

# **SOCIAL, ECONOMIC AND LEGAL EMPOWERMENT OF EGYPTIAN WOMEN**

## **EVALUATION OF THE JOINT PROGRAMME**

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## LIST OF ACRONYMS

AFD	Agence France De Development
ASH	Anti Sexual Harassment
CSO	Civil Society Organization
DFID	United Kingdom Department for International Development
DSH	Demographic Health Survey
DSO	Dispute Settlement Office
ENID	Egypt Network for Integrated Development
EU	European Union
FGM	Female Genital Mutilation
FGM/C	Female Genital Mutilation and Cutting
FJM	Family Justice Project
GBV	Gender Based Violence
ICT	Information Communication Technology
ID	Identity Card
IP	Implementing Organization
JP	Joint Programme
LAOs	Legal Aid Offices
LC	Local Council
MDGs	Millennium Development Goals
MoHP	Ministry of Health and Population
MoJ	Ministry of Justice
MOSS	Ministry of Social Solidarity
MSMEDA	Micro, Small and Medium Enterprises Development Agency
MSE	Micro and Small Enterprise
NGO	Non-Government Organization
NPC	National Population Council
NCW	National Council for Women
NSC	National steering Committee
OECD/DAC	Organization for Economic Co-operation and Development – Development Assistance Committee
PMC	Programme Management Committee
PMU	Programme Management Unit
RC	Resident Coordinator
SC	Steering Committee
SFD	Social fund For Development
SIDA	Swedish International Development Agency

SYPE	Survey of Young People in Egypt
TORs	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework for Egypt
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
UNWomen	United Nations Entity for Gender Equality and the Empowerment of Women
WB	World Bank

## EXECUTIVE SUMMARY

The Joint Programme (JP) '**Social, Economic and Legal Empowerment of Egyptian Women**' is a four years programme (November 2013- December 2017) that is funded by the Swedish International Development Agency (SIDA). The aim of the programme is to contribute to advancing the condition of women through addressing specific hurdles that hinder their participation as equal citizens in the development of their society. This report presents the findings of the final evaluation of the JP. The evaluation was home based in Cairo, with field visits to Qena and Luxor in Upper Egypt and was conducted over the duration of 32 days during the period from November 9th to December 30 2017. Its objective according to the TORs is " to assess the progress made towards the achievement of the overall goal and respective outputs, including of expected and achieved accomplishments, examining the results chain processes, contextual factors and causality, to understand achievements or lack thereof. The evaluation aims to gather lessons learned to provide recommendations and identify best practices that focus on key components to guide future joint programming of UNDP, UNWomen, and UNFPA in the area of enhancing gender equality."

The specific objectives of the evaluation as outlined in the TORs are the following:

- ♦ To assess the extent to which the JP created effective cooperation within the UN system and with the government and civil society stakeholders that contribute to gender mainstreaming at the national level;
- ♦ To assess the extent to which the JP objectives and results are relevant to UN and national development goals and policies;
- ♦ To assess the extent to which planned results, including agreed outputs have been achieved as a result of the JP efforts;
- ♦ To determine the efficiency of the JP in achieving intended or unintended results in the areas of gender equality, elimination of violence against women, women's access to justice, economic empowerment and women's realization of their citizenship rights;
- ♦ To assess the overall sustainability of the JP results, including the level of national ownership, national capacity development, and partnership between the UN agencies and implementing national partners.

The scope of the evaluation includes the five Programme Outputs and corresponding activities, which separately should contribute to specifics aspects of women's empowerment, i.e. the social, the legal or the economic, which together, should contribute to the overall objective of the JP. The Programme Outputs are the following:

**Output 1:** Enabling Environment (political, legal and social) sustained to abandon the practice of FGM/C and combat other forms of violence against women and children

**Output 2:** Women's public and civic engagement is enhanced, enabling them to advocate and influence policy and decision making processes to advance the status of women

**Output 3:** Gender responsive governance and policies enhanced

**Output 4:** Fair and efficient access to justice for women improved

**Output 5:** Increased access of poor women to services, finance, resources and assets in Egypt

The evaluation of the JP was based on the OECD/DAC criteria of **Relevance, Effectiveness, Efficiency, Impact and Sustainability**. Additional criteria related to the level of stakeholder Coordination, and the Added Value of 'Delivering as One' was also included. The approach was participatory and included the perspectives and insights of the respective UN agencies, government counterparts, civil society and/or private sector partners, and beneficiaries or target groups.

The methodology adopted was based on a mixed methods approach combining a review of documentation provided by the UN agencies (annual narrative and financial progress reports, midterm evaluations, and knowledge products); Interviews with UN Focal Points and with the UNDP JP Coordinator; Meetings with Government counterparts (SC members); Meetings with Non-Government Partners; as well as Field Visits and Focus Group Meetings with Beneficiaries/Target Groups in Cairo, Luxor and Qena.

### On Relevance

#### The Programme & its Outputs

*At the time of signing the project document, the JP was highly relevant to the context of women in Egypt and it remains so four years later. Furthermore it is aligned with Egypt's national priorities and strategies as well as with three of the UNDAF 2013-2014 priority areas and the Swedish Development Aid Principles. The JP Outputs are significant and well attuned to the aspects of women's empowerment that they address, and together they reflect the complexity of challenges that women face, especially the poor and vulnerable. All the activities corresponding to the Outputs reflect a clear understanding of what needs to be effectuated to achieve both the Outputs and the overall objective of the JP.*

Most of the Outputs and Activities that form part of the JP had been ongoing initiatives. Their continuance is justified by their **contextual relevance** and alignment with Egypt's constitutional obligations and international commitments. A review of the Outputs of the JP indicates that each is individually relevant to the specific aspect of women's empowerment that it addresses and that together they contribute to overall advancement of women's agenda.

The first criterion according to the UNDG guidelines for JPs specifies that a JP should include two or more organizations working towards common strategic results and/or national priorities. The JP was implemented through three UN organizations and guided by the United Nations Development Assistance Framework for Egypt (UNDAF) 2013-2017, which has as its theme "Achieving MDGs. + with Inclusive Growth, Freedom, Social Justice and Dignity."<sup>1</sup> The development of the UNDAF was based on an update of the **2010 Situational Analysis: Key Challenges Facing Egypt** in which the need for attention to gender, income and geographical disparities was emphasized. Accordingly, the UNDAF specifies that gender is a cross cutting theme in all priority areas so that women and men benefit equally and inequality is not perpetuated.<sup>2</sup> The JP Outputs correspond to UNDAF priority areas 1.2 'Government applies improved pro-poor, inclusive and gender sensitive policies in financial and non-financial services supporting Micro and Small Enterprises (MSEs)'; 3.2 'National Institutions and CSOs are strengthened to further protect, respect and fulfill Human Rights in line with Egypt's international commitments, with special focus on women, children, disabled, refugees, the aged and migrants'; and, priority area 3.4 *The voice, leadership, civic engagement and political participation of women and young people are visible and effective in public spheres.*<sup>3</sup>

The JP corresponds to Swedish Aid work areas and it also reflects the basic principles of Swedish Development Cooperation, which emphasize that gender equality and women's rights are a priority; and that women and girls in poverty are a priority target group.

**Output 1. 'Enabling Environment (political, legal and social) to abandon the practice of FGM /c and combat other forms of violence against women and children'** supports an ongoing anti FGM programme that continues to be highly relevant to Egyptian women's context and to national priorities. In this context, the 2014 Demographic Health Survey (DHS) notes a 13 % decline (from 74% to 61%) in the age group 15-17 years between 2008 and 2014 DHS. However, according to the DHS, it is expected that more than half the girls aged 0-14 will be circumcised and that rural Upper Egypt, which includes 941 of Egypt's 1000 poorest villages, will continue having the highest rates of FGM.<sup>4</sup> The multi sectoral approach and policy and advocacy level activities under this Output build on and expand the reach of the national programme. The development and launch in 2015 of the National Strategy **for FGM/C abandonment and family empowerment 2015 -2020'** and operational work plan with national indicators is a major achievement as is the launch of the "Enough FGM" on TV channels, News Portals and Newspapers. The development of the 'Taa Marbouta' campaign and its high profile launch in 2016 and its global launch during the 61st session of the Commission on the Status of Women (CSW) in March of 2017 is a major achievement of the programme which according to the National Council for Women (NCW) has become a brand contributing to positioning the image of the organization as one which represents the interests and concerns of all women.

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<sup>1</sup> United Nations Development Assistance Framework (UNDAF) for Egypt: 2013-2017

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

<sup>4</sup> Egypt Demographic Health Survey 2014

**Output 2. 'Women's public and civic engagement is enhanced, enabling them to advocate and influence policy and decision making processes to advance the status of Egyptian women'** The focus of this Output on raising the awareness of women and communities to the importance of exercising their citizenship right by participating as voters and candidates in local elections. Raising the awareness of women and communities regarding their participation in local elections is key to promoting gender sensitive policies and services as evidenced from the experience of many countries indicating that it is often their stepping-stone to running in national elections, which is critical to women's ascendance to decision-making positions.

**Output 3. 'Gender Responsive Governance and Policies Enhanced'** The highlight of this Output is the issuance of the report **'Her Future is Marriage: young people's attitudes towards gender roles and the gender gap in Egypt.'** The report builds on quantitative data from the updated 2014 Survey of Young People in Egypt (SYPE), as well as qualitative data that were collected as a complement to the survey data. The report is an important advocacy tool as it provides information and insights into the norms governing young people's beliefs and attitudes about gender roles and gender attitudes. The SYPE is a highly respected publication and reference for policy makers and researchers. It is issued by the Population Council West Asia and North Africa in collaboration with various government organizations. The relevance, scope and quality of data and information generated through the SYPE has encouraged several UN agencies and donors including SIDA to financially support the development of this publication.

**Output 4 'Fair and efficient access to justice by women improved'** The added value of establishing Legal Aid Offices (LAOs) in the Family Courts, the training provided to the staff of LAOs and of the Dispute Settlement Offices (DSOs), as well as to prosecutors and judges; and the automation of both LAOs and DSOs is highly valued by the Ministry of Justice (MoJ) which issued Ministerial Decree 9439 establishing a Legal Aid Department in the Ministry to oversee the existing LAOs and to establish new ones in all family courts. The services provided by LAOs, enable litigants to access pro bono legal services and to become aware of their rights under the Law. The relevance of this project and its corresponding activities (capacity development, awareness raising and automation) to Egypt's judicial system and to women was already confirmed by a midterm evaluation submitted in January 2014, which affirms that *"the strategic importance of this project to Egypt is based on the operationalization and offering of services to citizens through the setting up of additional Legal Aid Offices and providing support to Dispute Settlement Offices to enhance the quality and access of justice to litigants especially women. This contributes to the achievement of the millennium development goals as well as the efforts of the Egyptian government to enhance the situation of women and to modernize the justice sector by improving case management."*<sup>5</sup> The evaluation also concluded that the establishment of legal offices was a great step in helping the underprivileged especially women who constitute approximately 70% of litigants to obtain swift and efficient access to justice.<sup>6</sup>

**Output 5. 'Increased access of poor women to services, finance, resources and assets'** This Output and its corresponding activities are aligned with both national reform strategies and local priorities. Job Generation and local economic development is the focus of the **One Village One Product (OVOP)** programme implemented by the **Egypt Network for Integrated Development (ENID)**. The aim of the Programme is to promote the economic empowerment of women, youth and the poor through local economic development and regional vitalization. The ENID project 'Al Nidaa' started in 2012 as a five-year initiative implemented in Qena, one of the poorest governorates of Egypt and funded by the United Kingdom Department for International Development (DFID). It has six programmatic areas, one of which concerns the JP and that is Programme A: Empowerment of Women and Youth. Programme A. focuses on skills development, education and employment of youth and women. Similarly, enhancing the capability of the Social Fund for Development (SFD) to develop financial and business development products that respond to women's needs is in line with the efforts of the GOE to reduce poverty and to promote entrepreneurship. In this context, a **Gender Unit** was established within the organization and a **Gender Strategy** was developed. **Gender trainings** were delivered to senior and middle management of the institution and to the staff, and **'women service days'** were implemented in a number of governorates. During these 'women service days' services are extended to women only. Ensuring the access of women to their **'citizenship rights'** through the provision of **Identity Cards (ID)** The programme has high-level political backing and is acclaimed by women groups because of its contribution to women's advancement on multiple levels. Without the ID card women cannot vote or run for office, neither can they access public or financial services. By helping expand women's access to their citizenship rights, the JP contributed to supporting ongoing efforts of the government and international community to empower Egypt's women and promote equality and justice for all citizens.

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<sup>5</sup> Ibid.

<sup>6</sup> Ibid.

## On Effectiveness

### The Programme & its Outputs

*The JP addressed critical aspects of women's empowerment: the social, the economic and the legal through the implementation of interventions combining capacity development, knowledge generation and awareness raising with advocacy and concrete inputs into policy and legislative reform. It was able to achieve most of its targets and contribute to Egyptian women's empowerment.*

There are a number of factors that account for the effectiveness of the JP in achieving its targets. Such factors include capitalizing on the comparative advantage of the respective UN agencies and their area of expertise, their longstanding partnerships with counterpart government institutions and with partner NGOs, and the responsiveness of the initiatives to national priorities.

The JP has been successful in mobilizing stakeholders at national and local levels in the case of all interventions. The partnership with the NCW, a critical national stakeholder, was strengthened by the opportunity to work under the umbrella of the JP on priority issues related to women's empowerment.

The JP has produced high quality knowledge products and advocacy material including evidence based research, policy briefs and info- graphics. Accordingly it was successful in lobbying with policy makers on issues affecting the wellbeing of women. A highlight in this respect was the 2016 amendment to the FGM Law transferring the penalty for perpetrators of the practice from a mere misdemeanor in the Egyptian Penal Code to a felony. The activities of the national programme, including providing input to the final draft Law, significantly contributed to the issuance and passing of the amended Law, yet this achievement is also credited to extensive and perseverant lobbying from anti-FGM activists. Lessons learned from the FGM programme were instrumental in supporting the drafting of a Law criminalizing child marriage and a concept note highlighting the rationale for such a law, which was submitted to the MoJ by the Ministry of Health and Population (MoHP)

The development of the 'Taa `Marbouta' campaign concept is an innovative approach to addressing gender issues. Its success is reflected in the significant viewership of the spots on TV and social media and the adoption by the NCW of the logo under which messages pertaining to the different aspects of women's empowerment have been disseminated.

The mainstreaming efforts of the Gender Unit of the SFD is bearing fruit as the percentage of women benefiting from financial and non-financial support is reported to have risen to 50% of the portfolio of micro and small enterprises. The SFD Gender Strategy has been developed; however, it is still lacking an action plan, and therefore while the activity is reported as completed, the evaluation concludes otherwise, pending the development of this critical component of the Strategy.

Some of the targets under the various Outputs were not met or delayed due to institutional changes affecting the rate of implementation of key activities, such for example the change in the leadership of the NPC, which delayed some of the planned activities including the mainstreaming of FGM in the curricula of medical schools and in the Center of Judiciary studies. The changes in the NCW leadership delayed the launch of the 'Taa Marbouta' campaign. And, while financial reasons were behind slowing down the rate of issuance of national IDs in 2015, the momentum picked up in 2016, and the target number projected of 100 IDs by the JP, was overachieved. Thanks to the collaboration between UNWomen and the NCW, 177,000 IDs were issued.

The setting-up of the ICT infrastructure for the automation project in the Prosecution Information Center Headquarters in Nasr City has been completed and it was rolled out in two main Family Prosecution offices, namely Luxor and Aswan, and their 11 Subsidiary Offices.

Having established that the programme has achieved most targets, thereby making meaningful contributions to the overall objective of the JP does not preclude a closer more critical look at certain aspects related to specific initiatives, namely the handicraft component of ENID (Output 5), the UNFPA support to Anti-Sexual Harassment Units within Universities (Output 1), and the Legal Aid Offices (Output 4).

**ENID/EI Nidaa's component on 'Promoting Entrepreneurship through skills formation' was implemented with over**



1000 young women and men benefitting from trainings in 26 crafts. The initiative is a high profile one, which has triggered much attention nationally and internationally because it is an unprecedented model for Egypt, and it has undoubtedly contributed to a change in the culture of the communities where it has intervened. Women's work has become a more acceptable and more valued norm. A mid-term evaluation conducted in 2014 concluded that ENID's gender message was loud and clear. Nevertheless, a certain degree of concern is noted about the value added from pursuing skills development related to certain products, as well as the impact of certain trainings if they do not translate into work and income for the trainees. The evaluation concludes that five years into the project, ENID/Al Nidaa should focus on those sectors that can be marketed outside of the Governorate, and where the potential for employment and income generating multipliers exists (ex. woodwork and arabesque) and develop a clear marketing plan for these products. **The Anti-Sexual Harassment (ASH) Unit** established in Ain Shams University under the president's office is not as functional as expected. According to the UNFPA focal point, an issue pertaining to staffing the Unit after office hours has negatively affected its efficacy and its engagement with students. Moreover, she was of the opinion that the NCW should play a more active role in monitoring the performance of the ASH Units as part of the Gender Based Violence (GBV) Strategy. The evaluation therefore concludes that the establishment of additional ASH Units must be based on stricter criteria and controls applied to the university selected for that purpose. The university's contribution should be substantial enough to ensure that the Unit is valued and that it is fully operational. Moreover, future support to such Units should be limited to the capacity building and systems development that the programme is in fact implementing. As for equipment and furniture, those should only be provided under strict control and for the universities with lesser resources such as provincial universities. The establishment of cadres of Peer educators within the universities where ASH Units are established will certainly reinforce the effectiveness of the Units. **The Legal Aid Project** includes a capacity development component that does not have gender targets. The UN focal point explained that employees in Legal Aid Offices (LAOs) are seconded from the Ministry of Justice (MoJ), which means that the project has no control over the gender breakdown of trainees. However, and despite this, the evaluation nevertheless concludes that this is a missed opportunity for the project to consciously mainstream gender in their training activities. Had the project been more gender conscious, an effort to include an equal number of participants from both sexes could have been reported. In addition, during meetings with the UNDP focal point and with the LAO project director, it was made clear that the curriculum including the identification of best practices was largely left to the discretion of the MoJ. This is also a missed opportunity for the UNDP to have more substantial input in the training material, including the incorporation of a gender sensitization module and providing updates on other country experiences concerning gender sensitive modalities of providing legal aid to women.

## On Efficiency

### The Programme & its Outputs

*The JP was highly efficient in managing the fund and in kind resources to achieve planned targets. The contributions of the UN agencies and the expertise of the focal points provided added value that translated into more efficient management of resources, whether in terms of moneys spent on activities or savings made through synergies between activities. The fact of integrating multiple complementary initiatives within the context of one Programme contributed to collective efficiency, less fragmentation and better response to national priorities. The nationwide outreach of the programme and the number of beneficiaries was quite extensive relative to the overall funding of the programme. The 'Taa Marbouta' campaign saw growing momentum beyond the scale expected, which was an unintended and welcomed consequence of the JP. The individual projects made efficient use of the resources available and although some activities were delayed –often with good reason- nevertheless, the initiatives have been largely on track.*

The management structure of the JP was instrumental in ensuring that information was shared, that there was no duplication of activities and that there was efficient use of time and resources. In a number of cases, there were successful synergies between the various components of the JP, which capitalized on relations established with government counterparts by one agency to further the objectives of an intervention implemented by another agency. Examples include the FGM programme's leverage of the relationship developed with the MoJ through the LAO component to deliver trainings to judges on FGM; the development of a policy brief on FGM using the 2014 SYPE data; promoting the citizenship initiative through the NCW's knocking on doors (*Tarq El Abwab*) campaign; disseminating

messages about various aspects of women's empowerment through the 'Taa Marbouta' campaign.

The fact that most of the UN focal points had worked together in previous projects and the experience they gained through previous collaboration helped in ensuring that there was a smooth flow of communication between the three UN agencies and that information about challenges encountered and potential opportunities was shared both formally during the JP Management Committee (PMC) meetings but also informally.

The appointment of a JP coordinator providing oversight of the whole programme with easy access to the different Government counterparts and SIDA was also an important factor in ensuring the efficiency of operations.

The flexibility to shift resources from one budget item to another within the same component or initiative was mentioned by a number of respondents as having allowed more efficient use of resources to achieve results. The effectuation of such changes was conditional on the approval of the NSC and SIDA.

The contributions of the UN agencies and government partner institutions in terms of financial, human and in kind resources maximized the efficient use of programme funding. The UN provided financial support from its core resources as well as the expertise and time of staff members. The government provided spaces, staff and in the case of the MoHP, it contributed to the cost of airing the anti FGM 'Enough FGM' campaign.

Some of the individual initiatives have exceeded their initial targets with regard to certain activities e.g. The Y-Peer education and awareness raising activities were carried out in 18 governorates (originally only 16 were planned); The issuance of 177,000 ID cards while initially 100,000 were planned, etc.

The 'Taa Marbouta' campaign launch and promotion was a far more extensive activity than was envisioned thanks in part to the ability of the JP to establish the partnership with the Tarek Nour Communications Company that resulted in the Company contributing air time to the campaign spots, but equally importantly the support and interest of the NCW. The launch event was a high-level event attended by ministers, businessmen, UN Agencies, and social media influencers. In the Official launch UNFPA Representative handed the campaign to the President of NCW, a symbol of full national ownership. It is expected that 'Taa Marbouta' will continue as a movement, the success of which can eventually contribute to its self-funding.

The capacity development and awareness activities implemented within the context of the JP were extensive in terms of geographical outreach and number of beneficiaries, often exceeding targets or expectations. This was the case with the LAOs, the FGM programme, The LC trainings, as well as the trainings and literacy classes organized by ENID and the Y-Peer educational sessions and awareness raising activities.

## On Sustainability

### The programme & its Outputs

*The absence of an exit strategy for the JP limits the potential for sustainability of some of the measures introduced and changes effectuated. However, there are elements of sustainability that can and should be strengthened during the requested extension period so that results achieved will be maintained and long lasting. Donors are committed to supporting women's empowerment and will probably continue to do so; however, the funds will be more readily available to governments and institutions that actively demonstrate ownership through the allocation of both financial and in-kind resources and through active involvement. Donors are more likely to gravitate towards entities that have demonstrated that they can act as champions of change and custodians of inclusive development.*

The interest generated by the JP represents a first element of sustainability, which has resulted in additional funding provided or being considered by donors for gender activities. Examples include the Agence France De Development (AFD), which is providing Euros 200, 000 to the SFD Gender Unit for gender related activities yet to be determined; the funding provided by the Drosos Foundation for the Woodwork and Arabesque. The Drosos funding (EGP 700,000, 000) is an indication that the Foundation also perceives this craft as most promising. The ENID project is now discussing a

collaborative agreement with the Ministry of Social Solidarity (MOSS) through which the ENID graduate trainees would join the **Forsa** programme linking job seekers with employers. **Forsa** is a programme implemented by MOSS in cooperation with the Shaghalni online recruitment site ad Plan Egypt<sup>7</sup> ENID supported by the UNDP has developed a proposal that it is in the process of negotiating with the EU. Similarly, the FGM programme has developed its proposal for a new phase of EU funding. The World Bank (WB) contributed 25% of the cost of developing the 'Taa Marbouta' spot on women's economic empowerment (*Muntega*).

A second element of sustainability is the contextual relevance of the programme and the alignment of its initiatives with national priorities. This is reflected in the in-kind contributions of the government to initiatives such as the FGM programme and the LAOs. The FGM programme is hosted within the premises of the National Population Council (NPC) and the government has committed to allocating a budget to air media anti-FGM messages on National TV and Radio. The FGM current proposal to the EU takes this comment in consideration and is planning measures to involve the NPC more extensively in the management of the programme and to build the capacity of the NPC governorate branches. In the meantime, it has pursued its efforts to mainstream FGM in line Ministries and is planning during the extension phase to mainstream FGM in the curricula of Medical schools.

Similarly, the LAOs are hosted by Family Courts and the staff is appointed and paid by MoJ. Furthermore, a department for LAOs has been established to oversee and expand these facilities to all family courts (Ministerial Decree 9439).

In both the case of the FGM programme and the LAO project, the government's good will is constrained by limited resources, which means that the implementation of these programmes will continue to be dependent on donor funding. And, while the prevalence of FGM, which is a generational practice, is bound decrease, and donors can eventually pull out, this is less apparent in the case of the LAOs, which will always require maintenance of premises and equipment and the development of staff capacity. The Ministerial Decree does not specify that it will allocate resources for the expansion or maintenance of the LAOs.

The Gender Unit of the MSMEDA (previously the SFD) has been institutionalized in the organization, and a gender strategy has been developed to ensure proper gender mainstreaming within the organization and in its activities. Both the Unit and the Strategy constitute cornerstones for sustainability; yet until the corresponding action plan and its monitoring indicators are developed, the continuance of mainstreaming activities is not ensured.

The changes in the mind- set of local communities that the JP contributed to bringing about is an element of sustainability which can be maintained and further developed through targeted campaigning and educational activities, but also through empowerment initiatives. The social change generated by ENID's interventions in Qena for example needs to be nurtured and further developed. The same is true of the change brought about by the anti FGM messages and interventions at local level. In this context, the youth led Y-Peer network mobilized a cadre of young leaders well capacitated and equipped with the skills and knowledge to carry advocacy and peer education sessions in their communities with messages on women's empowerment.<sup>8</sup>

The capacitation of partner NGOs and Government institutions is critical to the sustainability of measures introduced to further women's empowerment and of results achieved. Significant investments in time and money have been allocated through the JP to ensure that individuals and organizations are empowered with the knowledge and skills to maintain and build on results achieved through the various interventions.

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<sup>7</sup> <https://dailynewsegypt.com/2017/06/12/social-solidarity-ministry-partners-shaghalni-launch-forsa-employment-programmes/>

<sup>8</sup> JP Annual Report, 2016

## On Impact

The empowerment of Egyptian women entails the resolution of complex and longstanding issues affecting their status and ability to participate in the development of society. The JP initiatives focusing on these aspects of empowerment are based on the global theory of change addressing the underlying causes of women's exclusion. However, there are caveats, which make it difficult to fully attribute impact to the JP. Most of the initiatives were started before the JP and are at different levels of maturity. In addition, the JP is not the only programme addressing these aspects of women's empowerment, nor is SIDA the only funding organization. Several of the initiatives are receiving funds from multiple donors. Contribution to impact however is more easily asserted. The achievements of the JP have definitely contributed to women's empowerment. However, measurement and accountability remain challenging because the indicators corresponding to the Outputs are mostly process oriented. The UN focal points acknowledge the shortcomings of the JP Results Framework, and the need in future to develop higher quality indicators.

## Lessons Learned

The JP has demonstrated that 'Delivering as One' is possible and not necessarily painful when there is a **Proper Fit** and if the organizations involved are working towards a common outcome, with interventions that complement each other. Ongoing interventions that were retrofitted within the umbrella of the JP reflect an integrated approach to addressing the challenge of women's empowerment, while building on the comparative advantage of the organizations concerned.

The success of the JP in achieving targets was due to the fact that there was a clear **Management Structure**, which was based on three of the four pillars of coherence 'The Four Ones'. The programme had one leading organization, the UNDP, which enabled the UN agencies to work together in programming and resource allocation; One Programme (the Social, Economic and Legal Empowerment of Women) with one Budget, with the allocation of funding to programmes based on an agreement between the UN agencies, and the implementing organizations regarding the scale of the initiatives, and the roles and responsibilities. The Programme was not implemented in One Office, which is the fourth pillar of coherence, but the miscommunication and logistical issues that could result from working from different offices, was mitigated by the appointment of JP coordinator who moved between the three UN agency offices making sure that activities were on track and that the UN Resident Coordinator (RC) was regularly informed and prepared to take action as needed. The 'Taa Marbouta' added to the JP the "One Voice" dimension, which contributed to the JP's effectiveness and coherence, and the JP can even claim that the 'Taa Marbouta' concept and roll out is an innovative approach to addressing women's empowerment in Egypt.

The establishment of and membership configuration of the NSC strengthened the 'Delivering as One' approach of the JP, and ensured a) that the Government, the UN Agencies, the IPs and SIDA were on the same page with regards to progress achieved and challenges encountered during implementation; and, b) that the JP continues to be strongly aligned with national priorities. Similarly, the PMC provided the venue for UN agencies and implementing agencies to meet formally and to discuss challenges, lessons learned and potential synergies, and the Round Tables to which donors were invited helped promote the visibility of the JP.

The JP provided the UN agencies with the opportunity to respond more robustly to **National Needs** while reducing fragmentation. *"The JP set the tone for UN agencies to work in an integrated and more efficient manner to address the multiple challenges women face."* In this context, the three agencies are discussing how to move forward jointly on supporting the **National Strategy for the Empowerment of Egyptian Women: 2030**. In addition, the UNDP, UNWomen and UNFPA are discussing the development of a JP that would be led by UNFPA on 'Combating Gender Based Violence.'

The JP showed **Adaptability** to changing circumstances, including shifting national context priorities and institutional developments. The donor was respectful of the UN agencies knowledge and understanding of the national context and did not object to substituting one activity for another as long as it contributed to the Output and was in line with Swedish Aid principles. The NSC and SIDA approved all changes to the initial project document.

## Recommendations for Future Programming

The aim of a JP is to create synergies by aligning interventions addressing a common goal with national plans and strategies, thus reducing fragmentation and achieving results beyond those of individual interventions (multiplier effect). The JP was a successful example of collaboration between three UN agencies and their respective government and non-government partners. Interviews with UN focal points indicate that in the past, whereas they appreciated the logic of JPs, they felt that the process of formulating and managing a JP was awkward and cumbersome; however, the experience of working together on the SIDA funded programme was proof that it can be done successfully providing it is appropriately designed to address interrelated obstacles to women's empowerment that would in fact benefit from the setting-up of a JP. In this context, the learning derived from working together to address a women's unequal status, which is a 'Grand Societal Challenge' is very relevant to future programming of JPs in terms of management structure, funding modality and partnerships strategies. Accordingly, the recommendations hereby proffered, build on the lessons learned from the SIDA funded JP and aim to contribute to enhancing the success future JPs.

### **Recommendation Number One: Leverage your collective wisdom to design JPs that address complex and multifaceted challenges that are aligned with national priorities**

During an interview one of the UN focal points, said *"it took us time to figure out how we are going to work together, but once we did, it was really gratifying in terms of the process as well as the results achieved."* So, spending time together and taking the time to identify those development issues that would benefit from being integrated within the modality of a JP is important. Moreover, the success of a JP is highly dependent on the alignment of its objectives and activities with national priorities.

### **Recommendation Number Two: Spend Time Developing the Logical Framework**

The Log Frame is a planning and project management, and evaluation tool which helps systematize the thought process going from the project goal to project outputs and activities it illustrates the operational pathway to the change envisioned. The usefulness of a log frame however, is dependent on the time and effort spent as a team to establish the indicators. The lessons learned from the JP programme as well as others is that unless good indicators are developed from the start, the contribution of a project or programme becomes difficult to measure.

### **Recommendation Number Three: Undertake independent mid-term evaluations of JPs as well as final or end of term evaluations**

Effective learning is an inclusive process to ensure that stakeholders can contribute to understanding the successes and failures of a programme. The value of undertaking mid-term evaluations of JPs provides an opportunity to take stock of progress achieved in terms of intended and unintended results; and accordingly, an assessment can be made early on as to the level of national ownership and the sustainability aspects inherent in the programme design. Mid-term evaluations provide an opportunity for the participation of stakeholders in determining course correction measures, which is not availed to them later when the programme has closed. Moreover, it is also an opportunity for the programme team to evaluate the soundness of an existing exit strategy; or alternatively to plan for exit that does not have negative consequences for partners or jeopardize results achieved.

### **Recommendation Number Four: Promote a 'One Programme' mind-set among partners and ensure that they understand how they need to operate within a JP**

The multiplier effect resulting from the integration of a set of interventions under one programme requires a shared vision of what the programme aspires to as well as an understanding of its rationale and operational requirements. And, while the value of JPs is increasingly recognized by UN agencies, this is not the case with most implementing partners for whom the JP is just a funding umbrella. Taking the time to involve stakeholders in the planning and designing of JPs is critical to helping them move away from a projectized mind-set to a programmatic mind-set that looks beyond the deliverables and achievements of individual projects to the outcome from the programme as a whole.

**Recommendation Number Five: Use your expertise and comparative advantage as UN organizations to communicate to donors the importance of ‘flexible funding’ or light ear marking in JPs**

The 2013-2017 UNDAF emphasizes that the comparative advantage of the UN in Egypt and the confidence that its longstanding presence in Egypt and work with national partners and other stakeholders while remaining neutral and impartial has provided it with a certain amount of leverage that enables it to undertake important normative and analytical work on priority development issues.<sup>9</sup> However, in order to be effective especially when JPs are concerned with complex development issues, a certain amount of flexibility is needed in the transferring and allocation of resources from one component and/or activity to the other so as to better respond to the emerging needs and national priorities. In this context, the UN’s comparative advantage in Egypt should be leveraged to negotiate with donors a certain degree of flexibility in the management of resources allocated to the JPs. Lessons learned from an independent evaluation of country experiences with ‘Delivering as One’ stress that there is value added from allowing RCs to take full responsibility for the resources under One Funds and to be accountable instead for One Programme results.<sup>10</sup> A lesson learned from the SIDA funded JP is that a certain extent of flexibility was allowed which contributed to the effectiveness and efficiency of the Programme.

<sup>9</sup> United Nations Development Assistance Framework (UNDAF) for Egypt: 2013-2017

<sup>10</sup> Independent Evaluation of Delivering as One, Main Report, United Nations, 2012

# 1. INTRODUCTION

The unequal status of Egyptian women compared to men has been the subject of a number studies and reports indicating that despite advances in fields such as education and health, there are many gaps that remain compromising Egypt's ability to fulfill its constitutional obligations as well as its international commitments to promoting and protecting the equal rights of both women and men.

The contextual analysis in the programme document provides a synopsis of the multifaceted challenges that women and girls face from childhood to adulthood. These challenges include harmful practices such as female genital mutilation (FGM), and early marriage that are justified with references to culture and social norms. This in addition to outright violence and sexual harassment perpetrated against women and girls in both the domestic and public spheres, most of which goes unreported because of the fear of social stigma. Women and girls are economically marginalized due to gendered labor market structures, limited mobility, as well as unequal access to finance and productive resources. Their ascendance to 'significant decision-making spaces' whether in the business sphere or in the political sphere is also constrained by the hidden social norms of institutions that are biased against women, as well as by structural factors including the substandard quality of support services for those who opt to enjoy both a family life and a professional career. Women's access to justice is limited by unsecured access to legal justice, and what is for many a costly legal system.

All of the above is duly noted and substantiated by data in the contextual analysis provided by the programme document which proceeds to classify the multiple and interlinked challenges that undermine women's wellbeing and ability to contribute meaningfully to the development of their communities and country, under the following headings: The Social, basically referring to traditions and social norms which constrain the choices available to women and the gender blind planning processes of services and infra-structure that perpetuate and reinforce the marginalization of their rights; the Economic which focuses on the increasing burden of poverty on women, their high rates of unemployment and disproportionate representation in low skilled, poorly paid informal work; The Legal, is concerned with a judicial system and procedures that discriminate against vulnerable groups and women; The Political, refers to women's unequal representation in decision making; the Institutional, emphasizes the importance of an enabling environment for women to achieve their full potential, and the need for evidence-based research and information that would support a well-informed gender mainstreaming process and promote the empowerment of women; and, finally, the Cultural refers to imbalance of power between women and men that is reinforced by stereotyping regarding the concepts of masculinity and femininity, and the roles assigned to men and women.

The aim of the '**Social, Economic and Legal Empowerment of Egyptian Women**' Joint Programme (JP) is to contribute to advancing the condition of women through addressing specific hurdles that hinder their participation as equal citizens in the development of their society. The JP is a four years programme (November 2013- December 2017) that includes initiatives that are implemented under the three pillars: Social Empowerment, Legal Empowerment, and Economic Empowerment.<sup>11</sup>

The Swedish International Development Agency (SIDA) funded the JP at an amount of SEK 49,900,000, which was approximately USD 7, 453,324 at the time of signing the agreement; however, due to changes in the exchange rate the total amount received by the JP was USD 6.3 million.

This report presents the findings of the final summative evaluation of the JP. The evaluation was conducted over the duration of 32 days during the period from November 9<sup>th</sup> to December 30<sup>th</sup> 2017. The evaluation report consists of five sections. Section 1 provides a brief introduction to the JP. Section 2 describes the programme, the objective and scope of the evaluation. Section 3 lays out the evaluation methodology. Section 4 presents the findings of the evaluation; and Section 5 concludes with the lessons learned from the JP and recommendations for future JPs.

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<sup>11</sup> Programme implementation started in 2014



## 2. PROGRAMME DESCRIPTION, OBJECTIVE AND SCOPE OF THE EVALUATION

The purpose of the assignment is to conduct an independent final evaluation of the JP. The objective of this evaluation according to the TORs is “ *to assess the progress made towards the achievement of the overall goal and respective outputs, including of expected and achieved accomplishments, examining the results chain processes, contextual factors and causality, to understand achievements or lack thereof. The evaluation aims to gather lessons learned to provide recommendations and identify best practices that focus on key components to guide future joint programming of UNDP, UNWomen, and UNFPA in the area of enhancing gender equality.*”

The scope of the evaluation includes the five Programme Outputs and corresponding activities, which separately should contribute to specifics aspects of women’s empowerment, i.e. the social, the legal or the economic, which together, should contribute to the overall objective of the JP. The Programme Outputs are:

### **Social Empowerment:**

**Output 1:** Enabling Environment (political, legal and social) sustained to abandon the practice of FGM/C and combat other forms of violence against women and children

**Output 2:** Women’s public and civic engagement is enhanced, enabling them to advocate and influence policy and decision making processes to advance the status of women

**Output 3:** Gender responsive governance and policies enhanced

### **Legal Empowerment**

**Output 4:** Fair and efficient access to justice for women improved

### **Economic Empowerment:**

**Output 5:** Increased access of poor women to services, finance, resources and assets in Egypt

The evaluation will focus on the JP’s realization of these outputs as well as their contribution to the overall objective, and the lessons learned in terms of experiences, opportunities and challenges encountered during the process of designing and implementing the JP. The specific objectives of the evaluation as outlined in the TORs are the following:

- ♦ To assess the extent to which the JP created effective cooperation within the UN system and with the government and civil society stakeholders that contribute to gender mainstreaming at the national level;
- ♦ To assess the extent to which the JP objectives and results are relevant to UN and national development goals and policies;
- ♦ To assess the extent to which planned results, including agreed outputs have been achieved as a result of the JP efforts;
- ♦ To determine the efficiency of the JP in achieving intended or unintended results in the areas of gender equality, elimination of violence against women, women’s access to justice, economic empowerment and women’s realization of their citizenship rights;
- ♦ To assess the overall sustainability of the JP results, including the level of national ownership, national capacity development, and partnership between the UN agencies and implementing national partners.

The evaluation was home based in Cairo, with field visits to Qena and Luxor in Upper Egypt. Deliverables include an inception report, a draft final evaluation report and a final evaluation report incorporating the feedback of the three UN agencies participating in the JP as well as any comments from SIDA. (Annex 1, TORs)



### 3. EVALUATION APPROACH AND METHODOLOGY

The evaluation of the JP was based on the OECD/DAC criteria of **Relevance, Effectiveness, Efficiency, Impact and Sustainability**. Additional criteria related to the level of stakeholder Coordination, and the Added Value of ‘Delivering as One’ was also included. The evaluation report is structured along these criteria and along the evaluation questions specified in the TORs. (Annex 1). Details regarding the status and benefits to women and men from the respective interventions were solicited during the interviewing process, as were details concerning recommendations proffered in evaluations and delays/changes in work plans and revisions to the respective log frames as well as to the JP log frame.

The OECD/ DAC evaluation quality standards have been considered in the preparation and implementation of this evaluation.

The approach was participatory and included the perspectives and insights of the respective UN agencies, government counterparts, civil society and/or private sector partners, and beneficiaries or target groups.

The methodology adopted for the evaluation included the following:

Desktop Review of Secondary Sources and Project Documents: Included in the review was the documentation provided by the UN agencies (annual narrative and financial progress reports, mid-term evaluations, and knowledge products). Reports and studies on women’s status in Egypt and progress or lack thereof, and measures taken by various government organizations were also reviewed to gauge the extent to which impacts were produced by the JP independently, or mainly or as a result of external factors including other interventions (joint causal attribution)

Interviews with UN Focal Points and with the UNDP JP Coordinator: interviews were conducted with UN programme officers to obtain an overview of the interventions under each outcome in terms of design, partnerships, challenges, opportunities, etc. The meetings also served to explain the fit of the various interventions under the JP and the process of designing, implementing the programme jointly, the monitoring and management challenges that are particular to this JP and what measures could have been taken to enhance the impact of the JP. Follow up meetings were conducted as needed to debrief the UN focal points about the general evaluation findings, those pertaining to the interventions falling under their respective responsibilities and to clarify any ambiguities. In addition, an interview was conducted with the UNDP JP coordinator to discuss preliminary findings and validate conclusions from the meetings and interviews.

Meetings with Government counterparts (SC members): These meetings served to confirm the relevance of the JP to national development goals, and to understand the institutional challenges that the respective government organizations faces currently and expects to face upon programme closure as this affects the sustainability of results. During these meetings questions were asked about future plans as they relate to building upon results achieved by the JP as well as resource allocations.

Meetings with Non-Government Partners: The meetings served to provide an understanding of the mandate and role of these partners, the added value from the partnership with the UN organizations, the implementation challenges, and capacity development gains and needs, as well as their insights regarding the sustainability of results achieved nationally and on the ground.

Field Visits and Focus Group Meetings with Beneficiaries/Target Groups: During these meetings held in the selected field locations mentioned in the TORs (Cairo, Luxor, Qena) firsthand information was obtained based on participant observation as well as on oral accounts concerning the perceived positive or negative impact of the interventions on the life of women on the personal level and on their status within the community.

A semi structured interview guide was developed based on the questions that the evaluation is meant to answer and as adapted as needed depending on the category of respondent. (Annex 2 Interview Guide). The analysis of findings was based on a triangulation of the information and insights collected from these multiple sources.

Finally, a meeting was held with both Ms. Izabella Eriksson and Ms. Marwa Alameldeen from the Swedish embassy in Cairo, the purpose of which was to provide a briefing on the proposed evaluation methodology and to solicit SIDA's feedback on the cooperation with the UNDP as the JP lead organization and with the other UN organizations.

## Limitations

There were no significant limitations impacting the implementation of the evaluation or compromising the integrity of findings. While a number of activities were not completed, and extensions were requested by implementing organizations to enable them to do so, the analysis was not significantly affected by this lacuna, as the aim was to evaluate the overall programme not the individual projects. However, the inability of the UNDP as the lead JP organization to secure the 'Taa Marbouta' process document for the consultant is somewhat regretful as more substantial reference to it could have been included in this report. As the situation currently stands, mention made to the 'Taa Marbouta' campaign is based on the oral testimonies of the UN focal points and on annual progress reports. The fact that the evaluation was time bound and that it coincided with the approaching end of year holidays sometimes made scheduling meetings difficult. This was mitigated by the support and facilitation provided by JP coordinator and in the few instances when a meeting could not be arranged, long telephone interviews were conducted, and the information needed was readily provided.

## 4. FINDINGS OF THE EVALUATION

### 4.1 Relevance

#### *The Programme*

The JP was signed on November 2013. Most of the Outputs and Activities that form part of the JP had been ongoing initiatives, the continuance of which was made possible by the SIDA funding. However, their continuance was justified by their relevance to the context of Egyptian women and their alignment with Egypt's constitutional obligations and international commitments. Certain Outputs/Activities required interventions aiming at legislative and policy reform but they also addressed attitudinal, cultural and behavioral change. To achieve impact, significant resources and time are required often extending beyond the funding capacity and time frame of a single donor or project. Over the years, most of the initiatives included in the JP Outputs were funded by various donors and often by multiple donors, which implies that there is consensus as to the actions required to further women's empowerment which are driven by the situational context of Egyptian women. In that sense, it can be said that there is a significant level of synergy among donors regarding gender equality, which is reflected by the JP.

A review of the Outputs of the JP indicates that each is individually relevant to the specific aspect of women's empowerment that it addresses and that together they contribute to overall advancement of women's agenda. There was a significant level of coherence in the decision to integrate the specific Outputs within a JP. Furthermore, the JP as it stands, meets most of the United Nations Development Group (UNDG) criteria of 'Delivering as One', with the exception of the last, which posits that there must be a clear exit strategy defined describing how the program intends that the withdrawal of resources will not jeopardize the sustainability of the changes brought about by the programme.<sup>12</sup> The consultant was not provided with evidence pointing to the existence of such a strategy or plan.

The first criterion according to the UNDG guidelines for JPs reflects the concern for relevance specifying that a JP should include two or more organizations working towards common strategic results and/or national priorities. The JP was implemented through three UN organizations and guided by the United Nations Development Assistance Framework for Egypt (UNDAF) 2013-2017, which has as its theme "Achieving MDGs. + with Inclusive Growth, Freedom, Social Justice and Dignity."<sup>13</sup> The development of the UNDAF was based on an update of the **2010 Situational Analysis: Key Challenges Facing Egypt** in which the need for attention to gender, income and geographical disparities was emphasized. Accordingly, the UNDAF specifies that gender is a cross cutting theme in all priority areas so that women and men benefit equally and inequality is not perpetuated.<sup>14</sup> The JP Outputs correspond to UNDAF priority areas 1.2

*'Government applies improved pro-poor, inclusive and gender sensitive policies in financial and non-financial services supporting Micro and Small Enterprises (MSEs)'; 3.2 'National Institutions and CSOs are strengthened to further protect, respect and fulfill Human Rights in line with Egypt's international commitments, with special focus on women, children, disabled, refugees, the aged and migrants'; and, priority area 3.4 The voice, leadership, civic engagement and political participation of women and young people are visible and effective in public spheres.'*<sup>15</sup>

Lastly, the JP corresponds to Swedish Aid work areas and it also reflects the basic principles of Swedish Development Cooperation, which emphasize that gender equality and women's rights are a priority; and that women and girls in poverty are a priority target group. Swedish Development Cooperation principles also stress the importance of working with men and boys in order to promote the equal rights and opportunities for both women and men.<sup>16</sup>

<sup>12</sup> Guidance Note on Joint Programmes, United Nations Development Group, 2014

<sup>13</sup> United Nations Development Assistance Framework (UNDAF) for Egypt: 2013-2017

<sup>14</sup> Ibid.

<sup>15</sup> Ibid.

<sup>16</sup> <https://www.sida.se/contentassets/3a820dbd152f4fca98bacde8a8101e15/tool-how-sida-works-with-gender-equality.pdf>

### **Output 1. 'Enabling Environment (political, legal and social) to abandon the practice of FGM /c and combat other forms of violence against women and children'**

It supports an ongoing anti FGM programme that continues to be highly relevant to Egyptian women's context and to national priorities. The experience of other countries such as Burkina Faso, Tanzania, and Kenya where anti FGM initiatives are proving successful indicates that sustained effort, resources and government commitment are needed to galvanize social change. Egypt's success in reducing the prevalence of FGM among the younger generation can be attributed in large part to tireless efforts spearheaded by the government and supported by UN agencies, donors and civil society organizations since the 1990s. In this context, the 2014 Demographic Health Survey (DHS) notes a 13 % decline (from 74% to 61%) in the age group 15-17 years between 2008 and 2014 DHS. However, according to the DHS, it is expected that more than half the girls aged 0-14 will be circumcised and that rural Upper Egypt, which includes 941 of Egypt's 1000 poorest villages, will continue having the highest rates of FGM.<sup>17</sup>

The multi sectoral approach and policy and advocacy level activities under this Output build on and expand the reach of the national programme. The development and launch in 2015 of the **National Strategy for FGM/C abandonment and family empowerment 2015 -2020'** and operational work plan with national indicators is a major achievement that was made possible by the SIDA funding as is the launch of the **"Enough FGM"** on TV channels, News Portals and Newspapers. The development of the **'Taa Marbouta'** campaign and its high profile launch in 2016 is a major achievement of the programme which according to the National Council for Women (NCW) has become a brand contributing to repositioning the image of the organization as one which represents the interests and concerns of all women rather than as an elitist organization which is how it was rightly or wrongly perceived prior to January 2011. The first phase of **'Taa Marbouta is the Secret of your Strength'** campaign consisted of a generic TV spot introducing the concept and slogan of the campaign and TV spots on sexual harassment, GBV, and the importance of women's political and economic participation.<sup>18</sup>

### **Output 2. 'Women's public and civic engagement is enhanced, enabling them to advocate and influence policy and decision making processes to advance the status of Egyptian women'**

The focus of this Output on raising the awareness of women and communities to the importance of exercising their citizenship right by participating as voters and candidates in elections was critical and highly relevant given the government's announcement of a quota of 25 % for women in the 2014 Local Council (LC) elections. Prior to the revolution only 1.8 % of Local Council seats across the nation were held by women, a mere 1.3 % in rural areas and 2.9% in urban areas.<sup>19</sup> Through a collaboration with the NCW, the JP implemented a nationwide capacity building campaign **'Prove your strength, you have the right to a quarter of your Council'** and various trainings and peer education sessions targeting women, men and youth were delivered.<sup>20</sup> However, since the dissolution of LCs in 2011 and the first announcement of upcoming elections, a new Local Administration Law has yet to see the light, which means that the timing of LC elections remains unclear. The numerous delays in holding these elections were bound to put a damper on the momentum created by the campaign and trainings; yet, raising the awareness of women and communities regarding their participation in local elections is key to promoting gender sensitive policies and services as evidenced from the experience of many countries including Namibia and Lesotho in Africa. Country experiences also indicate that although women's participation in local politics is constrained by cultural and institutional factors, it is often their stepping-stone to running in national elections, which is critical to women's ascendance to decision- making positions.<sup>21</sup>

### **Output 3. 'Gender Responsive Governance and Policies Enhanced'**

The highlight of this Output is the issuance of the report **'Her Future is Marriage: young people's attitudes towards gender roles and the gender gap in Egypt.'** The report builds on quantitative data from the updated 2014 Survey of Young People in Egypt (SYPE), as well as qualitative data that were collected as a complement to the survey data. The report is an important advocacy tool as it provides information and insights into the norms governing young people's beliefs and attitudes about gender roles and gender attitudes.<sup>22</sup>

<sup>17</sup> Egypt Demographic Health Survey 2014

<sup>18</sup> JP 2016 annual Report

<sup>19</sup>[http://egypt.unfpa.org/english/Staticpage/fe4d9935-c946-4119-8ee90af63e787329/Promote\\_Gender\\_Equality\\_and\\_Empower\\_Women.aspx](http://egypt.unfpa.org/english/Staticpage/fe4d9935-c946-4119-8ee90af63e787329/Promote_Gender_Equality_and_Empower_Women.aspx)

<sup>20</sup> JP 2016 Annual Report

<sup>21</sup> Consolidated Response: Women's Participation in Local Government  
IKNOW Politics, 2009

<sup>22</sup> JP Annual Report, 2016

In addition three policy briefs on the medicalization of FGM, school to work transition and youth civic engagement were developed based on SYPE data and a chapter on the challenges facing young people living in the slum areas of greater Cairo was developed as part of the JP and annexed to the SYPE publication which was issued in 2015.<sup>23</sup>

The SYPE is a highly respected publication and reference for policy makers and researchers. It is issued by the Population Council West Asia and North Africa in collaboration with various government organizations. The relevance, scope and quality of data and information generated through the SYPE has encouraged several UN agencies and donors including SIDA to financially support the development of this publication.

#### **Output 4 'Fair and efficient access to justice by women improved'**

The added value of establishing Legal Aid Offices (LAOs) in the Family Courts, the training provided to the staff of LAOs and of the Dispute Settlement Offices (DSOs), as well as to prosecutors and judges; and the automation of both LAOs and DSOs is highly valued by the Ministry of Justice (MoJ) which issued Ministerial Decree 9439 establishing a Legal Aid Department in the Ministry to oversee the existing LAOs and to establish new ones in all family courts. (Annex 3, Ministerial Decree) The LAOs were introduced in Egypt in 2006 by the United States Agency for International Development (USAID), under the Family Justice Project (FJP). The collaboration between MoJ and UNDP started in 2008 and resulted in the expansion of the initiative. The services provided by LAOs, enable litigants to access pro bono legal services and to become aware of their rights under the Law. Currently there are 43 LAOs in total, 23 of which were established through this collaboration, and 13 through the SIDA funded JP. The relevance of this project and its corresponding activities (capacity development, awareness raising and automation) to Egypt's judicial system and to women was already confirmed by a mid-term evaluation submitted in January 2014, which affirms that *"the strategic importance of this project to Egypt is based on the operationalization and offering of services to citizens through the setting up of additional Legal Aid Offices and providing support to Dispute Settlement Offices to enhance the quality and access of justice to litigants especially women. This contributes to the achievement of the millennium development goals as well as the efforts of the Egyptian government to enhance the situation of women and to modernize the justice sector by improving case management."*<sup>24</sup> The evaluation also concluded that the establishment of legal offices was a great step in helping the underprivileged especially women who constitute approximately 70% of litigants to obtain swift and efficient access to justice.<sup>25</sup>

#### **Output 5. 'Increased access of poor women to services, finance, resources and assets'**

This Output is critical to women's economic empowerment. Moreover, this Output and its corresponding activities are aligned with both national reform strategies and local priorities. Job Generation and local economic development is the focus of the **One Village One Product (OVOP)** programme implemented by the **Egypt Network for Integrated Development (ENID)**. The aim of the Programme is to promote the economic empowerment of women, youth and the poor through local economic development and regional vitalization. The ENID project 'Al Nidaa' started in 2012 as a five- year initiative implemented in Qena, one of the poorest governorates of Egypt and funded by the United Kingdom Department for International Development (DFID). It has six programmatic areas, one of which concerns the JP and that is Programme A: Empowerment of Women and Youth. Programme A. focuses on skills development, education and employment of youth and women. Similarly, enhancing the capability of the Social Fund for Development (SFD) to develop financial and business development products that respond to women's needs is in line with the efforts of the GOE to reduce poverty and to promote entrepreneurship. In this context, a **Gender Unit** was established within the organization and a **Gender Strategy** was developed. **Gender trainings** were delivered to senior and middle management of the institution and to the staff, and **'women service days'** were implemented in a number of governorates. During these 'women service days' services are extended to women only. Ensuring the access of women to their **'citizenship rights'** through the provision of **Identity Cards (ID)** was an activity that was started by the NCW prior to January 2011, and resumed in 2012 under the Ministry of State for Administrative Development as a three- year UN Women and UNDP supported multi- donor funded project within the framework of a national programme aiming at the issuance of ID cards for 5 million women. The ownership of the national programme reverted to the NCW in September of 2015. The programme has high-level political backing and is acclaimed by women groups because of its contribution to women's advancement on

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<sup>23</sup> Ibid.

<sup>24</sup> Ibid.

<sup>25</sup> Ibid.

multiple levels. Without the ID card women cannot vote or run for office, neither can they access public or financial services. By helping expand the access of women to their citizenship rights, the JP contributed to supporting on the ongoing efforts of the government and the international community to empower Egypt's women and to promote equality and justice for all citizens.

### *Concluding Remarks*

At the time of signing the project document, the JP was highly relevant to the context of women in Egypt and it remains so four years later. Furthermore it is aligned with Egypt's national priorities and strategies as well as with three of the UNDAF 2013-2014 priority areas and the Swedish Development Aid Principles. The JP Outputs are significant and well attuned to the aspects of women's empowerment that they address, and together they reflect the complexity of challenges that women face, especially the poor and vulnerable. All the activities corresponding to the Outputs reflect a clear understanding of what needs to be effectuated to achieve both the Outputs and the overall objective of the JP.

## **4.2 Effectiveness**

### *The Programme*

The JP has made significant contributions to women's social, economic and legal empowerment, and to the Outcomes and Outputs of the revised results framework. There have been some delays in completing certain activities, and the cancelation of Activity 2.1, that is related to the establishment of coalitions, and which was replaced by the awareness raising activities for LC elections. The reason provided by the UNWomen focal point, which the evaluation concludes is valid, is that due to the restrictions imposed on NGO funding and activities the implementation of this activity would have been difficult; and, and that preparing communities and women for local elections was timely and highly relevant.

There are a number of factors that account for the effectiveness of the JP in achieving its targets. Such factors include capitalizing on the comparative advantage of the respective UN agencies and their area of expertise, their longstanding partnerships with counterpart government institutions and with partner NGOs, and the responsiveness of the initiatives to national priorities.

An additional factor is the flexibility of the donor, in this case SIDA. It was mentioned by the UN focal points as having significantly contributed to the effectiveness of the programme. The willingness of SIDA to accept the changes proposed by the UN organizations to the initially approved project document, reflected responsiveness to the need to adapt to national realities and shifting priorities.

The JP has been successful in mobilizing stakeholders at national and local levels in the case of all interventions. The partnership with the NCW, a critical national stakeholder, was strengthened by the opportunity to work under the umbrella of the JP on priority issues related to women's empowerment

The JP has produced high quality knowledge products and advocacy material including evidence based research, policy briefs, and info- graphics. Accordingly it was successful in lobbying with policy makers on issues affecting the wellbeing of women. A highlight in this respect was the 2016 amendment to the FGM Law transferring the penalty for perpetrators of the practice from a mere misdemeanor in the Egyptian Penal Code to a felony. The activities of the national programme, including providing input to the final draft Law, significantly contributed to the issuance and passing of the amended Law, yet this achievement is also credited to extensive and perseverant lobbying from anti- FGM activists. Lessons learned from the FGM programme were instrumental in supporting the drafting of a Law criminalizing child marriage and a concept note highlighting the rationale for such a law, which was submitted to the MoJ by the Ministry of Health and Population (MoHP).

The development of the 'Taa `Marbouta' campaign concept which was made possible through the JP is an innovative approach to addressing gender issues. Its success is reflected in the significant viewership of the spots on TV and



social media and the adoption of the logo as a brand by the NCW. In addition, the 'Taa Marbouta' has contributed to an evolving coherence within the JP, as testified by interviews conducted with UN focal points. Under its logo messages pertaining to the different aspects of women's empowerment were disseminated.

The mainstreaming efforts of the Gender Unit of the SFD is bearing fruit as the percentage of women benefiting from financial and non-financial support is reported to have risen to 50% of the portfolio of micro and small enterprises.

Some of the targets under the various Outputs were not met or delayed due to institutional changes affecting the rate of implementation of key activities, such for example the change in the leadership of the NPC, which delayed some of the planned activities including the mainstreaming of FGM in the curricula of medical schools and in the Center of Judiciary studies. The changes in the NCW leadership delayed the launch of the 'Taa Marbouta' campaign. And, while financial reasons were behind slowing down the rate of issuance of national IDs in 2015, the momentum picked up in 2016, and the target number projected of 100 IDs by the JP, was overachieved. Thanks to the collaboration between UNWomen and the NCW, 177,000 IDs were issued.

Although the SFD Gender Strategy has been developed, it is still lacking an action plan, and therefore while the activity is reported as completed, the evaluation concludes otherwise, pending the development of this critical component of the Strategy. During a meeting with the manager of the SFD Gender Unit, she mentioned the development of the action plan as one of the activities to be completed during the requested extension. Other activities to be completed during the requested extension period include the gender sensitization and training of banks, which has not started and the capacitation of NGO partners (ongoing and to be completed) as well as the development of the web portal on entrepreneurship and the collaboration with the NCW to encourage home-based production of handicrafts. The reasons provided by the SFD for the delay in completing certain activities had to do with the merging of the SFD with the Micro, Small and Medium Enterprises Development Agency (MSMEDA) affiliated to the Ministry of Trade and Industry, as well as the UNDP regulations in disbursing payments.

The automation of the LAOs and DSOs and the system integration with the Prosecution Information Center, Judicial Information Center, as well as Nasser Bank to facilitate women's access to their alimony will be pursued during the requested extension. The setting-up of the ICT infrastructure for the automation project in the Prosecution Information Center Headquarters in Nasr City was completed, and it was rolled out in two main Family Prosecution offices, namely Luxor and Aswan, and their 11 Subsidiary Offices. The system will be rolled out in two additional main offices and their corresponding subsidiaries by August 2018.

One of the activities planned was not implemented which is raising awareness on the role of LAOs. The explanation provided by the UN focal point and the project manager is that the MoJ is unwilling to publicize the LAOs until all 260 family courts are covered.

The planned launch of the second phase of the 'Taa Marbouta' in train and metro stations has been cancelled because the required government and security approvals were not obtained. Expanding the (ASH) units to other universities and training additional cadres of peer educators to deliver messages on zero tolerance for sexual harassment and gender-based violence (GBV) in the universities are activities that will be implemented during the requested extension.

In the case of the UNWomen component under the JP the extension requested is not to complete initially planned activities but rather to use remaining funds for additional ones.

### *The Outputs*

Having established that the programme has achieved most targets, thereby making meaningful contributions to the overall objective of the JP does not preclude a closer more critical look at certain aspects related to specific initiatives, namely the handicraft component of ENID (Output 5), the UNFPA support to Anti-Sexual Harassment Units within Universities (Output 1), and the LAOs (Output 4).

## 'Al Nidaa' (ENID)

ENID/El Nidaa's component on 'Promoting Entrepreneurship through skills formation' was implemented with over 1000 young women and men benefitting from trainings in 26 crafts. The initiative is a high profile one, which has triggered much attention nationally and internationally because it is an unprecedented model for Egypt, but also because of the Managing Director is a respected scholar and public figure with relatively easy access to policy makers. Implementation began in 2012, and it has undoubtedly contributed to a change in the culture of the communities where it has intervened. Women's work has become a more acceptable and more valued norm. A mid-term evaluation conducted in 2014 concluded that ENID's gender message was loud and clear. Having acknowledged the positive impact of ENID, which was achieved through the overall implementation of the initiative, but mainly through this component; nevertheless, a certain degree of concern was noted about the value added from pursuing skills development related to certain products, as well as the impact of certain trainings if they do not translate into work and income for the trainees. The pottery and sewing classes provide such examples. A visit to the implementing NGO El Mahroussa in the village of Neqada, Qena revealed that the training activities and pottery production were at a standstill because the funding for this particular activity was finished and the Kiln was not working because a costly element needed to be replaced, and the NGO did not have the resources to do so. Furthermore the quality the products does not compare with similar production such as that of Tunis village in Fayoum or the school opened by Christine Gerber in Luxor. This means that the market potential for this particular product is weak. A similar concern exists with regard to the sewing classes. Some of the graduates who have access to a sewing machine have tried to produce for the local market but the market is limited and the quality of the products is low. Unless the projected garment factory is established and viable agreements are reached with retailers in the big cities and with exporters, who will provide designs and impose quality control standards, the market potential of these products as they currently stand, is weak. Moreover, the social impact on improving the status of women could suffer a backlash. During a visit to one of the sewing classes in El kharanka village, one of the women said that prior to the training, her husband asked her what she had cooked for the days' meal, but since she had joined the training, the conversation became more varied revolving around whom she had met and what she had learned. Another explained that since the trainings had stopped and there was no work or income, there was no justifiable reason for her to leave home. *"Our husbands only allowed it because we were coming to a safe place, the NGO and we were generating some income."* The trainees receive a small stipend that is meant to cover their transportation expenses and provide a little extra; however, once they graduate they stop receiving the money, which for some women helps towards meeting household expenses especially if the head of the household is unemployed. In such cases, where women are forced back into their homes or are deprived of the income from their work, we can think about expectations raised and hopes defeated. The evaluation concludes that five years into the project, ENID/Al Nidaa should focus on those sectors that can be marketed outside of the Governorate, and where the potential for employment and income generating multipliers exists (ex. woodwork and arabesque) and develop a clear marketing plan for these products.

## The Anti -Sexual Harassment Units

The idea of the Cairo University ASH Unit was initiated in 2014 by a group of academics and civil society organizations active in the field of combating sexual harassment. An anti-harassment task force was established chaired by the President of Cairo University. The task force was entrusted with formulating anti-harassment policies and monitoring their implementation. Cairo University was the first national university to take the step to establish such a unit and to issue an anti-harassment policy with disciplinary measures against offenders and a prevention mechanism through training and awareness campaigns, plus a referral system for psychological support. Since then, the idea took hold with a number of universities vying to establish such facilities. One such facility was established in 2015 by the UNFPA within the context of the JP in Ain Shams University, and two others, one in Alexandria University and one in Minya University have also been established. (Annex 4. Decree 329)

A scheduled visit to the Ain Shams ASH Unit revealed a closed room, empty, and dusty. The manager of the Unit was not present nor were any of the staff members assigned to the Unit. The UNFPA focal point explained that there was in fact an issue pertaining to staffing the Unit after office hours which has negatively affected its efficacy and its engagement with students. Moreover, she was of the opinion that the NCW should play a more active role in monitoring the performance of the ASH Units as part of the Gender based Violence (GBV) strategy.



The evaluation therefore concludes that the establishment of additional ASH Units must be based on stricter criteria and controls applied to the university selected for that purpose. The university's contribution should be substantial enough to ensure that the Unit is valued and that it is fully operational. Moreover, future support to such Units should be limited to the capacity building and systems development that the programme is in fact implementing. As for equipment and furniture, those should only be provided under strict control and for the universities with lesser resources such as provincial universities. The establishment of cadres of Peer educators within the universities where ASH Units are established will certainly reinforce the effectiveness of the Units.

### The Legal Aid Offices

The LAO's have definitely contributed to providing vulnerable litigants especially women, to swifter access to justice and legal information. However, this project also includes the capacity development of the staff manning the LAOs and the DSOs as well as round tables for judges and prosecutors. Upon reviewing the annual reports, it came to the attention of the consultant in the training report of 2016 there was no gender breakdown of trainees and when the project director was asked to account for this gap, she explained that it was a reporting lapsus, but she also confirmed that the capacity development component of the project does not have gender targets. The UN focal point explained that because the Ministry seconded the staff of LAOs, the project has no control over the gender breakdown of trainees. The evaluation concludes that this is a missed opportunity for the project to consciously mainstream gender in their training activities. Having said this, the gender breakdown of trainees in capacity development activities indicates that both women and men were included. There were fewer women than men participating in the trainings. Had the project been more gender conscious, an effort to include an equal number of participants from both sexes could have been reported. In addition, during meetings with the UNDP focal point and with the LAO project director, it was made clear that the curriculum including the identification of best practices was largely left to the discretion of the MoJ. This is also a missed opportunity for the UNDP to have more substantial input in the training material, including the incorporation of a gender sensitization module and providing updates on other country experiences concerning gender sensitive modalities of providing legal aid to women.

### *Concluding Remarks*

The project document clearly states that the JP is based on a global theory of change that focuses on the underlying causes of women's marginalization. Accordingly, the JP addressed critical aspects of women's empowerment: the social, the economic and the legal through the implementation of interventions combining capacity development, knowledge generation and awareness-raising with advocacy and concrete inputs into policy and legislative reform. It was able to achieve most of its targets and contribute to Egyptian women's empowerment. The fact that there are some concerns related to certain aspects of specific interventions does not detract from the effectiveness of the overall programme.

## **4.3 Efficiency**

### *The Programme*

The JP was mostly efficient in the utilization of the resources provided by the JP. The loss of about one million USD at the exchange rate was partially recovered by the devaluation of the Egyptian Pound. This is evidenced by the fact of the no cost extension requested by the UN organizations to complete certain activities because of reasons that were discussed in a previous section of the report. The management structure of the JP was also instrumental in ensuring that information was shared, that there was no duplication of activities and that there was efficient use of time and resources. In a number of cases, there were even successful synergies between the various components of the JP, which capitalized on relations established with government counterparts by one agency to further the objectives of an intervention implemented by another agency. Examples include the FGM programme's leverage of the relationship developed with the MoJ through the LAO component to deliver trainings to judges on FGM; the development of a policy brief on FGM using the 2014 SYPE data; promoting the citizenship initiative

through the NCW's knocking on doors (*Tarq El Abwab*) campaign; disseminating messages about various aspects of women's empowerment through the 'Taa Marbouta' campaign including on women's citizenship rights and the importance of their participation in LC elections, as well as on FGM abandonment, sexual harassment, GBV, and economic empowerment.

The human factor cannot be discounted in discussing efficiency. Most of the UN focal points had worked together successfully in previous projects. The experience and expertise gained through previous collaboration helped in ensuring that there was a smooth flow of communication between the three UN agencies and that information, including about challenges encountered and potential opportunities was shared both formally during the JP Management Committee (PMC) meetings but also informally.

The appointment of a JP coordinator providing oversight of the whole programme with easy access to the different Government counterparts and SIDA was also an important factor in ensuring the efficiency of operations.

The field visits headed by the RC in which representatives from the Swedish Embassy and government officials were included also contributed to the efficiency as well as the visibility of the JP.

The JP's National Steering Committee (NSC) according to the project document was to meet twice a year to provide ongoing oversight of the JP. However, the NSC met only twice during the lifetime of the project. In addition, the project document also specifies that the NSC and the PMC would organize occasional meetings on a quarterly basis to enhance communication between oversight and operations. However, the records indicate that four formal meetings were held since 2014 but that these meetings did not include GOE representatives; however, a number of informal meetings were held since 2016, which sometimes included the full PMC members and sometimes included only concerned partners. The reason was always the difficulty to coordinate with all partners. It is not easy at this point to gauge whether more frequent meetings would have enhanced efficiency. The easy access of the UN agencies to each other and with the concerned government organizations might have mitigated somewhat the drawback resulting from not having more frequent NSC and PMC formal meetings.

The flexibility to shift resources from one budget item to another within the same component or initiative was mentioned by a number of respondents as having allowed more efficient use of resources to achieve results. The effectuation of such changes was conditional on the approval of the NSC and SIDA.

The contributions of the UN agencies and government partner institutions in terms of financial, human and in kind resources maximized the efficient use of programme funding. The UN provided financial support from its core resources as well as the expertise and time of staff members. The government provided spaces, staff and in the case of the MoHP, it contributed to the cost of airing the anti FGM '**Enough FGM**' campaign.

## **The Outputs**

The resources allocated to each Output were managed efficiently. Some of the individual initiatives have exceeded their initial targets with regard to certain activities e.g. The Y-Peer education and awareness raising activities were carried out in 18 governorates (originally only 16 were planned); The issuance of 177,000 ID cards while initially 100,000 were planned, etc.

The 'Taa Marbouta' campaign launch and promotion was a far more extensive activity than was envisioned thanks in part to the ability of the JP to establish the partnership with the Tarek Nour Communications Company that resulted in the Company contributing air time to the campaign spots, but equally importantly the support and interest of the NCW. The launch event was a high-level event attended by ministers, businessmen, UN Agencies, and social media influencers. In the Official launch UNFPA Representative handed the campaign to the President of NCW, a symbol of full national ownership. It is expected that 'Taa Marbouta' will continue as a movement, the success of which can eventually contribute to its self-funding. The campaign was launched globally during the 61st session of the Commission on the Status of Women (CSW) in March of 2017.

The capacity development and awareness activities implemented within the context of the JP were extensive in terms of geographical outreach and number of beneficiaries, often exceeding targets or expectations. This was the

case with the LAOs, the FGM programme, The LC trainings, as well as the trainings and literacy classes organized by ENID and the Y-Peer educational sessions and awareness raising activities.

## Concluding Remarks

The JP was highly efficient in managing the fund and in kind resources to achieve planned targets. The contributions of the UN agencies and the expertise of the focal points provided added value that translated into more efficient management of resources, whether in terms of moneys spent on activities or savings made through synergies between activities. The fact of integrating multiple complementary initiatives within the context of one Programme contributed to collective efficiency, less fragmentation and better response to national priorities. The nationwide outreach of the programme and the number of beneficiaries was quite extensive relative to the overall funding of the programme. The 'Taa Marbouta' campaign saw growing momentum beyond the scale expected, which was an unintended and welcomed consequence of the JP. The individual projects made efficient use of the resources available and although some activities were delayed -often with good reason- nevertheless, the initiatives have been largely on track.

## 4.4 Sustainability

The absence of an exit strategy for the JP limits the potential for sustainability of some of the measures introduced and changes effectuated. However, there are elements of sustainability that can be strengthened during the requested extension period. The first element of sustainability resides in the interest that the JP has generated, which has resulted in additional funding provided or being considered by donors for gender activities. Examples include the Agence France De Development (AFD), which is providing Euros 200, 000 to the SFD Gender Unit for gender related activities yet to be determined; the funding provided by the Drosos Foundation for the woodwork and Arabesque. The Drosos funding (EGP 700,000, 000) is an indication that the Foundation also perceives this craft as most promising. The ENID Foundation is now discussing a collaborative agreement with the Ministry of Social Solidarity (MOSS) through which the ENID graduate trainees would join the **Forsa** programme linking job seekers with employers. **Forsa** is a programme implemented by MOSS in cooperation with the Shaghalni online recruitment site ad Plan Egypt<sup>26</sup> ENID supported by the UNDP has developed a proposal that it is in the process of negotiating with the EU. Similarly, the FGM programme has developed its proposal for a new phase of EU funding. The World Bank (WB) contributed 25% of the cost of developing the 'Taa Marbouta' spot on women's economic empowerment (*Muntega*).

A second element of sustainability is the contextual relevance of the programme and the alignment of its initiatives with national priorities. This is reflected in the in-kind contributions of the government to initiatives such as the FGM programme and the LAOs. The FGM programme is hosted within the premises of the National Population Council (NPC) and the government has committed to allocating a budget to air media anti-FGM messages on National TV and Radio. On the other hand, the final evaluation was critical about the role of the Project Management Unit (PMU) and its failure to develop the capacity of the NPC so that it eventually takes charge." *At the moment, the PMU (performing the role of NPC) is the entity leading the implementation of the National Strategy without providing the adequate capacity building to the necessary government entities including the NPC itself.*<sup>27</sup> The FGM current proposal to the EU takes this comment in consideration and is planning measures to involve the NPC more extensively in the management of the programme and to build the capacity of the NPC governorate branches. In the meantime, it has pursued its efforts to mainstream FGM in line Ministries and is planning during the extension phase to mainstream FGM in the curricula of medical schools.

Similarly, the LAOs are hosted by the Family Courts and the staff is appointed and paid by MoJ. Furthermore, a department for LAOs has been established to oversee and expand these facilities to all family courts (Ministerial Decree 9439)

In both the case of the FGM programme and the LAO project, the government's good will is constrained by limited resources, which means that the implementation of these programmes will continue to be dependent on donor funding. And, while the prevalence of FGM, which is a generational practice, is bound decrease, and donors can eventually pull out, this is less apparent in the case of the LAOs, which will always require maintenance of

premises and equipment and the development of staff capacity. The Ministerial Decree does not specify that it will allocate resources for the expansion or maintenance of the LAOs.

The Gender Unit of the MSMEDA (previously the SFD) has been institutionalized in the organization, and a gender strategy has been developed to ensure proper gender mainstreaming within the organization and in its activities. Both the Unit and the Strategy constitute cornerstones for sustainability; yet until the corresponding action plan and its monitoring indicators are developed, the continuance of mainstreaming activities is not ensured.

The changes in the mind-set of local communities that the JP contributed to bringing about is also an element of sustainability which can be maintained and further developed through targeted campaigning and educational activities, but also through empowerment initiatives. The social change generated by ENID's interventions in Qena for example needs to be nurtured and further developed. The same is true of the change brought about by the anti FGM messages and interventions at local level. In this context, the youth led Y-Peer network mobilized a cadre of young leaders well capacitated and equipped with the skills and knowledge to carry advocacy and peer education sessions in their communities with messages on women's empowerment.<sup>28</sup>

The capacitation of partner NGOs and Government institutions is critical to the sustainability of measures introduced to further women's empowerment and of results achieved. Significant investments in time and money have been allocated through the JP to ensure that individuals and organizations are empowered with the knowledge and skills to maintain and build on results achieved through the various interventions.

### *Concluding Remarks*

The JP does not have an explicit exit strategy; however, the potential and the elements sustainability, exist in the case of interventions addressing all five Outputs. The extension phase should therefore focus on strengthening this potential so as to ensure that the results achieved will be maintained and long lasting. Donors are committed to supporting women's empowerment and will probably continue to do so; however, the funds will be more readily available to governments and institutions that actively demonstrate ownership through the allocation of both financial and in-kind resources and through active involvement. Donors are more likely to gravitate towards entities that have demonstrated that they can act as champions of change and custodians of inclusive development.

## **4.5 Impact**

It is difficult to measure the impact (defined as long lasting change) of the JP programme on the Overall Objective of women's social, economic and legal empowerment. The empowerment of Egyptian women entails the resolution of complex and longstanding issues affecting their status and ability to participate in the development of society. The JP initiatives focusing on these aspects of empowerment are based as was previously mentioned on the global theory of change addressing the underlying causes of women's exclusion. However, there are caveats, which make it difficult to fully attribute impact to the JP. Most of the initiatives were started before the JP and are at different levels of maturity. In addition, the JP is not the only programme addressing these aspects of women's empowerment, nor is SIDA the only funding organization. Several of the initiatives are receiving funds from multiple donors. Contribution to Impact however is more easily asserted. The achievements of the JP have definitely contributed to women's empowerment. However, measurement and accountability remain challenging because the indicators corresponding to the Outputs are mostly process oriented. The UN focal points acknowledge the shortcomings of the JP Results Framework, and the need in future to develop higher quality indicators.

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<sup>26</sup> <https://dailynewsegypt.com/2017/06/12/social-solidarity-ministry-partners-shaghalni-launch-forsa-employment-programmes/>

<sup>27</sup> Final Evaluation of the EU funded "Abandonment of Female Genital Mutilation (FGM) and Empowerment of Families Joint Programme (ENPI/2011/278-885), Nahla Hassan, March 2017.

<sup>28</sup> JP Annual Report, 2016

## 5. CONCLUSION

### 5.1 Lessons Learned

#### A Proper Fit

The JP has demonstrated that ‘Delivering as One’ is possible and not necessarily painful if the organizations involved are working towards a common Outcome, with interventions that complement each other. The ongoing interventions that were retrofitted within the umbrella of the JP reflect an integrated approach to addressing the challenge of women’s empowerment, while building on the comparative advantage of the organizations concerned

#### Clear Management Arrangements

The success of the JP in achieving targets was due to the fact that there was a clear management structure, which was based on three of the four pillars of coherence ‘The Four Ones’. The programme had one leading organization, the UNDP, which enabled the UN agencies to work together in programming and resource allocation; One Programme (the Social, Economic and Legal Empowerment of Women) with one Budget, with the allocation of funding to programmes based on an agreement between the UN agencies, and the implementing organizations regarding the scale of the initiatives, and the roles and responsibilities. The Programme was not implemented in One Office, which is the fourth pillar of coherence, but the miscommunication and logistical issues that could result from working from different offices, was mitigated by the appointment of JP coordinator who moved between the three UN agency offices making sure that activities were on track and that the UN Resident Coordinator (RC) was regularly informed and prepared to take action as needed. The ‘Taa Marbouta’ added to the JP the “one Voice” dimension, which contributed to the JP’s effectiveness and coherence, and the JP can even claim that the ‘Taa Marbouta’ concept and roll out is an innovative approach to addressing women’s empowerment in Egypt.

Finally, despite the fact that the meetings of the NSC were not as frequent as was initially envisaged, its establishment and membership configuration strengthened the ‘Delivering as One’ approach of the JP, and ensured a) that the Government, the UN Agencies, the IPs and SIDA were on the same page with regards to progress achieved and challenges encountered during implementation; and, b) that the JP continues to be strongly aligned with national priorities. Similarly, the PMC provided the venue for UN agencies and implementing agencies to meet formally and to discuss challenges, lessons learned and potential synergies, and the Round Tables to which donors were invited helped promote the visibility of the JP.

#### Alignment with National Priorities

The JP provided the UN agencies with the opportunity to respond more robustly to national needs. The question was asked to the UN focal points what would have been the difference for your project if it had not been implemented within the context of a JP. At first the answer was that as these were ongoing initiatives, therefore there is no big difference. But with further probing, UN Focal points acknowledged that the JP reduced fragmentation and helped the UN agencies and their implementing partners to more strategically align their approach to women’s empowerment to national priorities. *“The JP set the tone for UN agencies to work in an integrated and more efficient manner to address the multiple challenges women face.”* In this context, the three agencies are discussing how to move forward jointly on supporting the **National Strategy for the Empowerment of Egyptian Women: 2030**. In addition, the UNDP, UNWomen and UNFPA are discussing the development of a JP that would be led by UNFPA on ‘Combating Gender Based Violence.’

#### Adaptiveness

The JP, helped by SIDA’s flexibility showed an ability to adapt to changing circumstances, including shifting national context priorities and institutional developments. Initiatives were cancelled when deemed they would not contribute meaningfully to the Output they are meant to, and others that were deemed as being of higher priority were included. The donor was respectful of the UN agencies knowledge and understanding of the national context



and did not object to substituting one activity for another as long as it contributed to the Output and was in line with Swedish Aid principles. The same applied to the selection of partner organizations. An activity was cancelled due to the change in the leadership of the implementing organization, which was deemed as not conducive to productive collaboration. The NSC and SIDA approved all changes to the initial project document.

## 5.2 Relevance of the JP for Future Programming

The aim of a JP is to create synergies by aligning interventions addressing a common goal with national plans and strategies, thus reducing fragmentation and achieving results beyond those of individual interventions (multiplier effect). The JP was a successful example of collaboration between three UN agencies and their respective government and non- government partners. Interviews with UN focal points indicate that in the past, whereas they appreciated the logic of JPs, they felt that the process of formulating and managing a JP was awkward and cumbersome; however, the experience of working together on the SIDA funded programme was proof that it can be done successfully providing it is appropriately designed to address interrelated obstacles to women's empowerment that would in fact benefit from the setting-up of a JP. In this context, the learning derived from working together to address a women's unequal status, which is a 'Grand Societal Challenge'<sup>29</sup> is very relevant to future JPs in terms of management structure, funding modality and partnerships strategies. Accordingly, the recommendations hereby proffered, build on the lessons learned from the SIDA funded JP and aim to contribute to enhancing the success future JPs.

### **Recommendation Number One: Leverage your collective wisdom to design JPs that address complex and multifaceted challenges that are aligned with national priorities**

During an interview one of the UN focal points, said *"it took us time to figure out how we are going to work together, but once we did, it was really gratifying in terms of the process as well as the results achieved."* So, spending time together and taking the time to identify those development issues that would benefit from being integrated within the modality of a JP is important. Moreover, the success of a JP is highly dependent on the alignment of its objectives and activities with national priorities. Political will is a central pivot of any successful JP. However, the contextual developments that influence these challenges demand a high level of attention and responsiveness to institutional changes, emerging needs and shifting priorities.

### **Recommendation Number Two: Spend Time Developing the Logical Framework**

The Log Frame is a planning and project management, and evaluation tool which helps systematize the thought process going from the project goal to project outputs and activities it illustrates the operational pathway to the change envisioned. The usefulness of a log frame however, is dependent on the time and effort spent as a team to establish the indicators. The lessons learned from the JP programme as well as others is that unless good indicators are developed from the start, the contribution of a project or programme becomes difficult to measure or verify. It is revealing in that context, that upon putting the question to the UN focal points *"what would you do differently in the next JP?"* the answer was invariably *"we would spend more time as a team on the development of the Log Frame."*

### **Recommendation Number Three: Undertake independent mid-term evaluations of JPs as well as final or end of term evaluations**

Effective learning is an inclusive process to ensure that stakeholders can contribute to understanding the successes and failures of a programme. The value of undertaking mid-term evaluations of JPs provides an opportunity to take stock of progress achieved in terms of intended and unintended results; and accordingly, an assessment can be made early on as to the level of national ownership and the sustainability aspects inherent in the programme design. Mid-term evaluations provide an opportunity for the participation of stakeholders in determining course correction measures, which is not availed to them later when the programme has closed. Moreover, it is also an opportunity for the programme team to evaluate the soundness of an existing exit strategy; or alternatively to plan for exit that does not have negative consequences for partners or jeopardize results achieved.

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<sup>29</sup> The term 'Grand Societal Change' has been coined by the EU Commission upon establishing in 2015 an Expert Group to carry out an Evaluation of Joint Programming to Address Grand Societal Challenges

**Recommendation Number Four: Promote a ‘One Programme’ mind- set among partners and ensure that they understand how they need to operate within a JP**

There are substantial benefits for the UN agencies and their partners to be gained from JP; however, the multiplier effect resulting from the integration of a set of interventions under one programme, requires a shared vision of what the programme aspires to as well as an understanding of its rationale and operational requirements. And, while the value of JPs is increasingly recognized by UN agencies, this is not the case with most implementing partners for whom the JP is just a funding umbrella. Taking the time to involve stakeholders in the planning and designing of JPs is critical to helping them move away from a projectized mind-set to a programmatic mind-set that looks beyond the deliverables and achievements of individual projects to the overall aim or purpose of the programme.

**Recommendation Number Five: Use your expertise and comparative advantage as UN organizations to communicate to the donors the importance of ‘flexible funding’ or light ear marking in JPs**

The 2013-2017 UNDAF emphasizes that the comparative advantage of the UN in Egypt and the confidence that its longstanding presence in Egypt and work with national partners and other stakeholders while remaining neutral and impartial has provided it with a certain amount of leverage that enables it to undertake important normative and analytical work on priority development issues.<sup>30</sup> However, in order to be effective especially when JPs are concerned with complex development issues, a certain amount of flexibility is needed in the transferring and allocation of resources from one component and/or activity to the other so as to better respond to the emerging needs and national priorities. In this context, the UN’s comparative advantage in Egypt should be leveraged to negotiate with donors a certain degree of flexibility in the management of resources allocated to the JPs. Lessons learned from an independent evaluation of country experiences with ‘Delivering as One’ stress that there is value added from allowing RCs to take full responsibility for the resources under One Funds and to be accountable instead for One Programme results.<sup>31</sup> A lesson learned from the SIDA funded JP is that a certain extent of flexibility was allowed which contributed to the effectiveness and efficiency of the Programme.

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<sup>30</sup> United Nations Development Assistance Framework (UNDAF) for Egypt: 2013-2017

<sup>31</sup> Independent Evaluation of Delivering as One, Main Report, United Nations, 2012

## ANNEXES



**ANNEX I:**  
**TERMS OF REFERENCE FOR INDIVIDUAL CONSULTANT**

## TERMS OF REFERENCE FOR INDIVIDUAL CONSULTANT

TERMS OF REFERENCE (to be completed by Hiring Office)	
Hiring Office:	UNFPA EGYPT CO
Purpose of consultancy:	The purpose of the evaluation is to assess the progress made towards the achievement of the overall goal and respective outputs, including of expected and achieved accomplishments, examining the results chain, processes, contextual factors and causality, to understand achievements or the lack thereof. The evaluation also aims to gather lessons learned to provide recommendations and identify best practices that focus on key components to guide future joint programming of UNDP, UN Women, and UNFPA in the area of enhancing gender equality.
Scope of work:  <i>(Description of services, activities, or outputs)</i>	<p>In the frameworks of the current Programme, the JP plans to undertake an external independent evaluation as provided in the Programme Document. The output indicators that were used in the Programme Document will be compared to same indicators in this final evaluation. The evaluator may propose additional indicators.</p> <p><b>Programme Outputs are:</b></p> <p><b><i>Social Empowerment:</i></b></p> <p><b>Output 1:</b> Enabling environment (political, legal, social) sustained to abandon the practice of FGM/C and combat other forms of violence against women and children.</p> <p><b>Output 2:</b> Women's public and civic engagement is enhanced, enabling them to advocate and influence policy and decision making processes to advance the status of Egyptian women.</p> <p><b>Output 3:</b> Gender responsive governance and policies enhanced.</p> <p><b><i>Legal Empowerment:</i></b></p> <p><b>Output 4:</b> Fair and Efficient Access to Justice for Women Improved.</p> <p><b><i>Economic Empowerment:</i></b></p> <p><b>Output 5:</b> Increased access of poor women to services, finance, resources and assets in Egypt.</p> <p><u>The specific objectives will be:</u></p> <ul style="list-style-type: none"> <li>♦ To assess the extent to which the JP created effective cooperation within the UN system and with the government and civil society stakeholders that contribute to gender mainstreaming at the national level.</li> <li>♦ To assess the extent to which the JP objectives and results are relevant to UN and national development goals and policies;</li> <li>♦ To assess the extent to which planned results, including agreed outputs have been achieved as a result of the JP efforts;</li> <li>♦ To determine the efficiency of the JP in achieving intended or unintended results in the areas of gender equality, elimination of violence against women, women's access to justice, economic empowerment and women's realization of their citizenship rights;</li> <li>♦ To assess the overall sustainability of the JP results, including the level of national ownership, national capacity development, and partnership between the UN agencies and implementing national partners.</li> </ul> <p><b>EVALUATION CRITERIA AND EVALUATION QUESTIONS</b></p> <p>The evaluation will use the following criteria:</p> <p><b>Relevance:</b> Of the planning, design and implementation processes of the JP to international and national commitments, policies and priorities in gender</p>

	<p>equality, elimination of violence against women, particularly Female Genital Mutation and sexual harassment, women's access to justice, economic empowerment and women's realization of their citizenship rights;</p> <p><b>Efficiency:</b> The extent to which the JP outputs have been achieved with the appropriate resources (funds, time, expertise, administrative cost an etc.);</p> <p><b>Effectiveness:</b> A measure of the extent to which the JP has achieved its outputs and the extent to which these outputs have contributed to the achievement of the relevant UNPDF outcomes<sup>1</sup>;</p> <p><b>Sustainability:</b> An assessment of the likelihood that the project results will endure after the active involvement of the JP has ended. To what extent the changes (and benefits) brought by the JP funded initiatives can be expected to last after projects completion;</p> <p><b>Coordination:</b> The extent of synergies among JP implementing UN agencies, and coordination stakeholders in the field of gender equality;</p> <p><b>Added value:</b> The extent to which the JP adds benefits to the results from other development partners and/or government counterparts' interventions.</p> <p><b>The evaluation will answer the following questions:</b></p> <p><b>Relevance:</b></p> <ul style="list-style-type: none"> <li>♦ To what extent has the programme conceptualized, planned and designed jointly to respond to the international, regional and national commitments on Gender Equality and Women's Empowerment; to establish coherence and capitalize on the comparative advantages of participating UN agencies?</li> <li>♦ Is there synergy or complementarity between the development partners in Egypt regarding gender equality?</li> <li>♦ What is the JP's overall relevance for future programming purposes?</li> <li>♦ Was the programme theory of change/ rationale valid throughout the programme duration?</li> <li>♦ To what extent the programme was adaptive to the national context?</li> </ul> <p><b>Effectiveness:</b></p> <ul style="list-style-type: none"> <li>♦ Has the JP achieved its objectives and how did the inputs and activities lead to output?</li> <li>♦ Are different pillars / components well integrated in terms of execution to achieve the intended results, effectively?</li> <li>♦ What were the constraining and facilitating factors and how far did the changing environment affect the achievement of the results?</li> <li>♦ Has the partnership strategy between the UN and the IPs including government and civil society utilized by the JP been appropriate and effective?</li> <li>♦ What is the influence of the specific country context and circumstances on the achievement of the JP results and operational effectiveness?</li> <li>♦ To what extent have the key objectives of the JP been attained?</li> <li>♦ To what extent UN agencies streamlined their efforts in implementing, coordinating and delivering results?</li> </ul> <p><b>Efficiency:</b></p> <ul style="list-style-type: none"> <li>♦ Has the women's empowerment JP led to improved efficiency in the management and utilization of resources and what has been the relationship between increased/decreased efficiency and JP's results?</li> <li>♦ Has the JP introduced new approaches to gender equality in Egypt?</li> <li>♦ Has the JP helped changing gender policies or legislations in Egypt?</li> </ul>
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	<p><b>Sustainability:</b></p> <ul style="list-style-type: none"> <li>♦ Is the project likely to have lasting results after its entire implementation and how can these results translate into future programming? What are the areas that produced outstanding results and would need to be replicated?</li> <li>♦ Has the JP strengthened national ownership through the participation and inclusion of national governments and civil society groups in their programming process and what were the related challenges and opportunities?</li> </ul> <p><b>Coordination:</b></p> <ul style="list-style-type: none"> <li>♦ To what extent and how has the JP led to complementary and synergistic effects on broader UN efforts to achieve Gender Equality/Women's Empowerment (e.g. enhanced collaboration and coordination among UNCT, improved UN programming on Gender Equality /Women's Empowerment, etc.)?</li> <li>♦ What are the key contributions and added value in terms of short and long term, intended and unintended, positive and negative results achieved by the JP to date?</li> </ul> <p><b>Added Value:</b></p> <ul style="list-style-type: none"> <li>♦ What are the main comparative strengths of the JP? Are these strengths a result of JP corporate features or are they specific to the separate UN (UNDP, UN Women, and UNFPA) agency feature?</li> <li>♦ To what extent would the results observed within the JP have been achieved without joint implementation?</li> <li>♦ What is the main added value in the country context as perceived by the national stakeholders and/or partners?</li> </ul>
Duration and working schedule:	It is expected that the evaluation will be conducted over a period of 32 days
Place where services are to be delivered:	<b>Greater Cairo, Qena and Luxor</b>
Delivery dates and how work will be delivered (e.g. electronic, hard copy etc.):	<p><b>1. Design Phase and inception report: 20 Sep to 28 Sep (UN JP team to provide feedback by 2 Oct)</b></p> <p><b>2. Data collection phase: 3 Oct to 10 Oct</b></p> <p><b>3. Synthesis phase:</b></p> <p><b>a. Draft final evaluation report/ debriefing presentation: 24 Oct (UN JP team to review and provide feedback by 5 Nov)</b></p> <p><b>b. Final Report: 19 Nov</b></p> <p>Reports to be delivered electronically</p>
Monitoring and progress control, including reporting requirements, periodicity format and deadline:	<p>Inception report</p> <p>Draft Final report</p> <p>Final report</p> <p><i>Deadlines as above</i></p>
Supervisory arrangements:	The JP Coordinator and the JP focal points in the 3 partner agencies (UNDP, UNFPA and UNWomen)
Expected travel:	3 Days to Luxor and Qena

<p>Required expertise, qualifications and competencies, including language requirements:</p>	<p>Minimum requirements:</p> <ol style="list-style-type: none"> <li>1. At least 15 years of experience in the field of monitoring and evaluation of projects preferably in relation to women's rights and gender equality;</li> <li>2. Demonstrated experience to produce high quality monitoring and evaluation reports (verified by at least two letters of recommendation)</li> <li>3. Experience in working with multiple stakeholders is an asset: governments, civil society, community based organizations, and the UN;</li> <li>4. Experience in working with the UN organizations;</li> <li>5. Knowledge of the United Nations system, practices, and procedures, including UNDP, UN Women and UNFPA programme modalities an advantage</li> </ol>
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Qualified experts are advised to submit their resume, P11 form and a short cover letter to [Egypt.jobs@unfpa.org](mailto:Egypt.jobs@unfpa.org) by close-of-business on Thursday August 24, 2017 indicating "Programme Evaluation Consultant" in the Subject line of the email.

**ANNEX 2:**

**INTERVIEW GUIDE**

**Note: These questions are additional to the evaluation questions specified in the TORs**

What was the rationale for placing these specific ongoing initiatives under the umbrella of a JP? Was it just a funding opportunity or was there a perception of added value from working collaboratively as one programme?

How does working within the framework of a JP add to the context of Egyptian women's empowerment?

Would the results that have been achieved been any different if each UN organization continued to work on its own?

Is there something that could not have been achieved without the umbrella of the JP?

Has the JP led to less fragmentation and better utilization of resources?

To what extent do you think the results are sustainable? Does the programme have an exit strategy?

Do your national counterparts and partners understand the value of working within the framework of a JP?

To what extent has the JP established a modality of cooperation that can be built on in future programmes?

What are the elements of success? What were the challenges? What are the lessons learned?

What next after the SIDA fund is finished?

### **ANNEX 3:**

#### **MINISTRY OF JUSTICE DECREE 9439 ON ESTABLISHING A DEPARTMENT TO OVERSEE AND EXPAND LEGAL AID OFFICES TO ALL FAMILY COURTS**





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سجل / ١٣٠٠ / ١٣٠٠  
الوزير  
العدل

العدل

قرار

وزير العدل

رقم ( ٩ ٤ ٢ ٩ ) لسنة ٢٠١٤

بشأن تحديد اختصاصات

قطاع المحاكم المتخصصة بوزارة العدل

وزير العدل

بعد الاطلاع على القانون رقم ٤٢ لسنة ١٩٦٢ ، في شأن التفويض في بعض الاختصاصات ،  
وعلى قانون السلطة القضائية الصادر بالقانون رقم ٤٦ لسنة ١٩٧٢ وتعديلاته ،  
وعلى قانون نظام العاملين المدنيين بالدولة والصادر بالقانون رقم ٤٧ لسنة ١٩٧٨ وتعديلاته ،  
وعلى قرار وزير العدل رقم ١٣٢٩ لسنة ١٩٧٨ في شأن الهيكل التنظيمي للجهاز الإداري لديوان  
عام وزارة العدل وتحديد اختصاصاته والقرارات المكمل له ،  
وعلى قانون العمل رقم ١٢ لسنة ٢٠٠٣ وتعديلاته ،  
وعلى قانون إنشاء محاكم الأسرة الصادر بالقانون رقم ١٠ لسنة ٢٠٠٤ ،  
وعلى قرار وزير العدل رقم ٢٧٢٣ لسنة ٢٠٠٤ بإنشاء الإدارة العامة لمكاتب تسوية المنازعات الأسرية ،  
وعلى قرار وزير العدل رقم ٢٧٢٥ لسنة ٢٠٠٤ بقواعد وإجراءات وشروط القيد في الجدول الخاص  
برؤساء مكاتب تسوية المنازعات الأسرية .  
وعلى قرار وزير العدل رقم ١٠٩٦٠ لسنة ٢٠٠٧ بشأن الهيكل التنظيمي للجهاز الإداري لشئون  
مكتب تسوية المنازعات الأسرية واعتماد جداول ترتيب وبطاقات وصف الوظائف الخاصة به ،  
وعلى قانون إنشاء محاكم الاقتصادية الصادر بالقانون رقم ١٢٠ لسنة ٢٠٠٨ ،  
وعلى قرار وزير العدل رقم ١٣٦٣٧ لسنة ٢٠٠٩ بإنشاء مكتب المساعدة القضائية العمالية  
للمحاكم الابتدائية ،  
وعلى قرار وزير العدل رقم ٦٣٨٣ لسنة ٢٠١١ بإنشاء الإدارة العامة لشئون المحاكم المتخصصة ،  
وعلى قرار وزير العدل رقم ٢٧٠٦ لسنة ٢٠١٣ بإنشاء الإدارة العامة لشئون المحاكم العمالية ،  
وعلى قرار وزير العدل رقم ١٠١٢٣ لسنة ٢٠١٣ بشأن الهيكل التنظيمي للجهاز الإداري لمساعد  
وزير العدل لشئون المحاكم المتخصصة واعتماد جداول ترتيب وبطاقات وصف الوظائف الخاصة بها ،  
وعلى قرار وزير العدل رقم ٦٣٤٥ لسنة ٢٠١٤ بالتفويض في بعض الاختصاصات .

وتحقيقاً لأصالة العمل .



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## قرار

### (المادة الأولى)

يُشكل قطاع المحاكم المتخصصة بوزارة العدل برئاسة مساعد وزير العدل من أحد نواب رئيس محكمة النقض أو أحد الرؤساء بمحاكم الاستئناف ويلحق به العدد الكاف من العاملين بوزارة العدل والمحاكم .

### (المادة الثانية)

يُشكل مكتب فني لقطاع المحاكم المتخصصة من عدد كاف من السادة القضاة وأعضاء الهيئات القضائية الأخرى بقرار من وزير العدل .

### (المادة الثالثة)

يُشكل قطاع المحاكم المتخصصة من الإدارات التالية :-

أولاً: الإدارة العامة للمحاكم الاقتصادية .

ثانياً: الإدارة العامة لشئون محاكم الأسرة .

ثالثاً: الإدارة العامة لشئون المحاكم العمالية .

رابعاً: الإدارة العامة لشئون مكاتب تسوية المنازعات الأسرية .

خامساً: الإدارة العامة لشئون المساعدة القانونية الأسرية .

سادساً: الإدارة العامة لشئون المساعدة القانونية العمالية .

### (المادة الرابعة)

تختص الإدارات العامة للمحاكم الاقتصادية والأسرة والعمالية كل فيما يخصه ما من شأنه حسن أداء

تلك المحاكم لاختصاصاتها وذلك على الوجه التالي :-

١. إعداد مشروع قرار ندب السادة القضاة رؤساء وأعضاء المحاكم الاقتصادية وعرضه على وزير العدل لاتخاذ ما يراه بشأنه

٢. متابعة سير العمل بالمحاكم الاقتصادية وإزالة ما قد يعترضه من معوقات .

٣. تلقي وطلب الإحصائيات الخاصة بمحاكم الأسرة والمحاكم العمالية، ودراستها وإعداد تقارير بشأنها

وإزالة ما قد يظهر من خلالها من معوقات تعترض عمل تلك المحاكم .

٤. إعداد الدراسات والبحوث والتقارير ومشروعات الميكنة اللازمة لتطوير تلك المحاكم والوقوف على

المشكلات الفنية والقانونية والإدارية التي يسفر عنها العمل واتخاذ ما يلزم لتلافيها .

٥. اقتراح الدورات التدريبية للسادة القضاة والعاملين بالمحاكم المذكورة والتي من شأنها الارتقاء بمستوى





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٦. التفتيش الإداري على جميع العاملين بالمحاكم الاقتصادية .
٧. متابعة كل ما ينشر أو يعرض بوسائل الإعلام بشأنه تلك المحاكم وإعداد تقارير بشأن ما يلزم من مقترحات أو توصيات بشأنها .

#### ( المادة الخامسة )

- تختص الإدارة العامة لشئون مكاتب تسوية المنازعات الأسرية بكل من شأنه كفاله حسن أداء مكاتب تسوية المنازعات لمهامها وعلى وجه الخصوص ما يأتي :-
١. متابعة سير العمل في تلك المكاتب لضمان انتظامها وإزالة ما قد يعترضه من مشكلات والتفتيش الإداري على تلك المكاتب .
  ٢. إعداد جدول لقيّد رؤساء مكاتب تسوية المنازعات الأسرية ومتابعة القيد فيه وتحديثه أول بأول .
  ٣. تلقي ترشيحات بشأن أسماء الأخصائيين اللازمين لتشكيل مكاتب التسوية ، وفحصها واختيار أفضل العناصر من بينها وعرضها على مساعد الوزير .
  ٤. إعداد مشروعات القرارات اللازمة لتشكيل تلك المكاتب وعرضها على وزير العدل بمعرفة مساعد وزير العدل .
  ٥. اقتراح ما يلزم إنشاؤه من مكاتب جديدة لتسوية المنازعات الأسرية في بعض دوائر المحاكم الجزئية وإعداد ما يقتضيه إنشاؤها من الترشيحات .
  ٦. تلقي إحصاءات شهرية عن أعمال كل مكتب من مكاتب التسوية وفحصها وتحليلها واتخاذ ما يلزم في شأنها وذلك بمعرفة المكتب الفني للقطاع .
  ٧. التنسيق بين الجهات المعنية في كل ما من شأنه تيسير مهام تلك المكاتب ونشر الوعي بأهمية الدور الذي تنهض به هذه المكاتب ، وآثاره الإيجابية في تحقيق الاستقرار الأسري .
  ٨. اقتراح ما يلزم عقده من دورات تأهيلية وتدريبية وحلقات نقاشية والمواد العلمية لرؤساء وأعضاء مكاتب التسوية وذلك بالتنسيق مع الإدارات والجهات المختصة .
  ٩. إعداد الدراسات والبحوث والتقارير اللازمة لتطوير الأداء بتلك المكاتب وتيسير مهامها .
  ١٠. إعداد قاعدة بيانات تربط بين الإدارة العامة وجميع مكاتب التسوية بأنحاء الجمهورية تتضمن معلومات متكاملة عن نشاط مكاتب التسوية بصورة دائمة بما يخدم عمل هذه المكاتب وتحديث هذه البيانات بحيث تشمل على تسجيل واف لكافة بيانات طلبات التسوية المقدمة إلى المكاتب والمحالة إليها من المحاكم وما أتخذ في شأنها من إجراءات وما آلت إليه موضوعاتها من صلح أو تقاض ، وذلك بالإضافة إلى أية بيانات أخرى تفيد في متابعة مجريات العمل بالمكاتب وتطوير أدائها .
  ١١. إعداد تقرير سنوي عن أعمال تلك المكاتب وانجازاتها وما واجهته من مشكلات ومقترحات تطويرها .



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١٢. تلقي كشوف شهرية عن أعمال المكاتب تتضمن بياناً بأعداد طلبات التسوية التي قدمت إلى المكتب أو أحيلت إليها من المحكمة وموضوع كل منها وتاريخ وروده وتاريخ عرضة على هيئة المكتب التي كلفت بتسويته وأسماء أعضاء هذه الهيئة وما اتخذته من إجراءات لإتمام الصلح وما آلت إليه كل منازعة من حيث يتحقق الصلح الكلي أو الجزئي فيها أو امتداد تسويتها إلى الشهر التالي أو عدم استيفاء ميعادها أو اللجوء إلى المحكمة .

١٣. تلقي الشكاوى التي تقدم من ذوي الشأن في خصوص أي إجراء من الإجراءات المتعلقة بطلبات التسوية وتعرض هذه الشكاوى على مساعد الوزير وله أن يحيل الشكاوى إلى أي من أعضاء المكتب الفني المشار إليهم بالمادة الثانية من القرار لفحصها وللمحال إليه في سبيل ذلك الانتقال إلى مقر المكتب والإطلاع على الأوراق اللازمة لإتمام الفحص وإعداد تقرير بنتيجته يحال إلى مساعد الوزير لاتخاذ ما يلزم .

١٤. تلقي طلبات ذوي الخبرة من القانونيين أو من غيرهم من المتخصصين في شئون الأسرة الذين يرغبون في قيد أسمائهم في جدول رؤساء مكاتب تسوية المنازعات الأسرية ، ويتولى المكتب الفني بالقطاع فحص هذا الطلبات وفقاً للشروط المنصوص عليها في قرار وزير العدل رقم ٢٧٢٥ لسنة ٢٠٠٤ بقواعد وإجراءات وشروط القيد في الجدول الخاص برؤساء مكاتب تسوية المنازعات الأسرية .

#### ( المادة السادسة )

تختص الإدارة العامة لشئون مكاتب المساعدة القانونية الأسرية بكل ما من شأنه كفالة حسن أداء تلك المكاتب الأسرية لمهامها وعلى وجه الخصوص ما يأتي :-

١. متابعة سير العمل في تلك المكاتب التي تختص بمعاونة المتقاضين على إقامة دعواهم على الوجه القانوني الصحيح وعلى تنفيذ الأحكام الصادرة عن محاكم الأسرة وذلك لضمان انتظام العمل بتلك المكاتب وإزالة ما يعترضه من مشكلات والتفتيش الإداري على العاملين بها .

٢. تلقي الترشيحات بشأن أسماء العاملين في تلك المكاتب والذين ينقسمون إلى ثلاث فئات ( أخصائيين قانونيين لإرشاد المتقاضين إلى صحيح القانون في دعواهم ؛ وأخصائي حاسب آلي لتسجيل الحالات المترددة على المكتب على الحاسب الآلي وإعداد إحصاءات شهرية بذلك ؛ وإداريين لمعاونة المتقاضين فيما يخص قيد الطلبات ورفع الدعاوى ) كما تختص الإدارة بفحص تلك الترشيحات واختيار أفضل العناصر من بينها وعرضها على مساعد الوزير .

٣. إعداد مشروعات القرارات اللازمة لتشكيل مكاتب المساعدة وعرضها على وزير العدل بمعرفة مساعد الوزير .

٤. تحديد ما يلزم إنشاؤه من مكاتب جديدة للمساعدة الأسرية في بعض دوائر المحاكم الجزئية وإعداد ما يقتضيه إنشاؤها من الترشيحات ومعاينة المقار المقترحة للمكاتب واعتماد الملائم منها ومتابعة تجهيزها .





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٥. تلقي إحصاءات شهرية عن أعمال كل مكتب من مكاتب المساعدة وفحصها وتحليلها واتخاذ ما يلزم في شأنها وذلك بمعرفة المكتب الفني للقطاع .
٦. التنسيق بين الجهات المعنية في كل ما من شأنه تيسير مهام المكاتب ونشر الوعي بأهمية الدور الذي تنهض به هذه المكاتب .
٧. إعداد ما يلزم عقده من دورات تأهيلية وتدريبية وحلقات نقاشية والمواد العلمية لأعضاء مكاتب المساعدة وذلك بالتعاون مع الجهات المانحة وبالتنسيق مع الإدارات والجهات المختصة .
٨. إعداد قاعدة بيانات تربط بين الإدارة العامة وجميع مكاتب المساعدة بأنحاء الجمهورية تتضمن معلومات متكاملة عن نشاط مكاتب المساعدة بصورة دائمة بما يخدم عمل هذه المكاتب وتحديث هذه البيانات بحيث تشمل على تسجيل واف لكافة بيانات طلبات المساعدة المقدمة إلى المكاتب وما أتخذ في شأنها من إجراءات ، وذلك بالإضافة إلى أية بيانات أخرى تفيد في متابعة مجريات العمل بالمكاتب وتطوير أدائها .
٩. إعداد تقرير سنوي عن أعمال مكاتب المساعدة وانجازاتها وما واجهته من مشكلات ومقترحات تطويرها .

#### (المادة السابعة)

مع عدم الإخلال بنص المادتين الأولى والثانية من قرار وزير العدل رقم ١٣٦٣٧ لسنة ٢٠٠٩ وإلغاء المواد الثالثة والرابعة والخامسة من ذات القرار سالف الذكر تختص الإدارة العامة بمكاتب المساعدة العمالية بكل ما من شأنه حسن أداء تلك المكاتب لاختصاصاتها والإشراف عليها ومتابعة أعمالها وكل ما من شأنه ضمان حسن سير العمل وانتظامه بتلك المكاتب تطبيقاً لأحكام القانون وتتولى الإدارة على الأخص ما يلي :-

- أ) معاينة المقار المقترحة للمكاتب واعتماد الملائم منها ومتابعة تجهيزها .
- ب) اختيار العاملين الذين يسند إليهم العمل بتلك المكاتب وإعداد مشروع القرار الوزاري بذلك .
- ج) اقتراح ما يلزم عقده من دورات تأهيلية وتدريبية للعاملين بتلك المكاتب وتقييم المشاركين فيها ومتابعة الاستفادة منهم وذلك بالتعاون مع الجهات المانحة وبالتنسيق مع الإدارات والجهات المختصة .
- د) توجيه العاملين بتلك المكاتب إلى السبل الكفيلة بحسن أداء مهامهم .
- و) إعداد النماذج والمطبوعات التي يستخدمها العاملين بتلك المكاتب في أداء خدماتها للمتقاضين ومتابعة تعميمها .
- ز) إعداد قاعدة بيانات للعاملين بتلك المكاتب تضم كافة البيانات الوظيفية المتعلقة بهم وسائر ما يطرأ عليها من تعديل .



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ح ( التفتيش على أعمال العاملين بتلك المكاتب وإعداد تقارير تفتيش دورية عنها وفحص أي شكاوى تتعلق بأداء العاملين بها لمهامهم .

ط ( إعداد الدراسات والبحوث حول سبل تطوير عمل تلك المكاتب وتفعيل مهامها والوقوف على معوقات العمل واقتراح كل ما من شأنه تيسير الفصل في القضايا العمالية .

ك ( التنسيق مع وزارة القوى العاملة والهجرة في كل ما من شأنه توفير السبل اللازمة لسرعة الفصل في القضايا العمالية .

ل ( ما يرى وزير العدل عرضة على الإدارة من أعمال .

#### ( المادة الثامنة )

يلغى كل ما يخالف ذلك من قرارات وعلى إدارات وزارة العدل المختصة تنفيذ أحكام هذا القرار .

#### ( المادة التاسعة )

ينشر هذا القرار في الوقائع المصرية ويعمل به من تاريخ نشره .

وزير العدل

المستشار /

صدر في ٢٠١٤ / ١١ / ٤

{ محموظ صابر }

**ANNEX 4:**

**AIN SHAMS UNIVERSITY DECREE ESTABLISHING THE ANTI-SEXUAL  
HARASSMENT UNIT IN THE UNIVERSITY**

## قرار رئيس الجامعة

رقم (٣٣٩) بتاريخ ٢٨ / ٣ / ٢٠١٦

### رئيس الجامعة :

- بعد الاطلاع على الدستور .
- وعلى قانون تنظيم الجامعات رقم ٤٩ لسنة ١٩٧٢ ولائحته التنفيذية وتعديلاته .
- وعلى بروتوكول التعاون لإنشاء ودعم وحدة مناهضة التحرش الجنسي المبرم بين الجامعة والمركز المصري لحقوق المرأة وصندوق الأمم المتحدة للسكان بتاريخ ٢٠١٥/٥/١٤ .

## قـ

### مادة (١) :- بنشئ وحدة لمناهضة التحرش الجنسي بالجامعة :لحق بمكتب أ.د / رئيس الجامعة

وتكون مهمتها تنفيذ كافة أهداف بروتوكول التعاون الخاص بإتخاذ ودعم وحدة مناهضة التحرش الجنسي المبرم بين الجامعة والمركز المصري لحقوق المرأة وصندوق الأمم المتحدة للسكان وتشكل على النحو التالي :

رئيساً	القائم بأعمال رئيس الجامعة	السيد الأستاذ الدكتور / عبد الوهاب محمد عزت
عضوا	نائب رئيس مجلس الدولة - المستشار القانوني للجامعة	المستشار / أشرف سيد ابراهيم
منسقاً عاماً للوحدة	الأستاذ المساعد بقسم الطب الشرعي والسموم	الدكتورة / هند محمد الهلالي
مستشار أول للطب النفسي بالوحدة	الأستاذ بقسم الطب النفسي	الأستاذ الدكتور / هبة إبراهيم العيسوي
مستشار ثان للطب النفسي بالوحدة	الأستاذ المساعد بقسم الطب النفسي	الأستاذ الدكتور / منن عبد المقصود ربيع
عضوا	المدرسين المساعد بقسم القانون المدني	الأستاذة / يسرا محمد شعبان
عضوا		ممثلاً عن الطلاب ترشحه اللجنة الطلابية المعاونة للوحدة

### مادة (٢) :- للجنة ان تستعين بمن ترى في سبيل أداء مهامها .

### مادة (٣) :- يخصص مقر مناسب بالحرم الجامعي لتمارس الوحدة الأعمال و الأنشطة المنوطة بها

### مادة (٤) :- يعمد بهذا القرار من تاريخ صدوره ، وتلمي كل الجهات المعنية تنفيذه كل فيما يخصه .

القائم بعمل رئيس الجامعة

أ.د/ عبد الوهاب محمد عزت