

28. UNDP will continue to support the efforts of the Government and human rights organizations to enhance access to information, understanding and attitudinal change regarding human rights among government officials and society at large by incorporating human rights curricula into training for judges, prosecutors, the police, NGOs, and media personnel. UNDP will support government efforts to achieve the effective implementation of the international instruments ratified by Egypt, as well as to harmonize legislation with international human rights standards

through direct institutional support to the National Council for Human Rights and the human rights office of the Public Prosecutor, as well as civil society human rights organizations. UNDP will work to support the modernization of the judicial sector, with specific emphasis on improving the efficiency of court administration and case management procedures at the national level to enhance access to justice, as well as supporting the efforts of CSOs involved in providing legal assistance to poor citizens. UNDP will also focus on two pilot courts in provinces where poverty has been analysed as hindering people's access to justice in order to achieve a more responsive and accessible legal system. UNDP, in collaboration with other United Nations organizations, donors and national stakeholders, will continue working towards reducing the practice female genital mutilation or cutting, will expand the outreach and awareness programme to additional villages in Egypt, and will support the removal of a loophole in the Ministry of Health decree that criminalizes female genital mutilation or cutting. In HIV/AIDS, UNDP will support awareness-raising activities and outreach programmes to support and reduce stigma and discrimination against people living with HIV/AIDS and vulnerable groups by building the capacity of the civil society HIV/AIDS network established in the previous cycle. Moreover, to ensure that children from poor families are afforded their full rights – especially to development and education – UNDP will join other United Nations organizations in addressing the issue of child labour and ensuring that national child labour laws are in place and being enforced, while providing poor families with income-generating alternatives.

Outcome 9: Democratic institutions and practices are strengthened and a culture of rights through active citizenship is promoted

29. UNDP will support national initiatives to strengthen legal and institutional frameworks for democracy involving building the capacity of Parliament; increasing the effectiveness of legislative procedures; training new Members of Parliament in their roles as legislators; strengthening parliamentary policy dialogue and knowledge management; strengthening relationships between members of national and local assemblies and their constituencies; promoting opinion survey mechanisms; and supporting the study of viability and possibility of introducing 'digital elections' in 2010, as well as introducing innovative mechanisms to solve defects in voter registration systems and increase citizen participation. Furthermore, UNDP support the Government in implementing the United Nations Convention against Corruption, to which Egypt is a signatory, and will work with the Government and Parliament in their anti-corruption joint activities, action plan and strategy, as well as to reform procedures and regulations so as to guarantee transparency and access to information. Special emphasis will be placed on developing the capacity of the government authorities concerned with the fight against corruption. Additionally, UNDP will support the three national coordinating councils addressing issues of women, children and human rights to strengthen their capacity fulfil their mandates effectively. UNDP will support the National Coordinating Council on Motherhood in developing an integrated action plan on childhood and motherhood to be incorporated into the national development plan. In terms of civil society empowerment, UNDP will support key coordinating institutions of civil society (networks, coalitions and federations) to make them more representative and effective in supporting NGOs and advocating NGO rights.

IV. Programme management, monitoring and evaluation

30. UNDP will support capacity-building efforts in national institutions towards implementation of the simplification and harmonization guidelines of the Paris Declaration, and will encourage the programme and basket-funding approach. The national ownership of country programme priorities and the coincidence of targets – including the MDGs – augur well for great synergy of work with national authorities and increase the possibilities of co-financing. UNDP will deliver its programme for the 2007-2011 cycle in partnership with the Government of Egypt; the United Nations country team; the donor community; national institutions; CSOs, including academic institutions, think tanks and research centres; women's organizations; youth organizations; and the media. The country office will capitalize on opportunities for collaboration with regional programmes to support country programme outcomes, particularly with the Programme on Governance in the Arab Regions, Information and Communication Technology for Development in the Arab States, the HIV/AIDS regional programme in the Arab States, Capacity 2015, and the new programme on trade, as well as the Sub-regional Resource Facility for the Arab States.

31. UNDP will continue to use the national execution modality as its main modality for programme implementation. The selection of the Egypt country office as a pilot for newly introduced Atlas system did not spare the office from growing pains.

32. UNDP will apply the harmonized programming approach of the results management guidelines to plan, execute and monitor projects in order to improve accountability, consistency and effectiveness in managing the UNDP projects. Application will focus on better definition of roles and responsibilities; improved monitoring tools to support quality management; regular reviews of progress against plans; and improved reporting mechanisms.

33. The country office has worked very deliberately over the past few years to enhance understanding of and compliance with the requirements of programme planning, monitoring and evaluation within the results-based management framework adopted by UNDP. Adopting and operating within a results-based management culture has been a steady process. The framework has been used successfully to train national counterparts. The strategy adopted by the country office in 2005 to build the capacity of project staff in government implementing agencies has also proved successful, and has improved the quality of programme management within a results-based management framework. That approach will continue throughout the next cycle, particularly in introducing the new results-based management toolkit and its stipulated project management certification, with emphasis on monitoring and evaluating impact achieved at the outcome level rather than at the project level. UNDP will partner with the Project Evaluation and Macroeconomic Analysis Unit in the Ministry of International Cooperation to monitor and evaluate the impact of the present country programme throughout the cycle.

Annex. Results and resources framework for Egypt (2007-2011)

MYFF goal and service line	UNDP outcomes and indicators	UNDP outputs	Key output indicators	Resources by type of fund (in thousands of dollars)
UNDAF outcome 1: By 2011 State's performance and accountability in programming, implementing and coordinating actions, especially those that reduce exclusion, vulnerabilities and gender disparities are improved				
UNDAF outcome 2: By 2011 Unemployment and underemployment are reduced and worst forms of child labour are eliminated				
Goal 1 Achieving the MDGs and reducing human poverty	<p>1. Improved national capacity to design, apply and monitor pro-poor policies while addressing geographical disparities.</p> <p>Outcome indicators</p> <p>(a) Annual national development plans, including detailed budgets for human development</p> <p>(b) Number of government implemented 5-year development plans, including specific budgets for vulnerable groups</p> <p>(c) Third MDG country report adequately reflects progress against targets (national and sub-national)</p>	<p>1- National capacity to monitor poverty and status of vulnerable groups improved (including from a gender perspective) and an integrated monitoring and mapping system for MDGs developed and institutionalized</p> <p>2- National ownership of MDGs plan as presented in the 2005 EHDR ensured and reflected in the National Development Plan 2007-2011, and the vision programmes for Egypt's future presented in the EHDR gradually implemented</p> <p>3- Government capacity to coordinate donor support, including between Ministries and national councils, strengthened</p> <p>4- Integrated MSMEs financial and non-financial services developed in a sustainable manner</p> <p>5- Regulatory environment including policy mechanisms facilitating the development of MSMEs and addressing employment improved</p> <p>6- Poor and marginalized groups' access to finance and assets facilitated to enable them to start up income-generating activities</p> <p>7- Poverty reduction strategies and programming implemented and targeting and distribution of social services improved and new financial products developed</p> <p>8- Technical capacity of Government in delivering social contract enhanced</p>	<p>- Number of NHDRs and GHDRs produced</p> <p>- <i>Baseline</i>: 19 reports; <i>target</i>: 8 reports</p> <p>- NGOs development programmes/projects are aligned with MDGs</p> <p>- Updated and detailed lists of donor activity in Egypt available to Government</p> <p>- Percentage of sustainability of integrated business support centres (IBSCs) achieved</p> <p>- Number of new IBSCs established</p> <p>- Number of borrowers</p> <p>- Number of financial products</p> <p>- Social contract unit set up in Prime Minister's office</p>	<p>Regular 1 575</p> <p>Other 31 718</p> <p>Total 33 293</p>
UNDAF Outcome 1: By 2011 State's performance and accountability in programming, implementing and coordinating actions, especially those that reduce exclusion, vulnerabilities and gender disparities are improved.				
Goal 1 Achieving the MDGs and reducing human poverty	<p>2. National strategies formulated, tested and implemented to facilitate increased access and foster use of ICT to achieve development goals.</p> <p>Outcome indicators</p> <p>(a) Number of new strategies developed; (b) Number of pilot ICT projects/initiatives implemented</p>	<p>1. The organization and the procedures of the Egyptian Post enhanced providing efficient financial and postal services to the public</p> <p>2. Governmental and non-governmental organizations increasingly using ICT for development</p> <p>3. Electoral laws and mechanisms that enable free, fair and transparent elections at all levels, including a digital voting system, are in place</p> <p>4. Access to electronic services and e-governance achieved</p>	<p>- Number of new services introduced by Egypt POST</p> <p>- Number and type of ICT 4 development tools used by the Government and civil society;</p> <p>- E-voting system established and operational; Updated and computerized voter registration lists</p> <p>- Number of e-services available to citizens</p> <p>- Number of users of government e-services</p>	<p>Regular 610</p> <p>Other 29 000</p> <p>Total 29 610</p>
Goal 4 Crisis prevention and recovery	<p>3. Conflict prevention and peacebuilding approaches factored into national development frameworks</p> <p>Outcome indicators</p> <p>(a) Conflict prevention is placed on the Government's national agenda; (b) National mine action management and technical expertise in place and address mine social/economic threats</p>	<p>1. Mine action programming addressed as an integral component of development plans in the North West Coastal Zone</p> <p>2. Providing technical assistance to Government in the fields of conflict assessment, peace and conflict impact assessment and early warning etc;</p>	<p>- Northeast Coastal Zone Action Plan is updated and implementation of first phase is in progress;</p> <p>- Conflict prevention is a national priority on the government agenda</p>	<p>Regular 116</p> <p>Other 5 000</p> <p>Total 5 116</p>

UNDAF Outcome 3: Regional human development disparities are reduced, including reducing the gender gap, and environmental sustainability improved				
Goal2 Fostering democratic governance	4. Decentralization policies formulated/reformed, adopted and implemented with improved capacity of institutions at the local level in participatory planning, resource management and service delivery Outcome indicators (a) Number of cities/villages with regulated participatory urban/rural plans; (b) Number of slums and their inhabitant (c) Upgrade in provision of basic services delivered at village and Markaz level; (d) Policies formulated supporting transfer of powers and decision-making to lower levels	1. Local and national capacity strengthened to regulate integrated and participatory city and village strategic plans 2. Capacity of sub-national institutions for strategic planning, service delivery, budgeting, implementation, monitoring and evaluation improved in line with the decentralization process 3. Support to policy development for decentralization and strategies tested in relevant communities in Upper Egypt 4. Integrated and inclusive national slum upgrading policy and strategy developed, including tenure security; 5. Integrated and participatory slum upgrading pilot projects implemented in Upper Egypt	- Number of development plans developed at Markaz and village levels, led by local councils with community participation, meeting community needs - Decentralized financial and procurement system identified and relevant staff at governorate, Markaz and village level trained on its application - Network of 7 regional physical planning centres is operational - Percentage of the population living in disadvantaged urban areas is decreased	Regular 1 631 Other 23 408 Total 25 039
Goal 3 Energy and environment for sustainable development	5. Sustainable management of environment and natural resource incorporated into poverty reduction strategies/key national development frameworks and sector strategies. Outcome indicators (a) CO2 emissions per capita; (b) GDP per unit of energy use; (c) Consumption of ozone-depleting chlorofluorocarbons; (d) Cultivated land (per cent of land area); (e) Total electricity consumption (billions of kw /hour); (f) Per capita share of fresh water	1. National capacity to enforce environmental laws improved; 2. NGOs and local communities' engagement in small-scale environmental projects supported; 3. Capacity to comply with international environmental agreements is built and awareness increased; 4. Access to cleaner energy services and low-emissions technology including renewable energy, energy efficiency and/or advance fossil fuel technologies promoted; 5. Local Governments empowered to advance conservation and sustainable use of natural resources and pollution reduction; 6. Enhanced capacity of government to integrate sustainable development and environmental and natural resources management into national development frameworks and sector strategies	A. Environment law modified B. Number of NGOs supported by UNDP C. Submit national communication reports to United Nations Framework Convention on Climate Change D. Spread of bio-energy technology in Egypt E. Number of energy efficiency project implemented F. Number of engineered wetlands in Egypt G. Number of high-quality bus operators in Cairo	Regular 41 Other 52 700 Total 52 741
Goal 3 Energy and environment for sustainable development	6. Governments and local communities empowered to better manage biodiversity and the ecosystem services it provides Outcome indicators (a) Number of NGOs operating in environmental issues Land area protected to maintain biological diversity; (b) A Nature Conservation Authority is established	1. Nature conservation sector supported to manage and develop wild resources enhanced 2. NGOs and local communities' engagement in small-scale environmental projects supported	A. Nature conservation and environmental policies/strategies integrated within national development planning B. Number of NGOs supported by UNDP	Regular 41 Other 16 450 Total 16 491
Intended UNDAF Outcome 4: By 2011, women's participation in the workforce, political sphere and in public life is increased and all their human rights are increasingly fulfilled				
Goal 2 Fostering democratic governance	7. Women empowered to contribute to political, economic and social change/development Outcome indicators (a) The Constitution includes paragraph ensuring the reservation of seats to women in Parliament; (b) Seats in Parliament/Shura council held by women; (c) Number of laws initiated by women parliamentarians; (d) Per cent of women who present as candidates for national elections; (e) Female/male gaps in the literacy rate (15+)	1. Pilot demonstration of technical and vocational facilities that are responsive to market needs 2. Girls' and women's access to education and literacy services improved Women's participation in elections as voters and nominees is increased	A. Vocational training centres are responsive to the local labour market skill requirements B. Literacy CD is widely disseminated C. Women participation as nominees increased by 100 per cent in parliamentary elections D. Contribution of women Members of Parliament in parliamentary sessions and in specialized committees	Regular 258 Other 5 050 Total 5 308

UNDAF Outcome 5: By 2011, democratic institutions and practices are firmly established and a culture of human rights through active citizenship is prevalent				
Goal 2 Fostering democratic governance	<p>8. Human rights/security promoted and protected</p> <p>Outcome indicators</p> <p>(a) Loophole removed from the Ministry of Health and Population decree 261/1996 criminalizing female genital mutilation; (b) Individual observers and civil society organizations are legally permitted to observe elections; (c) National elections are reported as transparent and free by local independent observers; (d) Number of Egyptian NGO Network against AIDS (ENNAA) member NGOs carrying out HIV/AIDS awareness-raising activities and/or outreach programmes with selected vulnerable group(s) for a duration of a year or more</p>	<p>1. The capacity of human rights practitioners strengthened including support to the National Council of Human Rights and the Public Prosecution</p> <p>2. Female genital mutilation practice is increasingly reduced</p> <p>3. Capacity of civil society to plan, implement and monitor HIV/AIDS programmes and address HIV/AIDS issues through media and other public forums strengthened</p> <p>4. National child labour laws and strategies in place and adopted providing poor families with income-generating alternatives</p> <p>5. Institutional and human resources capacity of the judicial sector increased and court operations enhanced targeting the poor and involving civil society</p> <p>6. Government and NGOs supported to provide quality youth-friendly services and accurate information on youth within a human rights context</p>	<p>A. Number of human rights trainings to civil society/media</p> <p>B. Number of state/independent newspapers/news agencies reporting independently on elections</p> <p>C. Number of cases prosecuted by Human Rights Office of the Public Prosecutor; D. Number of villages declaring themselves female-genital-mutilation free</p> <p>E. Number of AIDS NGO members that actively coordinate activities, number of events addressing HIV/AIDS</p> <p>F. Number of child-labour-free towns per year; G. Number of modern case management tools introduced in courts</p> <p>H. Number of effective campaigns conducted per year</p>	<p>Regular 348</p> <p>Other 13 230</p> <p>Total 13 578</p>
Goal 2 Fostering democratic governance	<p>9. Democratic institutions and practices are strengthened and a culture of human rights through active citizenship is promoted.</p> <p>Outcome indicators</p> <p>(a) Number of pro-improvement and updating changes in laws made by Government based on parliamentary debates; (b) Number of public hearings related to laws; (c) Coordinated anti-corruption strategy adopted by all anti-corruption bodies</p>	<p>1. Strengthened policy dialogue and knowledge management in parliament</p> <p>2. Anti-corruption action plan and institution in place and enhanced, including support to the Government and implementing the Convention against Corruption</p> <p>3. Institutional capacity of the national councils in planning, coordinating and monitoring strengthened</p> <p>4. Institutional capacity of the NGOs strengthened through working with NGO networks</p>	<p>A. Specialized committees portal is operational</p> <p>B. Number of MPs participating in retreats and addresses by prominent international figures</p> <p>C. Anti-corruption strategy and action plan developed.</p> <p>D. Integrated Action Plan related with childhood and motherhood issues developed and reflected in the 5 year National Development Plan 2007-2011</p> <p>E. Resource mobilized amongst donors to support the implementation of the 5-year NPA that will integrate the partnership fund established by the Government</p>	<p>Regular: \$540 000</p> <p>Other: \$4 680 000</p> <p>Total: \$5 220 000</p>
				<p>Total regular 5 161</p> <p>Total other 181 236</p> <p>Grand Total 186 397</p>