United Nations Development Programme
Office of the Resident Representative

OUTCOME EVALUATION REPORT[1]

UNDP Multi-Year Funding Framework (MYFF) for Egypt,
2002-2006: Outcome 5

"Increased awareness on participation of women in society"
A NCW-UDP joint Initiative

by
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This is an independent evaluation commissioned by the United Nations Development Programme (UNDP), Cairo. Views and conclusions expressed in this report represent those of the Consultant and do not necessarily reflect the views of UNDP staff, previous evaluation reports consulted and/ or other persons met in the course of the evaluation.

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Executive Summary

This evaluation is one of a series of *outcome* evaluations launched by UNDP Country Office in Egypt at end of its Multiple Year Funding Framework (MYFF) 2002-2006. It is undertaken by an independent consultant for the purpose of assessing the extent to which UNDP and partners were able to achieve satisfactorily, or partly, Outcome 5 of the MYFF: *"Increased awareness on participation of women in society"*. The outcome evaluation was commissioned in order to prompt needed adjustments, identify lessons learned, and, to draw up a sustainability plan for the continuing projects under the new MYFF 2007-2011. The evaluation is also to benefit development of projects in the pipeline, and/or suggest new proposals.

As per Terms of Reference (TORs) for this assignment, the evaluation mainly consisted in reviewing a cluster of five projects which were to have collectively contributed to attain this Outcome. These five projects[2] are: (1) Support to the National Council for Women (NCW); (2) Integrated Women Health Project; (3) Center for the Political Empowerment of Women (CPEW); (4) Gender Thematic Trust Fund (GTTF): Institutionalizing of Gender Mainstreaming in UNDP Cairo; (5) Enhancing the Knowledge and Policy Analysis Skills of Female MPs to Strengthen their Oversight and Legislative Function Project.

The evaluation revealed that MYFF 2002-2006 was the first UNDP programming cycle in Egypt to include women as one of its main components[3]. National demand for UNDP assistance in the area of women had only started with the establishment of the women state machinery, the National Council for Women (NCW) in the Year 2000, by Presidential Decree.

Based on individual assessments of the five projects aligned to Outcome 5 in the MYFF 2002-2006, a cumulative assessment was made. Highlights of main findings and conclusions, lessons learned and recommendations follow:

Main Findings and Conclusions

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[2] The first three of these projects were subject to an independent evaluation in 2005 by Dr. Somaya Ibrahim. Its findings and recommendations have been taken into consideration in this report.

[3] MYFF 2002-2006 includes ten outcomes in total. These are: (1) "Improved national capacity to monitor poverty and to stimulate national debates towards policy action for human development and achieving the MDGs"; (2) Expanded job/income opportunities across the country ; (3) Enabling environment to augment access & use of IT in the Egyptian society; (4) National capacities strengthened to contribute to policy development; (5) Increased awareness on participation of women in society; (6) Access to human rights promoted and secured (including vulnerable groups); (7) Improved efficiency and equity in the delivery of public services; (8) Capacities and partnerships developed of local governance actors for policy formulation, service delivery and resource management; (9) Improved capacity of national/sectoral authorities to plan and implement integrated approaches to environment management and energy conservation; (10) Governments and local communities empowered to better manage biodiversity and the ecosystem services it provides.

In accordance with UNDP guidelines for outcome evaluations, four standard categories of analysis have been applied in this exercise. A summary of findings and conclusions along these lines follows:

a) *Status of the Outcome*. Despite commendable efforts by a number of governmental and non-governmental parties and partners including UNDP, the *Status of Outcome 5* at end year of MYFF 2002-2006 continues to require assistance. It remains lower among the poorer segments of society, among the uneducated, as well as it is lower in rural versus urban Egypt, and in Upper Egypt versus Lower Egypt. From a thematic perspective, *awareness of women's participation in society* differs from one domain to another. It is lowest in the political domain versus the social and economic domains. It is therefore argued that the political empowerment of women through increasing the awareness of half the population of their potential role as political agents should be a priority for UNDP assistance, especially that it paves the way to *democratic governance*.

b) *Underlying Factors.* The most important underlying factor that has affected the status of the outcome, positively, was the establishment in 2000 of the National Council for Women (NCW). Established by presidential decree and headed by the First Lady, NCW possesses the necessary leverage that has helped getting things done, especially at policy and legislative levels. However, such high level political commitment is opposed by deeply rooted patriarchal norms as well as by relatively recent radical movements in the society that have started to hinder progress with regards to women's status and progress, especially in the political domain. With regards to the role of development partners, UNDP is one of several agencies, within and outside of the UN system that have been actively supporting women's programmes. In view of the effect such combined underlying factors have on results, in positive or negative ways, they become important determinants of success or failure. However, many problems affecting the status of women – even beyond the control of projects - would have been prevented if enough attention were given to check the pulse of the street as an ongoing process.

c) *UNDP Contribution.* According to this evaluation, projects reviewed scored rates from medium to high, especially with regards to innovation, advocacy and agenda setting. However, Outcome 5 was found to be too elusive, and the actors involved in the process of awareness creation are too numerous for a fair attribution of results to one or the other of such actors. Viewed from a timeline perspective, UNDP has been gradually concentrating its support to increasing awareness of women's participation in politics through contributing to the start up of a centre for the political empowerment of women. It is believed that building on this initiative can be a flagship for UNDP. However, as UNDP has limited funds, it will need to mobilize additional financial resources to provide meaningful support. UNDP also needs to follow the dynamics of change for realistic targeting and preparedness to deal with emerging challenges (For example targeting for an increased number of women MPs could not be achieved as the opposing underlying factors were underestimated).

d) *Partnership Strategy.* The fourth of five outcomes of UNDAF 2007-2011[4], which was prepared during the cycle 2002-2006 under review, is devoted to women. In general, while the UNDAF provides a clear intent by all agencies to work together towards women's advancement and other common goals, still, judging by the way programmes and projects supported by the various agencies are implemented, the *"delivering as one"* concept does not seem to have been translated into practice in significant terms so far. There are also overlaps in certain areas denoting that there is no clear division of roles, as yet. A partnership strategy, that builds on each agency's comparative advantage, still needs to be developed for each area of focus. The partnership strategy should include a missing partner: NGOs.

2. Rating of Progress

a) Assessing the rate of progress towards Outcome 5 was done using the three indicators and related targets identified in MYFF 2002-2006 as yardsticks to achieve this Outcome.

Indicator/Targets (1):
Increased gender sensitivity in national data and budget allocations (No. of ministries with allocated funds for women-specific projects)
Achievements by 2006: Five Year National Plan 2007-2011 doubles the special allocation to women's programmes

Indicator/Targets (2):
Political Participation of women in local and popular councils enhanced (CPEW). Women MPs (9 in People's Assembly and 16 in *Shoura* Council) engaged in policy dialogue and network with civil society through policy seminars, workshops and one-on-one coaching to improve knowledge and better perform legislative functions.
Achievements by 2006*:* Despite major advocacy efforts by UNDP and other parties, the no. of candidates in 2005, decreased to 6 women candidates only. Similarly, none of the leading political parties put forward a significant number of women in their candidates' lists, though the number of women voters increased. UNDP encouraged the participation of women in drafting proposals for constitutional reform

Indicator/Targets (3):
National Plan of action for the advancement of women
Achievements by 2006: Egypt's Five-Year Socio-Economic Development Plan (2007-2011) includes women's component. UNDP supported engendering the Plan at sectoral levels, and UNFPA, at local levels

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[4] The five priority areas/outcomes of UNDAF 2006-2011 are: Outcome 1: "By 2011, states, performance and accountability in programming, implementing and coordinating actions, especially those that reduce exclusion, vulnerabilities and gender disparities, are improved". Outcome 2: "by 2011, unemployment and underemployment are reduced and worst forms of child labour are eliminated". Outcome 3: "By 2011, regional human development disparities are reduced, including reducing the gender gap, and environmental sustainability improved". Outcome 4: "By 2011, women's participation in the workforce, political sphere and in public life is increased and all their human rights are increasingly fulfilled". Outcome 5: "By 2011, democratic institutions and practices are firmly established and a culture of human rights through active citizenship is prevalent".

b) The rating of progress in achieving Outcome 5, was also assessed on the basis of relevance, effectiveness, degree of change and sustainability, as follows:

Relevance: <u>HIGH</u>. But a more focused approach by UNDP is required, as there are many fields (social, economic, political) in which the "increased awareness of women's participation in society" is at stake. Also UNDP's competitive advantage versus other UN agencies may be more profitable in certain areas than in others.

Effectiveness: <u>MEDIUM</u>. As, even though awareness on women's participation in society increased, declared targets at base-line year 2002 of increasing number of women in parliament could not be met by end MYFF as witnessed in the 2005 elections. However, since such low representation could be mostly attributed to underlying factors, it may be concluded that a better watch of the socio-political and economic environment and the pulse of the street becomes necessary and could help better attune programmes and help setting more realistic targets. UNDP has demonstrated capabilities in advocacy, in offering policy options and best practices and at serving as an eye opener on a variety of issues. Working in the political arena gave it visibility as a potential a-political partner in this domain. However, UNDP should strengthen partnerships with main stakeholders concerned with women's advancement, not only NCW (because of the latter's status as a state machinery), and especially to include NGOs in substantial and substantive terms. UNDP has also helped in mobilizing resources. It is however believed that especially in view of the scarcity of its own resources, UNDP should adopt a more focused approach in fewer and larger initiatives for better results.

Degree of Change: HIGH IN GENERAL - especially in the economic area. But MEDIUM with regards to interventions in the political domain because of underlying factors hindering women's access to parliament. The appointment by Presidential Decree of 30 women judges could be attributed to the combined efforts of a number of actors, but mostly due to pressure by the state women machinery (NCW). Women's role in public service is relatively good. The influence of radicals continues to pose a threat to all achievements gained and future prospects.

Sustainability: CONTROVERSIAL. In Egypt, potential of sustainability is great if radicals do not take over and cause a backlash with respect to women's status. Assuming better prospects for women, it is recommended that UNDP builds on its worthwhile initiatives such as CPEW and establishes a competitive edge among UN agencies in political education. It also needs to develop internal change in its office's culture by following up on its internal gender mainstreaming initiative it has started. It will need to broaden its core constituencies to include NGOs and media, as well as stimulate collaborative initiatives as stated in UNDAF. Finally, it needs not to lose sight of the dynamics of change occurring in Egypt and globally, for continuous relevance.

Lessons Learned and Recommendations

    1. Lessons Learned

a) Egypt is passing through a period of rapid social transformation governed by two major opposing visions of the place of women in society: one sees the role of housewife and child rearing as the best role women can play in society. The other sees women in their own rights and as an essential factor of production.

b) Hard to lose patriarchal norms continue to be reflected in some legislations, policies and practices. In this context, caution alerts us to the fact that attempts at changing gender roles is in a sense a form of "*social engineering*" resulting in a redistribution of loads, profits or losses between the two genders, hence expected to generate resistance by the loosing party.

c) It is not only men who are chauvinistic; there are chauvinistic women too and their influence on their peers can be even stronger than that of men.

d) Violence and sexual harassment at home, in the work place and in the street have been reported as an increasing phenomenon.

e) The pulse of the street is often ignored when selecting advocacy interventions.

f) Education, and awareness of obligations and rights at early phases of life was found to be the most potent agent of change with minimal chances of having side effects.

g) Without the necessary amendments to discriminatory laws and legislations and in the absence of women's friendly courts, inequalities and abuses will continue to prevail.

h) Globalization, adding to the size and complexities of domestic problems, absolutely defeats the theory of confining women – or half the society – to domestic roles.

i) Among all roles women are to assume in society the one that is encountering the strongest resistance is women's role in politics.

j) UNDP has increasingly become a main player in the gender field and has gradually been taking steps towards introducing a "gender" culture within its own establishment at field level in line with its corporate agenda.

k) UNDP is gradually moving into building its own identity by being selective in its areas of intervention with more focus for impact.

l) UNDP has not been opening direct channels with non-governmental entities in any substantive way.

m) Though UNDP cannot be held responsible for not achieving the Outcome as anticipated because of underlying factors out of its control, there are always areas in project design and implementation that need improvement.

n) It is incumbent on the UNDP senior management to provide a model role of a gender-sensitive organizational structure, programme and mode of operations.

o) Comparing between UNDAF 2002-2006 and UNDAF 2007-2011, as well as comparing between National Development Plans for the same periods denote the marked influence of international partners in promoting the women's agenda. A partnership strategy, however, still needs to be developed, and to include NGOs.

 2. Recommendations

a) Outcomes need to be expressed in clearer and more specific terms.

b) Relevance is to be measured not only with relation to concept, but with respect to scale as well, for effectiveness.

c) UNDP should ensure availability of the necessary financial allocation to allow its gender component to achieve meaningful results. To optimize use of GTTF.

d) UNDP should focus on few strong projects, rather than many small ones.

e) Building on its long experience in Egypt's development, UNDP is better attuned to working in the policy domain than at grass roots level..

f) UNDP is to reflect the gender-sensitive culture of UNDP corporate in the office's daily practice and conduct of business. The notion was introduced to staff through GTTF, but measures need to be assertive for compliance by all.

g) The gender mainstreaming strategy formulated in 2006 should be put to practice. Credit should be given to staff who use a gender lens in their respective portfolios.

h) As not all staff are expected to be gender specialists, gender assessment, a check list and a guide for gender budgeting could become mandatory for all projects.

i) Concentration on increased awareness on women's political participation is viewed as offering a suitable niche for UNDP that could take the lead among agencies in this domain.

j) UNDP concentration in the area of women political participation as it is recommended, would require merging the two projects (3) and (4) into one (CPEW) albeit with two components: (1) training women who wish – and are suitable - to embrace a political career (now supported by the Dutch) as well as inciting women to vote; and, (2) sensitization seminars for current MPs.

k) The status of CPEW requires upgrading to become an accredited learning centre in partnership with a reputable academic institution. UNDP can assist in establishing such centre by building on its start up activities but including two other partners in addition to NCW, a university and the Houses of Parliament.

l) School curricula need to be improved with regards to gender stereotyping of roles as well as they need to form the young minds based on human rights concepts and respect of the rule of law.

m) There is a need for a system that follows on change (Media Watch) and remains dynamic to adapt to such change, as necessary.

n) Developing educational tools is recommended. This may include the creation of a model of the two houses of parliament for university students (male and female) along the UN model created with much success by AUC.

o) Periodic evaluation of the performance of women's MPs in parliament is necessary.

p) There are key players whose roles, as relevant, need to be identified as UNDP partners at earliest stages of project formulation. These are: the state, civil society (NGOs and media), the market (Private Sector), and the target group (women, especially youth).

q) There is a need for a team approach by the UN system of agencies with a clear distribution of roles building on each agency's comparative advantage.

r) The main challenge that needs to be addressed is *how to lead change* amidst contradicting perceptions of the role of women in society.

I. Introduction

1. Purpose of Evaluation

This evaluation is one of a series of *outcome* evaluations launched by UNDP Country Office in Egypt at the end of its Multiple Year Funding Framework (MYFF) 2002-2006. It is undertaken by an independent consultant for the purpose of assessing the extent to which UNDP and partners were able to achieve satisfactorily, or partly, Outcome 5 of the framework: *"Increased awareness on participation of women in society".* The process includes a review of a cluster of projects implemented during this funding cycle and whose collective outputs are argued to have contributed to achieve this goal.

The outcome evaluation was commissioned in order to prompt needed adjustments, identify lessons learned, and, to draw up a sustainability plan for the continuing projects under the new MYFF 2007-2011. The evaluation is also to benefit development of projects in the pipeline, and/or suggest new proposals, focus, modality of implementation, resource allocation, partnerships, coordination and/or other measures to consolidate achievements for enhanced impact and cost-effectiveness.

According to the TORs for this evaluation (Annex 1), five projects are to be reviewed. Three of these projects were subject to an evaluation in 2005. The earlier evaluation is to be revised through this exercise in the light of new development and for integrating its findings and recommendations with what will come out from the evaluation of two additional projects that together are to have provided the total contribution of UNDP to Outcome 5 of MYFF 2002-2006.

The total cost of the five projects under review and that are aligned to Outcome 1 over the five-year funding cycle is $.... Broken down as follows: UNDP:$; Government Cost Sharing: $ 1,508,000; Gender Thematic Trust Fund $; UNIFEM $; and, ….: $

2. Conceptual Framework

Gender Awareness has been defined[5] as an understanding that socially determined differences between women and men affect their ability to access and control resources with equity. "This awareness needs to be applied through gender analysis into projects, programmes and policies". *Gender sensitivity is* defined as the ability to recognize gender issues, and especially the ability to recognize women's different perceptions and interests arising from their different social positions and different gender roles. Gender sensitivity is often used to mean the same as gender awareness, although gender awareness is more critical of *gender disparities* and more inquisitive with regards to the causes that lead to them. It also means the ability to recognize gender issues that are masked by norms and conventions. As opposed to gender sensitivity*,* there is *gender blindness or* the failure to recognize that addressing gender issues is an essential determinant of social and economic progress.

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[5] Definitions in this para draw on Fatma Khafagy's Gender Mainstreaming Strategy (2005)

Having reviewed the meaning of *awareness* as applied to gender, the Consultant wishes to draw attention to the fact that she considers targeting an outcome such as: *"Increased awareness on participation of women in society"* as quite vague as there are opposing views with regards to what the role of women in society should be. This evaluation will therefore look at the increased awareness on the multiple roles of women in society, as follows:

a) Women, as *social agents* would continue to be valuable contributors to society as mothers and housewives at home, as well as in other social functions, outside the home, provided that this follows their own inclination, and with due monetary recognition for such functions;

b) Women, as *economic agents* and factors of production would help the country progress as half its human resources of near 80 million cannot afford being underutilized;

c) Women, as *political agents* would help the country move towards democracy, as democracy cannot be achieved if half its population has no voice in elections and is not adequately represented in the parliament and in local councils[6].

d) Women, a *human being*, have the right to determine their own destiny and choice of role, which is a basic human right[7].

Assessing UNDP interventions on the basis of their relevance, catalytic effects, timeliness and ability to surmount underlying challenges to women's fuller participation in society (either inherited challenges or emerging ones), will hopefully lead to the identification of some recommendations for an enhanced impact of such interventions.

3. Methodology

The methodology adopted in this evaluation complies with UNDP policies, procedures and guidelines for the purpose of assessing how the collective outputs of the projects under review have contributed to the outcome specified. Based on the attached TORs (Annex 1 refers), five projects, that represent UNDP main contribution to Outcome 5, will be examined, first individually then cumulatively.

Four standard categories of analysis will be used in the cumulative assessment of the cluster of projects: (a) assessment of the *Status of Outcome*; (b) assessment of the

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[6] The Washington Times, 1 June 2007: U.N. urged to hire more women, By Nicholas Kralev

Vienna, Austria −20 dignitaries from around the world called on the United Nations yesterday to appoint more women in high-level positions, including as special envoys to trouble spots "It's absolutely the case that, unless women are fully participants of their societies, these societies cannot really be fully democratic…. These have to be matters of choice, …particularly political rights, because without political rights you can't possibly express choice... "The women of the Middle East are going to …find the appropriate balance between tradition and women's empowerment." (Quoted from one of the dignitaries' speeches)

[7]*"Everyone has duties to the community in which alone the free and full development of his (her) personality is possible."* Item (1) of Article 29 of the Universal Declaration of Human Rights, 1948

underlying factors affecting the outcome; (c) assessment of *UNDP contribution* to outcome; and, (d) assessment of the *partnership strategy*, if existing.

Also based on UNDP guidelines for outcome evaluation, the report will proceed with **rating of progress** based on *relevance*, *effectiveness* and *sustainability* criteria, to conclude with *lessons learned* followed by *recommendations*.

In addition to desk review of literature, including visiting a number of websites related to the Outcome, the Consultant met with a number of stakeholders. She considers this evaluation as building up on, and continuing, the evaluation conducted by Dr. Soumaya Ibrahim in 2005. Dr. Ibrahim's report was therefore used as a major source of data, analysis and recommendations[8] with relation to the *first three out of five projects* being reviewed, however, sole responsibility for this revised version in its totality remains with the author of this work.

II. Background

1. Need for Outcome 5:
   Increased awareness of women's participation in society

In Egypt as in elsewhere, the participation of women in society has gradually shifted from the traditional functions of child rearing and housekeeping to embrace new roles in the social, economic, and political fields. Such shift was a natural consequence of emerging economic pressures at home and pressure by women activists and women's movements in the early years of the 20th century. Participation of women in society, outside the home, was supported by a *gender-sensitive* Constitution promulgated in 1956. Literature abound about the fact that the rule of law has not been observed with regards to gender equality, mostly because of patriarchal norms. Literature also abound about the influencing factor of international conventions such as CEDAW, Beijing Platform for Action of 1995, and five years later, the Millennium Development Goals (MDGs).

As the official counterpart of UNDP is the government apparatus, the UNDP Cairo Office started to include a special component on gender in its country programme only after the state itself established a women machinery, the National Council for Women (NCW) in 2000 by presidential decree[9]. Although the NCW has the attributes of what has being coined *state feminism*, it however works in an environment that is <u>*not feminist*</u>. Though gradually being bridged in some areas more than in others, gender gaps and discriminatory legislations continue to exist. Their existence precludes women's participation in society, as befitting their potentials, as well as prevents their having a fair share of the benefits of production, a basic human right.

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[8] Conclusions and recommendations that came in Dr. Soumaya Ibrahim's report are included in this report in a selective basis in the context of the revised TORs.

[9] The National Council for Childhood and Motherhood (NCCM) was established in 1987, but its mandate, as per its name was concerned with women in their capacity as mothers, and the girl child, only. The National Council for Women (NCW) established in 2000, is therefore the first institution that embodies the principles of "state feminism" albeit the state itself is not "feminist". Hence a dualism.

In addition to national factors, the phenomenon of globalization has added to the need for all governments, institutions, and individuals – men and women – to be able to compete for a share of the benefits of the global cooperative production with all its conditionalities, restrictions and dropouts. Globalization may therefore intensify negative implications on women who will be excluded from global competitiveness if their participation in their own society is constrained, a matter which limits the possibility of their sharing benefits in equal terms with men. Such situation is serious and compelling because the effects of globalization do not ask permission to transcend national boundaries. It is contended, therefore, that policies, programmes and projects should not be formulated or designed in this new millennium without a close look at the global dimension of the needed change, at the right scale. [10]

Such pressing calls for change either at national or global fronts, however, are opposed by loud fundamental voices in the Egyptian society - not only men's voices, but women's too - calling on women to confine themselves to domestic functions and child rearing. Their argument is that this is the best way through which they can participate in society. There is another group of women that wishes to be part of the society and take full advantage of what progress offers, while secluding themselves from the eye and contact of people around them, thus eventually creating walls between them and such society[11].

This situation of dualism exists in Egypt and cannot be dismissed as being one extra constraint easy to surmount. In fact, it is this sort of dualism that those concerned with women's advancement should be aware of and be ready to address. Otherwise, it is believed that in addition to the gender gap, and the gap between the haves' and the have not, there will be a third form of gap and alienation within the one gender (that we see growing), touching on xenophobia. It is hoped that such momentous societal split can still be bridged.

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[10] In his article "Dividing the Surplus: Will Globalization Give Women a Larger or Smaller Share of the Benefits of Cooperative Production", Kenneth G. Dau Schmidt, first published by Law School Web Team, The Trustees of Indiana University, 1997, argues that there are similarities between the problems of women in the local or national economy and the global economy, as, whenever, they participate in production in cooperation with men, whether it be in economic or social relations "dividing the share of benefits" is implied. The view further argues that "…the process that is underway now -as local economies lurch and grind to mesh with the emerging global economy – is different in both character and magnitude with what has been observed before".

[11] The clothing code for women in Egypt has started to take multiple forms, ranging from Western styles, to styles that are more conforming to traditional and puritan societies, to total exclusion from visibility by other members of society by adopting a dressing code that allows them – under the precepts of abiding by their personal human right - to totally hide beneath a cloth while wanting to enjoy full benefits of a modern society. Acceptance and normalizing this last dressing code is a matter which in the view of the consultant poses a dangerous challenge to security, transparency and even democracy , since it will be difficult for voters, for example, to elect someone they have never seen and cannot relate to. Also how can one imagine a population cohort of more than 30 million women moving around and taking up functions, building trust, etc., while their identity is totally hidden behind walls! This is a sure road to regression, even if the impact is not immediately felt, but can be clearly foreseen in generations to come if the phenomenon grows: Model: Afghanistan.

Having all this is mind, caution alerts us to the fact that any attempt at changing gender roles is in a sense a form of "*social engineering*" and would imply redistribution of loads, profits or losses by one or the other of the two genders as a result of such change. Issues in such domain have to therefore be handled with care and their implications studied to minimize negative consequences on the fabric of society.

Since no more of the same can prevail in this world, enhancing awareness of the need for change with its significance and implications becomes, therefore, compelling. "Increasing awareness for women's participation in society" is an important factor of change. The challenge that will remain is *how to lead change*.

2. Status of Outcome 5 at start up year of MYFF 2002-2006

As the stated outcome of "Increased awareness on women's participation in society" is not precise as to the area in which such awareness is to be increased, a brief overview of the status of women in the three domains, social, economic and political, may help determine whether the areas of interventions selected by UNDP during the MYFF 2002-2206 are of relevance to needs.

a) Women as social agents

The division of roles between men and women is that men are to provide for the family, while the participation of women in the society is confined to the role of daughter, mother and housewife. Such role, however, is not valorized and women who are not working outside the home are normally labeled as "dependents". However, due to economic conditions, and frequently because of parental or marital abuse, women also act as providers in addition to holding on to their domestic roles**.** Privileges and benefits accruing men and *not* women because of men's perceived role as *the provider* has not been reviewed in the light of such change. Even the law of inheritance which follows the *Sharia*, in the sense that it was based on "relative equality" should be reconsidered as such relative equality stopped with women also becoming bread providers, especially in (but not limited to) women headed households.

Violence against women is a serious problem in Egypt. Women victims of violence most often suffer within the home at the hands of family members, such as husbands, fathers, or brothers. Egyptian families and government authorities, such as the police, often ignore violence acts against women. Unfortunately services for victims of gender-based violence in Egypt are minimal. Women victims of all kinds of violence have difficulties in getting their perpetrators punished for such acts. Female genital mutilation (FGM) is still practiced – though now it is officially banned by the Government[12] - and a considerable number of girls are married when they are very young especially in rural Upper Egypt. In 2000, 6% of women 15-19 years had given birth and 3% were pregnant

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[12] UNDP has played a major role in campaigning against female genital mutilation together with UNICEF and other partners.

with their first child. With regard to decisions about the woman's own health care, about two thirds of women say that final decisions in this area are those of their husbands. (Source: DHS 1995) Because of cultural expectations related to gender roles, women may face a number of health and other risks that are not faced by men. For example, several young Egyptian girls are still subject to discrimination in food, education and mobility. They have to carry more of household domestic workload than their brothers. They sometimes face more of child abuse and violence. As adult women they face maternal death and morbidity, desertion, loneliness and ageing problems[13].

There is also no law that criminalizes domestic violence. One frequently quoted proverb says *"ekssar lel bent del'e, yet'lae'laha ethnein"* (break the girl's rib, two of them will grow). Such conditions and other malpractices prevail mostly among poorer families and the uneducated and are more acute in Upper Egypt where traditions are more severe when related to girls. In higher social classes, girls' education empowers them to know about their rights and to articulate their needs and position with assertiveness. They are less likely to be subject of abuse.

Furthermore, up to writing this report, and despite the many calls and advocacy roles played by women activists, NGOs, the international community, and more recently women's machineries established by the state for the purpose of advancing women and empowering them[14], inequalities against women still prevail in the Egyptian family law[15]. This is in addition to discriminatory practices against them as more often then not, laws and legislations that are equitable to women are not observed, sometimes because of ignorance of the fact that they exist, and sometimes because of habits passed from generation to generation, and habits are hard to dislodge. Furthermore, even women who are aware of their rights cannot obtain them without going to court, a matter that proved to be costly, lengthy and ineffectual. Women, therefore, often opt to lose their rights then using legal measures in trying to obtain such rights.

In the area of education, official figures show that literacy rates for women have improved from 38.8 in 1995 to 43.6% in 2002. This still lags behind men's literacy rate of 67.2%. There has been also a marked improvement in female student enrollment in Egyptian primary and secondary schools from 1980 to 2000, rising from 61% in 1980 to 93% in 2000 for primary schools and from 39% to 82% in secondary school compared with 88% for male students. Nevertheless the quality of Egypt's educational system – irrespective of gender - having deteriorated significantly during the past decades requires Herculean efforts to bring up to international standards despite the major reform of the sector currently underway. Of a special importance to this evaluation is the fact that Media, school teachers, and – sadly - mothers, play a major role in preserving the traditional stereotyping of men and women. They show women as weak, dependant,

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[13] Vide Khafagy, Fatma, Gender Strategy 2005

[14] The National Council for Childhood and Motherhood (NCCM) in 1987 and the National Council for Women (NCW) in 2000.

[15] The family code or the personal status law still permits polygamy, grants the husband the right to divorce his wife easily, though now, with the "Khol'e Law, this right is also given to women, albeit women have to pass by the court and have to give up all financial gains acquired throughout their marital life. Custody of children in case of divorce is another cause of hardship to women.

emotional and always in need of male protection. Neo-conformism, which was alien to the Egyptian society a couple of decades ago presents a formidable threat to all what women have gained over a century of struggle for their rights.

The social role of women outside the home is a role that has been traditionally accepted as suitable for women. This would include social work, nursing, teaching, or, for the more affluent, being member of a philanthropic and benevolent organization. As can easily be deduced, all such roles are not given their due recognition and/or are hardly remunerative. More men are now increasingly participating in roles, traditionally considered as women's jobs, mostly because of the high unemployment rate, but also because of diminishing stereotyping of gender roles that came with modernization. The same could be said about women

The fact that women have increasingly been facing various forms of violence inside the home and outside the home ranging from verbal harassment to physical and sexual abuse and rape, Egypt is now in the process of reviewing its policies that addresses sexual harassment in the work place. Domestic violence has not yet been addressed. Both types of violence are not referred to in current laws. The problem is not only with laws, but also with the application of women-friendly laws. Access to justice is still a problem for many women. Judges in many cases are influenced by the same patriarchal biases that exist in the society. They do not sympathize with a woman who initiates divorce, or with a woman who suffers domestic violence. Sometimes court decisions reflect these biases. The police are also dominated by men who rarely sympathize with women who want to do something about the inequalities they face.

b) Women as economic agents[16]

The traditional family structure plays a significant role in determining and limiting women's economic opportunities. Women are expected to take up jobs that do not contradict with what is considered to be their generic role of wives and mothers and therefore curb their career advancement prospects, their position in public life, and their ability to access money-making jobs.

This may partly explain that women unemployment stands at 22.6%, or almost four times as much as men's unemployment of 5.6%. Women's wages are often 80% that of men. Yet, this reflects an increase in the proportion of working women from 18% of the total work force in 1984 to 33% in 2002[17]. The public sector remains one of the largest employers of women, accounting for over 40% of women's jobs nationwide. This is despite the civil sector reform implemented as part of the Economic Reform and Structural Adjustment Programme (ERSAP) underway in Egypt for almost two decades in a shift towards a market economy. As the private sector is expected to grow, the fact that only 16% of private sector jobs are occupied by women is alarming. Studies have confirmed this trend by revealing that private employers show reluctance in employing

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[16] This paragraph takes from Dr. Khafagy's report on Gender Mainstreaming 2005.
[17] This is due to the fact that more women pass through secondary education, and more married women work.

women because they find that the Labour Law is too generous with respect to granting maternity leaves, and that women's primary loyalty allegedly goes to their home and children, causing absenteeism from work. Studies have however revealed that the difference in performance between males and females is minimal: " *Male employees are said to lose 60% of their concentration during their work if they are preoccupied with family problems and women are said to lose 65% of their concentration.*"

Egyptian women play a major role in the informal sector, which employs 7 million Egyptians (compared to 4 million in the private sector). 1.1 million of these workers are women and 93 percent of these are in rural areas. Women take up a larger share of non wage work and they are less likely to be employers. Women face many problems in the informal sector such as instability of jobs, fluctuation of income earned, the lack of social and medical insurance schemes and very few prospects for advancement.

Credit markets are generally less accessible to women because of their general lack of collateral and limited holdings of assets. Furthermore, 12-17% of households in Egypt are headed by women, and the chances of these households facing poverty is higher than those headed by males. 42% of female-headed households are unable to meet their basic needs, compared to 31% of households headed by males. In addition, the extent of poverty in female headed households is four times worse in urban areas and twice as bad in rural districts, compared to the national average. Overall 81% of these women are unemployed and depend on financial assistance and allowances.

At base-line year 2002, the culture of entrepreneurship among women was starting to develop.

c) Women as political agents

While Egyptian women have had full and equal suffrage since 1956, yet their participation in political life remains minimal. The attempt in the 1970s to apply a quota system by which women were to acquire 30 seats in the parliament has proved to be unsustainable once the quota system stopped. Reasons for the poor representation of women can be attributed to high illiteracy rates; the high cost of election campaigns; attitudinal barriers regarding women's participation in politics; lack of skills on women's part as compared to men's experience with past elections; and the lack of support by political parties. In Egypt, only 2% of the seats in the People's Assembly are occupied by women though the *vice-speaker* post has been occupied by a woman for more than two decades. Women representation rate in the local councils is also less than 3%. Pressure by women's groups and by the NCW is still met by strong resistance. So far, elections have proved that political parties prefer to support male candidates. For example, of the 444 National Democratic Party candidates running for seats in the 2000 elections, only 11 women were put forward by the ruling party: a mere 2.28% of their total nominations. Furthermore, women, in general, lack the financial resources necessary to conduct campaigns as independent candidates. Women were also not forthcoming in issuing election cards and were not ready to hustle in unruly crowds to submit their votes also because many don't trust the election process. This is on the one hand.

On the other hand, it has been argued that actors and institutions that carry ideas into government policy and influence change are not restricted to the parliament. Political participation, henceforth, and in the larger sense, includes other actors such as Political parties; universities (especially when intellectual freedom exists); research institutions; civil society groups; social movements; the media; international agencies; and, external pressure groups[18].

Taken from this angle, women role in public life has proved to be substantive and influential through their active participation in non-governmental organizations (NGOs), in the area of women and in other areas too. It is thanks to NGOs for women that many issues and problems facing women have received attention and are now priority items on the national agenda. Priorities include: the necessity to issue women with ID cards as the absence of such documents precludes their access to credit and other benefits; the passing of the Egyptian nationality to children by Egyptian mothers married to foreigners, a privilege that was only granted to children of Egyptian fathers; changes of family laws; elimination of many forms of discrimination against women, etc.

In Egypt, women also play major roles in professional associations (23%) and unions (28%). However, they have been occupying leadership positions in only four labour unions and few leadership positions in professional associations. As at base-line year of MYFF 2002-2006, women were still denied the possibility of occupying the position of judges or police investigators.

The next session will highlight findings and conclusions resulting from a review of the five projects supported by UNDP from 2002-2006 for the purpose of achieving the outcome of "increased awareness on participation of women in society". This will be followed by an assessment of their cumulative contribution to the Outcome.

III. Individual Assessment of Projects' Contribution to Outcome 5

1. *Support to the National Council for Women (NCW)* – Phase II
   Executing Agency and Partners: UNDP –NCW
   Project Director: Mrs. Dina El Beyali
   Cost[19]: $ (UNDP) 357,000 - $ (Cost Sharing) - $
   Time Frame (Phase II) : 2003-2005 - *(UNDP Contact Naglaa Arafa)*

The Project: The purpose of Phase II of UNDP support to the National Council for Women (NCW) is to enhance the Council's capacity in the area of policy development, planning and monitoring. The objective of this second phase is to: a) strengthen the capacity of NCW to monitor and report on the implementation of the CEDAW and the Beijing Platform for Action; b)

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[18] *'The ideas of economists and political philosophers, both when they are right and when they are wrong, are more powerful than is commonly understood. Indeed the world is ruled by little else.'* (Keynes)

[19] The entire fund for the joint initiative between UNDP and the NCW for the overall period from July 2000 to December 2005 is 1,181,983,00. Phase II which lasted from July 2003 -December 2005, which the evaluation report is requested to cover is calculated at US $ 357.000.

start-up the Center for the Political Empowerment of Women (CPEW); c) implement a second phase of Small Grants Programme and d) sensitize the NCW Technical Secretariat on Results-Based Management RBM).

*F*ind*ings and Conclusions:* Phase I of the project was to support the institution building of NCW when it was first established in 2000. This was a joint UN programme comprising UNDP, UNICEF, UNFPA and UNIFEM. UNDP had taken the lead in triggering such inter-agency collaboration. The joint initiative was not pursued after Phase 1, when each organization chose to work one-to-one with NCW. UNDP and UNIFEM, however, continue to pool their efforts in a number of activities.

The first phase of the project was thoroughly evaluated in 2003[20]. The evaluation exercise was undertaken to cover three areas of intervention: (1) evaluating the capacity building component of the collaborative UN project; (2) evaluating support to NCW's activities in gender mainstreaming for the five-year National Development Plan (NDP) 2002-2007; and, (3) evaluating the Small Grants Programme (SGP). The recommendations of the 2003 report were mostly to enhance support to organizational development of NCW Technical Secretariat (TS), including NCW branches in governorates; to localize gender mainstreaming; to develop a demonstration model for NGOs for socio-economic and political empowerment of women heading households; and, to strengthen monitoring, analysis and evaluation functions of the TS.

This Phase II of technical assistance follows up on some recommendations that emanated from the evaluation of Phase I as solicited from UNDP, bearing in mind that the NCW has been following up on most recommendations that came in the report, often with support from partners other than UNDP[21]. Support to start up CPEW constitutes a new domain for UNDP and did not come out of the recommendations of Phase I.

The Small Grants Component of Phase II, continued with demonstration models of SGPs targeting Female Heads of Households (FHHs) and using local NGOs as executing agencies. The funding mechanism adopted by the project follows the revolving fund concept. The role of NCW, as reported, was restricted in Phase II to monitoring functions only in order to ensure smooth implementation, good governance and good results. With support from the project, NCW developed a report form to be used for monitoring NGOs' performance and handling of funds. Grants were awarded for economical empowerment of FHHs through three partner NGOs and an additional NGO in Minia, Fayoum, Qaliubiya.

Some stakeholders have expressed their views as follows (2005):
- NCW is expected to play a more pro-active role at policy level in areas relevant to the economic empowerment of women;

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[20] For an evaluation of Phase I of the Project, please see Report by Sarah Loza, et al (2003)

[21] It is to be noted that UNDP was instrumental in mainstreaming gender in the National Development Plan 2002-2007. NCW continued working in this area without UNDP, but with support from UNFPA. It is also to be noted that one of the main outcomes of the first phase of UNDP project was the design of a proposal for funding an *Ombudsman* for women within NCW.

- Size of loans has to match present economic circumstances[22].
- A form of "economic empowerment" of poor women would be to provide tool kits to trainees with which they can start a job.
- Success stories are to be documented to provide models for others [23].
- Combining advocacy, training, and credits are factors of success of SGPs. Follow up to ensure sustained impact is of no less importance than implementation. For example, advanced training courses for quality improvement and specialization can make a dent in the lives of trainees.
- Concentration on the capacity building of the NGO managing the revolving loan schemes is required. Evaluation of their functions before and after the initiative is recommended.
- Evaluations should be an ongoing process
- More innovative types of projects are needed.

Though the above recommendations are output-oriented, they are considered to be of great value in helping understand the difference, in practice, between producing deliverables according to a project document, and how meaningful such deliverables are in the eyes of beneficiaries. This also confirms the dire necessity to view such beneficiaries as full partners in development (not as recipients of aid) because it is only through listening to their views that the chance of success of any assistance can lie. Listening to their views also helps correct future initiatives.

Under support to NCW, UNDP, together with UNIFEM, has also been helping Egypt with the preparation of the report on CEDAW through supporting a process to this effect that included NGOs and a team of national consultants. Activities consisted in reviewing causes for the continuing reservations of four articles[24]. This is an ongoing exercise by NCW and there are many partners engaged in this domain. NCW's concern has been focused on lifting the reservations. Awareness on the content and implications of CEDAW was created among people engaged in various institutions, such as ministries and NGOs[25].

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[22] Based on the philosophy of E. F. Schumacher, author of the world-famous book *"small is beautiful"*, "caring for real" in the context of the suggestions by stakeholders with regards to small grants would require responding to some questions, and acting accordingly: What would be required for any micro loan to make a meaningful contribution to someone's life or a household beyond a charity gesture that would not exceed, in a comparative way, a bonus? Would it lift any poor above a poverty line? Is there an additional assistance required to sustain the effort until results are reached?

[23] The *Hawaa el Mustakbal* NGO for example has several success stories to share and that are worth documenting. For example, a group of their trainees pooled their acquired skills and financial resources to open up a Hairdresser shop.

[24] Reservations to two articles are partly resolved in practice (though the reservations to CEDAW have not been withdrawn as yet). Cases in point: now mothers can grant their Egyptian nationality to children; and can file a case for divorce through "Khole'e'" albeit they lose their financial rights. So this is not full equality with men, but a step forward.

[25] According to Ibrahim's report, activities/outputs related to CEDAW constituted in: Retreat in 2003 for 24 Government Officials from 13 Line Ministries in cooperation with UNDP, ESCWA, UNIFEM. Plan for National Report to CEDAW, 6 Thematic reports; 4 NGO Discussion Panels with 34 NGOs

Some conclusions and recommendations have been identified (2005):
- Issues such as CEDAW need to be attended by men. Failure to do so lessens the desired outcome
- NGOs are stronger negotiators when they work together as coalitions.
- Attempting to rearrange the 16 articles of CEDAW in clusters can be confusing.
- Rural women are an important target group that needs to be introduced to the CEDAW. It is important however to introduce them to the core content of the CEDAW rather than to the articles themselves[26].

Related to CEDAW was an initiative entitled "Women's Legal Rights Project". According to Ibrahim's evaluation of 2005: "With the end of the project, the initiative is likely to die… According to the project coordinator, there is no added value, if the project ends with a CD (on personal law) and a web site". Nine sessions with different Beneficiaries, such as NGOs, *Shoura* council, parliamentarians, religious leaders were conducted. An evaluation of whether or not the website is being visited and the CD utilized (or reviewed in case of the need to update it) is recommended.

The project also helped strengthening the monitoring, analytical and evaluation functions of the Technical Secretariat through introducing to NCW the concepts and tools of Results-Based Management (RBM) techniques. NCW has adopted the culture of results-based accountability versus activities/outputs-based orientation which is a major achievement especially that NCW is spreading it within its internal structure, among its constituencies and among the partners it entrusts with executing some of its activities. As the whole RBM concept is currently being evaluated by UNDP at corporate level to ensure that it is user's friendly, it is expected that UNDP will share with NCW and others any upgrading of the RBM modality that may result from such evaluation.

Introducing Results Based-Management (RBM) concept and tools to NCW staff is a commendable initiative by UNDP. In fact, it creates their awareness on the importance of their participation in society by alerting them to the need to direct each of their activities to outcomes that can make a dent in women's real life, which is the "raison d'être" of NCW.

Some conclusions/recommendations have been identified:

- Change does not come overnight. There is a need to allow ideas enough time to be absorbed by the leadership and beneficiaries before expecting to observe a change in organizational behaviour;

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[26] Ordinary women, especially rural, do not normally perceive legal rights as something they can afford. They also often do not associate with being victims of discrimination as they take being abused as a normal act by parents, siblings or spouse..

- The RBM approach and tools are being evaluated at UNDP corporate level at the time this evaluation is conducted and it is wondered whether approaches and tools should be transferred for application by national bureaucracies before their viability and effectiveness are proven. On the positive side, UNDP should benefit from a feed back by users of the RBM tools, such as NCW, that can help improve such tools.
- The main goal of NCW is not necessarily owned by many of its staff who perform as bureaucrats in a governmental agency even though NCW has an ongoing training and gender sensitization programme. The RBM if well practiced should systematically lead to a better comprehension of gender issues and their causal-effects linkages.

Starting up CPEW for the political empowerment of women was a new initiative and a new area of intervention for UNDP, The initiative could be considered as a preparatory activity that led to the formulation of the next project named CPEW, below, and a more focused concentration by UNDP in the area of *political education of women.*

Summing up: UNDP assistance to NCW was crucial for the institution building of the Council. As NCW is the first women machinery to be established by the State, it was important to help it function well. UNDP's role can be described as catalytic. All components selected for UNDP support in Phase II of the project seem to have been important at certain phases of NCW' s development. It could be said that UNDP, being a new supporter of gender-related programmes (at that time) and NCW, a new institution, there has been a period of testing grounds, attempts at meeting requirements on ad hoc basis, and agenda setting. It would subsequently appear that UNDP found itself a "niche" in the political education field *"Tae'heel Syassy"* (vide CPEW below). The introduction of a cultural change in NCW's conduct of business from being output-oriented to outcome-oriented, through training on RBM techniques can have far reaching effects. A major shortcoming noted is that the project does not include a special component aiming at enhancing networking between NCW and NGOs as full partners.

2. *Integrated Women Health Project*
   Executing Agency and Partners: UNDP, Ministry of Health and Population (MoHP)
   Project Director: Dr. Yehia Hadidi
   Cost: $ (UNDP) - $ (Cost Sharing) - $ **1 Million (including co-funding from GOE & Japan)**
   Time Frame: 1999-2004 - *(UNDP Contact Naglaa Arafa)*

The Project: Poor reproductive health services for women, illiteracy, lack of awareness of rights of the girl child, and skill development for women were the main problems that led to this project. The project aims to improve health services provided to women through the renovation and refurbishment of two women health centers in Sharkia and Ismailiya, the establishment of women's clubs and the encouragement of women's active participation in community issues. The project is based on the government's recognition that women's health centers are a community asset and reflects a commitment to long-term investment in women's development.

Findings and Conclusions: The two units supported by UNDP in collaboration with MoHP are considered to be models for replication. Consequently, the MoHP does not establish any unit without attaching to it a women's club any more. Awareness creation sessions were reported to have been provided to community leaders at a wide level. The Ministry has developed and revised its curriculum and made it more customer friendly thus easier to target local people. The following project's deliverables, may help assess the project's demonstration scale: 2 women health centers renovated/equipped; Quality improvement program implemented; 2 women clubs created; 5 training courses for MoHP staff in governorates; advocacy training for religious leaders; training for community leaders; training on MIS Medical Registration for 40 participants; Refresher Courses. Women empowerment seems to have been achieved in those areas where the units are located. According to the project management there are evidences of increased awareness among members of the target groups. For example, they took the initiative of asking for Identity (ID) Cards to be issued for them. It was reported that 500 ID cards for women were issued in each of the project's area. Members of the project's target group also   asked for the introduction of additional training courses such as computer courses and to learn about family planning methods. Their increased level of awareness could be observed, it was stated,   in the way they were discussing issues as compared to before the start of the project. However, for the initiative to be sustained, there would be a need to train more staff to avoid turnover. Providing assistance in one district and intensifying this assistance by targeting all the units in that district, is believed to be more effective than selection of one unit in several districts. Such views do not imply further assistance by UNDP in such initiatives which have been mounted because there was financing from Japan. While such initiative at grass roots is commendable and provide real support to people in a most direct way, it is not believed that there is a role for UNDP here. Based on its comparative advantage, UNDP can be of better service to the Outcome if it continues functioning in upstream and strategic area at macro level than at micro levels where other agencies such as UNFPA, WHO and UNICEF excel.

Summing Up: Increasing awareness on participation of women in the society using health as a point of entry has definitely great merit. The problem, however, is that UNDP should not dissipate its scarce resources (even with external financing) in areas where specialized agencies excel, unless within specific roles that optimize on UNDP's competitive edge. The project was designed and started in the late 1990s, it therefore does not represent the thematic focus of the cycle under review which starts in 2002.

3. *Center for the Political Empowerment of Women*
   Executing Agency and Partners: UNDP - NCW - UNIFEM
   Project Director: Riham Felfela
   Cost: UNDP $51,552.94 + Finland $85,737.76 equivalent Euro 70,000
   Time Frame: 2004 – 2005 *(UNDP Contact Nagla Arafa)*

The Project: The purpose of establishing the Center for the Political Empowerment of Women (CPEW) within the National Council for Women (NCW) is to build a cadre of women with enhanced skills for a career in politics. This project follows up on the CPEW start up activities undertaken under *Support to the National Council for Women (NCW) –* Phase II (Project (1) above). The Center aimed to develop training manuals and organize

training workshops. The project funded by the ==Democratic== Thematic Trust Fund (DTTF) was to support training workshops for approximately 200 women and to develop and test a manual on Women's Rights. The project aimed to address the problem of low representation of women in the legislative bodies and local councils.

Findings and conclusions[27]**:** The outcome targeted by the project is relevant to the need at country level. It is consonant with UNDP corporate mission as well as with Outcome 5 of MYFF 2002-2006. The project follows up on project 1 above concerning support given to NCW. CPEW has been providing training for "political empowerment" of three main groups, namely: (1) employees from different sectors; (2) parties, academia and (3) NGOs' activists.

The selection of candidates was limited to the age group 30-50 and was based on the following criteria: Willingness to become politically active; eligibility to be a parliament member; and, awareness of the causes of the Arab region. According to the initial plan, training was to be given to 400 women yet 154 women only were trained. The reason given was that the project directed the use of its limited resources to provide more in-depth training – at three levels - to a fewer number of trainees than to have a larger number of trainees at the account of substance. On the whole 17 training courses were delivered.

The training curriculum was adapted from the Canadian and American experiences and revolved around three main axes, namely political skills; leadership skills; and, social and economical knowledge. In addition to conducting training courses, the project's main deliverables count: three training manuals on leadership skills; a flyer; Political Participation Kits, including a Guide Book on Election Campaigns; as well as the production of TV spots and developing a Web page.

The collaboration of UNIFEM, which has been ongoing since the establishment of NCW in 2000 was also granted in support of this project starting from the 12th training programme by contributing   50 % of the costs of workshops and meetings conducted with NGOs and for the preparation of the sector's paper and the training manuals. In 2005 Finland contributed with $85,000 (equivalent of Euro70,000). The Finish contribution was allocated by NCW to training as well as to the production of TV and radio spots.

The idea of creating a center for political empowerment of women in the light of the current political conditions in Egypt is to be perceived as constituting an important milestone on the road to democracy as its potential constituents, women, represent half of Egypt's total population of soon 80 million. However, there is a need to realize that, up to writing this report, CPEW was not found to have the status of a unit within NCW's

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[27] For more detailed evaluation of CPEW as a project, please refer to the earlier evaluation by Dr. Soumaya Ibrahim 2005 as the current Outcome Evaluation does not enter into a detailed account of individual projects' outputs and shortcomings. However, some of findings and conclusions are believed to explain problems affecting the overall status of the Outcome and are henceforth included in this report.

organizational structure. The goal of having a centre specializing in political education of women *and also men* is believed to be worth pursuing

It was noted that activities undertaken under this project while directly contributing to MYFF Outcome 5 of "increased awareness on participation of women in society", were not able to achieve the project's own declared outcome of "Significant increase in the level of women in parliament, Shoura Council and popular councils". In fact, the number of women in the People's Assembly decreased in the 2005 elections rather than increased[28]. An evaluation of the CPEW conducted by Somaya Ibrahim in 2006 has indicated that there are some flaws in the project that could have been avoided. She, however argued that, there are important reasons beyond the scope of the project that would not have allowed strong women representation in the parliament:

"Social barriers cannot be neglected, women are unaware and not interested in politics and there is lack of societal support and acceptance of the idea of female political participation among the Egyptian society. Besides, NCW has its own political affiliation, namely to the National Political Party. Thus coordination with the other political parties is held to a minimum and candidates from the national party or independent ones appear to be rather more welcome". The latter comments seem to have been taken into consideration by NCW which has been increasingly inviting the participation of other parties in more recent times. It is further argued that there is now an overall improvement in the general socio-political environment in the country towards accepting a larger role of women in politics. The situation is likely to improve, perhaps dramatically, unless radicals take over.

While the UNDP-supported project ended, follow up support to CPEW was given by the Dutch. It is engaged in the provision of monitoring and coaching of the trainees, and is planning to establish a hot line for female candidates during election campaigns and inauguration of a web site to enable chat rooms and forums for female candidates.

It is however not believed that a few courses and workshops can build a career in politics. So far, and without undermining the efforts done by all partners, the CPEW does not seem to meet the necessary requirements of a learning centre. For illustration purposes, and without entering into details, any new entrant in the diplomatic corps has to join the Diplomatic Institute. This Institute is part of the permanent organizational structure of the Ministry of Foreign Affairs. It has its own budget, curriculum, managerial and professional staff, etc.

A learning centre for political education of those wishing to build a career in politics is believed to be needed as well, not only for women, but for men too. Based on lessons learned from the CPEW's experience and building on its achievements – as the Centre's programme is ongoing with Dutch funds - a well studied proposal to establish a specialized learning centre through a tripartite arrangement between a university, the Parliament and NCW (to *engender* the process) should be allowed to develop. Having an

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[28] Out of the 9 members of the Lower House of Parliament, only 3 were elected, the other 6 were appointed.

academic aura and certification of competency would help eliminate political illiteracy which, unfortunately is prevailing in Egypt. It could also help build the trust of voters and disqualify pretenders.

Tight entrance criteria should be developed for the selection of candidates planning to take a career in politics that has so much bearing on people's lives. Charging a fee should also be considered, as the free rider's concept has not proved to be cost-effective. Furthermore, the Centre should develop a political watch system that addresses the problem of low representation of women in the legislative and local council bodies[29]. The creation of a virtual centre for political education can be of help while noting that this may be serving computer literates only.

In this context, in the Gender Mainstreaming Strategy (2005) commissioned by UNDP as a component of the next project (4, below), Khafagy proposes a *Service Line* for "Policy support of democratic governance". The service line she proposes with regards to increasing awareness on participation of women in society in the area of electoral systems and processes includes a number of recommendations. Some of Khafagy's recommendations follow**:**

- Obtain gender and geographical disaggregated information on voters during the previous presidential elections. Such data can help in identifying locations where women are active and others where they are inactive.
- Support NGOs in training men candidates to address gender equality in their campaign and establish a dialogue with women's NGOs that are active in promoting the political participation of women.
- Build the capacity of female parliamentarians to raise issues of gender equality in the parliament.
- Establish partnerships with journalists to organize awareness raising events on the role of media in democratic societies in general and the role of media in promoting the political participation of women in particular.
- Use CEDAW in advocating that quota system for women is constitutional

Summing up: CPEW is an excellent initiative as a start up function in uncharted grounds. It is argued that the centre can evolve into a very important incubator for politicians (women and also men). This would require giving the centre the legitimacy, structure, resources and institutional capacity to deliver and be recognized as an accredited learning institution. It should be autonomous, *a*-political, and accessible to university graduates - at a fee - to obtain certificates of competency in managing political affairs as commensurate with their eventual role as people's representatives. A tripartite arrangement between faculty, the parliament and NCW would be ideal. A *Service Line* for "Policy support of democratic governance", as recommended under another UNDP initiative) is also recommended. Through such political education initiative "Ta'eheel

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[29] When the Governor is gender-sensitized, political empowerment of women takes place. For example, on 13 August 2007, it was announced that three women chairs of village councils were appointed in Kalioubia Governorate. Its Governor is a women's advocate.

Syassy" UNDP and NCW would have rendered an incredible service to the country, and its people

4. *Gender Thematic Trust Fund: Institutionalizing Gender Mainstreaming in UNDP Cairo*
   Executing Agency and Partners: UNDP - UNIFEM – AUC SRC
   Project Director: N.A.
   Cost: UNDP Gender Thematic Trust Fund (GTTF) $60,000, UNIFEM
   Time Frame: 2005-2006 - *(UNDP Contact Nagla Arafa)*

The Project: This project aims at institutionalizing the gender approach through the organization of orientation and training for the staff on gender mainstreaming. The strategy of the project, which was directly executed by UNDP, was three-fold: (1) To prepare a Strategy for Gender Mainstreaming for the UNDP Egypt Office; (2) To conduct workshops and awareness raising sessions on the advancement of women in Egypt as well as gender mainstreaming for UNDP staff and counterparts; and (3) To demonstrate gender mainstreaming in programme and project activities

Findings and Conclusions: Organizations have their own institutional culture, values and competence in their respective fields. Their *identity* influences how gender is taken on board institutionally. Within all organizations, there are individuals (women as well as men) who support or challenge the principle of gender equality. This always happens regardless of the commitment of their organization on the issue. As UNDP corporate strategy is very clear on having women empowerment as an important goal of its programmes and structure at all levels, it was important for UNDP Country Office to comply. The creation of a "focal point" for women was the first step taken by the office in the late 1980s to this effect. The formation of a gender sub-donors' group at the same time was also another sign of commitment to gender issues not only by UNDP senior management of the Cairo Office, but also by most members of the Development Assistance Group (DAG).

However, as UNDP is demand-oriented and that its official counterpart is the Government, giving priority to the women agenda as a component of its country programme necessitated that the Government places a request of assistance in this area. Such request came only on the occasion of the establishment of the National Council for Women (NCW). This constitutes the real milestone that marks UNDP involvement in gender matters in Egypt. Because the state remains the dominant player in the country's affairs, establishing a women machinery such as NCW embodied the necessary political commitment that ensured, to a large extent, the implementation of CEDAW, Beijing's plan of action, other conventions related to women, and later also MDGs.

As could be seen from the increasing priority given to women in the UNDP country programming framework in Egypt as compared to the previous one, such argument can be easily verified. It was very important therefore that UNDP Office in Cairo develops the internal capacity to cope with such growing women agenda and sensitize its own staff on women's issues. As stated in the very first lines of this section, this is not an easy task for an organization that had its own identity in the country carved over decades in the

development industry: being gender sensitive was not exactly part of such identity nor a requirement to fill any of its position. It could therefore be easily understood why it was not then a requirement for the focal point to be a gender expert when she was entrusted to administer the women agenda a few years ago. Though she has now learned *on-the-job* and through special orientation activites all about gender, the rest of the UNDP officers who are to implement the various components of country programmes and are now asked to mainstream women in their respective portfolios, cannot be expected, in principle, to be gender-sensitive or know about gender budgeting, etc. With financing from the corporate GTTF, *Institutionalizing Gender Mainstreaming in UNDP Cairo*, was henceforth, largely overdue.

The project directly serves the outcome of *"creating awareness on participation of women in the society"*. A rapid assessment of the outputs derived from this project scores it high among successful interventions: The three deliverables of the project were completed satisfactorily, that is a strategy has been formulated by a renowned gender specialist; the training of both UNDP staff and counterparts took place; and, some project managers – through guidance by the project - have demonstrated that they now use a gender lens that was not existing at earlier stages. More important as a direct outcome of this project is that it proves to all UNDP constituencies among whom it advocates gender mainstreaming, that it does, in fact do the act of mainstreaming gender in all of is own programmes and interventions. This, however has a long way to go before gender mainstreaming becomes really understood and meaningful. For enhanced outcome of this initiative, some major caveats have been identified and require attention by senior management of UNDP Office:

- The total resources allocated to this initiative of $60,000 could only allow for a one-time execution of the three deliverables. Training is not ongoing, the annual plan to follow on the strategy has not been formulated and the follow up/monitoring of the activity stops with the end of the project
- Gender issues within UNDP Office are assigned to a "gender focal point" as part of a larger programme portfolio which is also assigned to her. She may not therefore be able to devote the kind of time and leverage she would have if gender takes more place in the organizational structure of the office such as is done with "Environment" for instance.
- If the post of Gender Officer is established, the UNDP office would have demonstrated a model of "affirmative action" that is necessary at this stage[30]. Members of the DAG having done that, count USAID, CIDA, the Dutch, and others, perhaps under different titles.
- Staff have not been provided with the necessary incentives to use a gender lens being too busy achieving their respective "Outcomes". So far, there is no specific credit going to those applying gender sensitive concepts in the performance of their work. Accountability in this respect lies therefore solely with the "gender focal point", hence there would not appear to be an obligation on the part of other staff to seriously "engender" the way with which they manage their own portfolios.

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[30] Though UNIFEM is administratively still part of UNDP, it is not perceived as such by outsiders as it functions as an autonomous and independent body.

- Three steps would be required: (1) include gender assessment as a cross-cutting component of all programmes/projects supported by UNDP[31]; (2) develop a check list to help Programme Officers who do not specialize in gender to ensure that important gender-related issues or dimensions do not drop out and which would form some indicators of compliance with gender mainstreaming; (3) Enforce a gender culture through including credit for gender mainstreaming functions in RCAs and score cards.
- Capacity building and awareness creation which is the main focus of this initiative needs to be an ongoing process. Monitoring and evaluation tools especially to measure women's progress, or backlashes, or a "Gender Watch" should be part of an updated and expanded version of this initiative.
- The establishment of a *Service Line* for "Policy support of democratic governance" in the area of electoral systems and processes that is proposed as one of the elements of the gender mainstreaming strategy prepared for UNDP under this project[32] is one of the key recommendations that came in this strategy and that are worth pursuing. This recommendation is also mentioned under CPEW above.

Summing Up: Gender mainstreaming within the Cairo Office is essential to demonstrate that the organization that is advocating mainstreaming and creation of awareness of women's participation in society is doing it in its own house. For gender to become part of UNDP Office's identity and culture, it is necessary that the Senior Management introduces certain measures that would ensure compliance by all, including credit for gender mainstreaming. Should this be achieved, UNDP should then select one or two critical areas to focus on and entrusts to the gender focal point/gender specialist. The political education of women in preparation for a career in politics appears to offer a niche for UNDP to focus on. This would have a direct impact on governance, democracy and equity.

5. *Enhancing the Knowledge and Policy Analysis Skills of Female MPs to Strengthen their Oversight and Legislative Function Project (2006)*
   Executing Agency and Partners: UNDP - NCW - UNIFEM
   Project Director: Dr Farkhonda Hassan, NCW Secretary General
   Cost: $ UNDP $31,000 – UNIFEM $31,000
   Time Frame: 2006 - *(UNDP Contact Nagla Arafa)*

The Project: This project aims to promote the political participation of women and to strengthen the voice of women in governance structures through (1) Strengthening women members of parliament (MPs) legislative and oversight capacities; (2) Making visible to the public the performance of women MPs. This will be achieved through facilitating policy dialogue among women MPs and partnering with research institutions, civil society as well as the media.

Findings and Conclusions: This project is a high profile activity that has provided UNDP and UNIFEM a great visibility among the Egyptian polity. The launch having been inaugurated by the First Lady, President of the Council, in the presence of the speakers of the two houses of

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[31] At one point, it was obligatory for all projects to conduct an environmental assessment. This seems to have been discontinued and should be reinstated.
[32] Khafagy, 2005

parliament, as well as other dignitaries, ensures their awareness of the project from the first day of the start of operations and helps mobilize their support. The target beneficiaries of the project are different from that of CPEW since the latter targets women interested in a political career, while this project targets actual members of parliament with the aim of improving their performance and thus giving more confidence and credibility in women's role as politicians.

As the number of women's MPs was 9 out of 454 in the People's Assembly, and 18 out of 262 in the *Shoura* Council (mostly by appointment) in total, the number of participants per session was in the range of 20 per session (there were 6 sessions in all). The project also included some members of local councils. Sessions were attended by the media and resource persons were veterans in parliament's affairs. The project served as a parliamentary forum and has been useful in stimulating a dialogue among women MPs and some of their male counterparts. It also helped sensitize the resource persons (usually male MPs) on problems encountered by women while performing their functions.

Seminars took place on a weekly basis over a six-week period and consisted in moderating discussions to promote knowledge and experience sharing among participants with regards to proposing, reviewing or amending legislation, as well as on enhancing MPs knowledge of rules and regulations, human rights and gender issues. However, it was reported that no practical or applications were provided for case illustration. Some issues that were to be focused on as per the original project design such as "lobbying" and "building coalitions" were also not covered. Round tables for networking among the MPs and NGOs' representatives around issues such as constitutional reform and election systems also took place. Originally, there were plans for retreats, but this did not take place at request of MPs due to time constraints. No manuals or handbooks were developed, yet all sessions have been duly documented in reports that were distributed.

The project is managed by an Executive Group who provides overall guidance, sets budgets and plans lectures under the direct chairmanship of the NCW Secretary General. Other members of the Executive Group includes the Director of the Department of International Cooperation of the Ministry of Foreign Affairs, Women MPs, one member from a local council, a CSO representative, in addition to UNDP and UNIFEM representatives.

According to a number of participants, the project has benefited them. An extension of its activities to benefit new entrants [33], especially in the light of lessons learned was recommended. However, other views (and the Consultant supports these latter views) that the substantive content of the sessions does not have the elements of scientific learning a matter that would have required a structured approach with academic, albeit practice-oriented preparation and peer-reviewed literature. In this respect, it is believed that the seminars, in the future, should form a component of CPEW and not be carried out under a separate project.

Summing up: The project is of most direct relevance to Outcome 5 as it especially aims at quality performance of MPs by increasing their awareness on how better they can serve the people. Seminars, however, should be more comprehensive in terms of substance, and includes discussions of cases. If the Center for Political Empowerment of Women (CPEW) becomes institutionalized and legitimized as a recognized learning institution (for men and women) as recommended, new entrants would have been already groomed for a political life. Refresher courses could then be institutionalized for MPs as an ongoing and regular exercise especially to

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[33] 1/3 of the parliament are to be changed in October 2007

keep them abreast of experiences elsewhere and for networking. Until this happens, even as half measure, sustaining this initiative is recommended.

6. Other

Some projects classified under other outcomes of MYFF 2002-2006 do serve the creation of awareness on women's participation in society. Notable among such projects are those aligned under Outcome 1 *"Increased capacity to monitor poverty and to stimulate national debates towards policy action for human development and achieving MDGs"* or Outcome 6 *"Access to human rights promoted and secured (including vulnerable groups)"*. Assessing their contribution to Outcome 5 is, however, outside the scope of this work. This is on the one hand. On the other hand, assessing the impact of project (4, above,) *Institutionalizing Gender Mainstreaming in UNDP Cairo* on such projects is believed to be premature because gender mainstreaming has just been introduced among competent officers and it is not felt that the notion of "gender mainstreaming" and implications have been fully digested by staff, as yet.

IV. Findings and Conclusions

1. Cumulative Assessment of cluster of Projects to Outcome 5

a) Status of Outcome

Selecting an outcome such as *"Increased awareness of women's participation in society"* would have required more precision as to what this outcome is all about: Is it related to women's traditional role at home? Their social role? Their role in the economy? Their role in politics?

Another question that was not made clear in the stated Outcome 5 is: Whose awareness are the interventions aiming at increasing: Women themselves? The whole society? Policy Makers? … and, at which scale or magnitude? This and other problems linked to the vagueness of the Outcome, do not help making an attribution of results – negative or positive – to a special actor in verifiable terms.

Having said that, there is a definite increased awareness of women's participation in society at all levels and in all fields. Wake up calls are coming from every direction: from the ruling party, from the opposition, from the media, from the specialized councils (NCW, NCCM), from the civil society groups, from the international and global community. The need for such increased awareness of women's participation in society is however viewed differently by insidious voices calling for the return of women to their homes, while sensitive ones call for a more balanced perspective, well worded in the UNDP Arab Human Development Report 2005 as follows:

> "*Full opportunities should be given for effective participation of women in all types of human activity outside the family and on an equal footing with their male counterparts, also essential that the appropriate social value be given to women's*

> *role in the family as an indispensable contribution to the establishment of a sound social structure".*

Increased awareness is just a step in a process and agents of change cannot consider their work as finished by creating awareness on certain issues without attempting at giving those women whose awareness has been created some empowerment or tools that would help them benefit from their newly acquired knowledge. A case in point is: training candidates for political careers while there is a zero chance that they get anywhere close to elections at least under the current environment. Such remarks are not meant to belittle the need for "increased awareness". They are meant to give development agents a deeper sense of responsibility when their interventions raise expectations among women while it is everybody's news that such expectations will remain unfulfilled.

For example, women who have received training for a political career had expected – as seen from the answers of stakeholders in 2005 – to be helped in entering elections. This, as explained by NCW does not enter into the domain of the Council. Without a political party ready to encourage them and without money to go independent, it becomes natural that trained candidates would develop frustrations, give up prospects of a political career and even give up voting. People have to be helped in such a way *as if they mattered*. This is the real criterion by which the status of the outcome can be measured. To this effect there is a need to help women overcome constraints that meet them once they are ready to assume functions for which they have been prepared, or, at least, be very transparent about prospects and limitations as to what they should expect, or not expect, before start of operations.   Ideally, while preparing women to undertake certain functions on the supply side, UNDP or other partners at national or international levels, should help stimulate the demand side, for marketability. This confirms the need for concerted action by all.

It would appear, after reviewing the five projects above, that political participation of women, introduced in UNDP MYFF 2002-2006 has been gaining momentum as an area requiring increasing attention as it also serves "democratic governance". This is an area, it is believed, that has not yet been comprehensively addressed by other agencies of the UN system[34] unlike those areas falling in the economic and social domains. Empowering women for an increased role in politics therefore offers UNDP an opportunity to assume a leadership and visible role in women's advancement with snowboard effects on economic and social development. This is because, grasping and taking part in politics, not only increase women's participation in public affairs, but also allows them to take part in decisions that shape their lives.

The risk of being governed by radicals, if they ever succeed in taking over the government from moderate parties, constitutes a formidable threat to any attempt at increasing the role of women in society, except within the confinement of tradition in its narrowest sense. Such risk would not only challenge future prospects of advancement, but would also cause a decline in the current status of women. Though such statement

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[34] Except UNIFEM which is explicitly concerned with all matters concerning women

relates to "Underlying Factors" below, any portrayal of the "Status of Outcome" would not be true without admitting it.

b) Underlying Factors

The most important underlying factor that has affected the status of the outcome, positively, was the establishment in 2000 of the National Council for Women (NCW). Established by presidential decree and headed by the First Lady, NCW possessed the necessary leverage that helped getting things done. For example, it is thanks to the influence of NCW,   that activities carried out with support from the UN system succeeded in mainstreaming gender in the National Development Plan.   It is also thanks to NCW's status that female heads of households, also receiving support from UNDP through a small grants' programme became priority targets for economic empowerment, not only by UNDP but by other agencies too, as well as by governmental agencies at central and local levels.

The Results-based Management (RBM) modality, introduced by UNDP to NCW was in turn expanded by the latter council to affect the culture of ministries through equal opportunity units (also established in ministries with direct pressure from NCW). In brief, this and other activities by UNDP and other development agencies could yield achievements because of their counterpart's strong power and high level status in a country where the state continues to be the dominant actor. However, as stated in the previous section, radical movements in the society have started to hinder progress with regards to women's status. This is in addition to the fact that deeply rooted patriarchal norms continue to obstruct women's legitimate and constitutional right for an equitable role in politics.

With regards to the role of development partners, UNDP is only one of several agencies, within and outside of the UN system that have been actively supporting women's programmes, through NCW, through NCCM (The National Council for Motherhood and Childhood) and through NGOs. In view of the effect such combined underlying factors have on results, in positive or negative ways, they become important determinants of success or failure. The causality-attribution element as to whom credit or blame is owed is therefore difficult to assess. This is why accountability for the status of an outcome is often claimed by several parties, in cases of success, or denied in cases of failure as, in the latter cases, each party can blame it on circumstances, the political situation, etc.

However, many problems affecting the status of women – even beyond the control of projects - would have been prevented if enough attention were given to check the pulse of the street as an ongoing process. This would have required keeping a vigilant eye on manifestations of change in the status of the outcome and detect causal roots of negative changes before they become phenomena. This is possible through being more attentive to the voices of NGOs and the daily press. Results of research work by academic institutions is also very important but such results are normally published after lengthy investigations and do not therefore capture the rapidity with which societal changes occur as is being witnessed in recent times.

The underlying factors that helped progress towards the outcome or constrained it can be summed up in the following points:

On the positive side:

- Egypt's political commitment to international conferences, conventions and MDGs
- Establishment by Presidential Decree of the first state machinery for women empowerment in 2000: the National Council for Women (NCW) and the role assumed by the council ever since, such as mainstreaming gender in national development plan and in triggering the creation of equal opportunity units in ministries. All of which could not have taken place without NCW exerting its leverage as a powerful political engine) ;
- Strong visibility due to the participation of the First Lady in numerous functions targeting the creation of awareness on women participation in society, through media and among policy makers at central and local levels;
- The gender agenda of the corporate UNDP and other members of the Development Assistance Group (DAG) has triggered support of women's programmes at country level, a matter which had a cumulative impact on the status of the outcome;
- More space given to women in uncharted functions such as the appointment of 30 women judges. This has created a ray of hope in the possibility of change;
- The role of some major players among NGOs and women activists is often the backbone of change, is increasingly gaining recognition.

On the negative side:

- Patriarchal norms, a characteristic of state and male dominated societies, nurtured by regressive ideas of some groups on the role of women, allegedly on religious grounds. Such regressive ideas are unfortunately also shared by a growing number of women;
- Deeply rooted attitudinal barrier to women's role in politics despite their having acquired full constitutional rights since 1956;
- For several socio-economic reasons, lack of trust in the integrity of the election process, or due to lack of psychological preparedness, women themselves did not take advantage of the newly created awareness of their political rights[35]
- Gender blindness among staff of most governmental institutions and other stakeholders, a condition that requires a long time to be cured (even though gender sensitization programmes have been ongoing for some time);

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[35] The negative results with regards to women in the 2005 parliament elections are a case in point, even though the number of women voters has increased, especially as women voters did not support women candidates and they were often dictated whom to vote for by men because of their lack of experience in the political domain, in general

- NGOs are not yet viewed as real partners in development and henceforth, their competitive edge as social communicators is not fully utilized.
- Lack of a strategic and unified plan or action for women empowerment with clear role assignments either within the state machinery, among NGOs, and among UN agencies and the Development Assistance Group. The UNDAF (United Nations Development Assistance Framework) is a good step in this direction, but is not enough when it comes to implementation.

c) UNDP Contribution

A glance at the financial contribution made by UNDP to the gender component of the programme in the MYFF 2002-2006 denotes that such contribution cannot be expected to make a dent at national scale given the magnitude of problems affecting women, in each of the social, economic and political fields, and especially in the latter field. Individual projects may have scored rates from medium to high, especially with regards to innovation, advocacy and agenda setting, however, Outcome 5 is too elusive, as stated above, and the actors involved in the process of awareness creation are too numerous for a fair attribution of results to one or the other of such actors.

So far, it would appear that UNDP was responding to demand for assistance, namely by the state machinery, NCW, which required support on several fronts in its first years of institution building and to launch new activities. This may explain why UNDP has been supporting more than one project even though such projects are concluded with the same counterpart (NCW). The three UNDP-supported projects executed by NCW should have come under one umbrella with as many components as required (Projects 1,3 and 5 above refers[36]). This would cut on the bureaucracy and create some synergy between the various outputs.

With regards to the project on *Integrated Women Health* (2, above, refers), even though using it as vehicle to reach women could be effective, it is not felt that this is an area which builds on UNDP's comparative advantage as much as it fits with the mandate of specialized agencies of the UN such as WHO. UNICEF or UNFPA. UNDP involvement in such type of projects dissipate the agency's scarce resources and human energy (even if funds come from cost sharing). At any rate, this was a project designed in the late 1990s and closed after having achieved its immediate objectives and being picked up by national authorities.

In general, it could be said that the bulk of support provided by UNDP in the MYFF 2002-2006 to serve the outcome under review was channeled through NCW. This is considered to have played a crucial role in the institution building of NCW during its first years of operation and helped it carry out and manage (through introducing the RBM approach for example) a number of important activities to fulfill its mandate. It is therefore argued that such assistance was necessary at a given stage.

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[36] Both *CPEW* (Project No 3) and *Political Skills of Parliamentarians* (Project No. 5) are in the same domain of political education, even though at different levels and for different target groups .

In the light of discussions with UNDP Gender Focal Point, the experience gained by UNDP in the several areas of intervention it has supported to achieve the Outcome of *increased awareness on participation of women in the society* in the MYFF 2002-2006 the agency is becoming more selective and more focused for identity and clarity of purpose, as commensurate with its competitive advantage.

A good niche, as stated above, would seem to be in promoting democratic governance through empowering women politically. Having gone through individual assessment of UNDP-assisted projects that relate to the outcome under review, it would seem that political education of women *"taeheel syassy"* (to be extended to men too) is the most innovative of all and can have a far reaching impact on the society at large. *CPEW* would have served as a basis for such an initiative and would have fulfilled its declared function of a "start up" operation. *Enhancing parliamentarians' skills* – the second project in the same domain of political empowerment - has provided UNDP as well as UNIFEM great visibility in the two Houses of Parliament as key players in political reform.

The internal gender mainstreaming initiative carried out in UNDP Office under GTTF was a necessary exercise that is expected to yield good results as this would mean engendering the various programmes and projects supported by UNDP in all socio-economic components of the country programme. However this will only be possible when all staff become truly gender-sensitive, a matter which will require follow up by senior management through introducing tools, such as "check lists" that ensures compliance. Another suggestion would be for UNDP senior management to offer incentives such as giving staff who mainstream gender in their respective portfolio due credit in their performance reports. Gender sensitization will be needed for all new appointees as well. It therefore requires to be an ongoing process.

In another context, in order to deal with "underlying factors", that as seen in the previous section have a strong bearing on results of UNDP interventions, it is argued that projects' design requires adopting a more dynamic approach in the monitoring process that allows an alert system to function and acted upon without waiting for the outcome of periodic tripartite reviews or evaluation that are normally carried out at long intervals. This should be easy for UNDP which is known for its flexibility. Finally, no real achievement can be reached without building and implementing partnership strategies and networking for results at the required scale as will be addressed in the next section.

> d) Partnership Strategy

A review of The Common Country Assessment (CCA) and the United Nations Development Framework (UNDAF) for the two cycles 2002-2006 and 2007-2011, respectively, demonstrate a marked upward importance given by the UN system to women's issues in general, and to the need for empowering them in the political sphere, in particular. One of five outcomes of UNDAF 2007-2011[37] is devoted to women: *"By*

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[37] The five priority areas/outcomes of UNDAF 2006-2011 are: Outcome 1: "By 2011, states, performance and accountability in programming, implementing and coordinating actions, especially those that reduce

2011, women's participation in the workforce, political sphere and in public life is increased and all their human rights are increasingly fulfilled". This is consonant with the following national priorities stated in the National Plan for the same period as: " *Promoting employment; Improving levels and care for limited income citizens; and, Developing the political and legislative environment* (Points 1,3 and 6 refer of the Plan refers).

Awareness creation on participation of women in society seems to encounter a stumbling block whenever the issue of a substantive participation of women in parliament is at stake. The political environment in Egypt is not friendly in this regard. Strategic thinking to identify and defeat the root causes of the problem would require concerted efforts by all stakeholders. UNDP could play a lead role in this matter.

In general, while the UNDAF provides a clear intent by all agencies to work together towards women's advancement and other common goals, still, judging by the way programmes and projects supported by the various agencies are implemented, the *"delivering as one"* concept does not seem to have been translated into practice as there are few joint activities amongst them[38]. There are also overlaps in certain areas denoting that there is no clear division of roles, as yet, while important issues, such as violence against women, are hardly addressed.

Within the UN family and the larger DAG community, the gender sub-donors' group has been one of the most active among other sub-donors' groups. However, a partnership strategy requires more than meetings and should go beyond the formulation of UNDAF.

For each area of focus by UNDP or by other agencies of the UN system, a "partnership strategy" to comprise members of the UN and interested DAG members, NCW and or NCCM and other competent governmental bodies or institutions at local or central levels, as well as with NGOs, should be formulated. This would imply the need for more than one partnership strategy that would respectively serve women empowerment in each of the economic, social and political fields. In real life, since interventions take place through projects, a partnership strategy should be systematically formulated as part of each project's design.

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exclusion, vulnerabilities and gender disparities, are improved". <u>Outcome 2</u>: "by 2011, unemployment and underemployment are reduced and worst forms of child labour are eliminated". <u>Outcome 3</u>: "By 2011, regional human development disparities are reduced, including reducing the gender gap, and environmental sustainability improved". <u>Outcome 4</u>: "By 2011, women's participation in the workforce, political sphere and in public life is increased and all their human rights are increasingly fulfilled". <u>Outcome 5</u>: "By 2011, democratic institutions and practices are firmly established and a culture of human rights through active citizenship is prevalent".

[38] The joint collaborative framework that was implemented by the UNDP, UNFPA, UNIFEM and UNICEF in 2000 for the institutional support of NCW in the first phase, was not extended, though each agency continues to cooperate with NCW.

2. Rating of Progress

a) Outcome Indicators at Baseline 2000 - Targets and Achievements 2006

Outcome Indicators	Baseline 2000	Targets 2006	Achievements at end 2006 "Awareness of Women's participation in Society"
1.Increased gender sensitivity in national data and budget allocations (No. of ministries with allocated funds for women-specific projects) 2. Political Participation of women in local and popular councils enhanced (CPEW) 3. National Plan of action for the advancement of women]	1. Data and budget allocations in 4th 5-year National Development Plan are not gender-sensitive 2. Women in parliament represent only 2% in 2000. Participation in local councils is minimal 3. National Plan of Action for the advancement of women does not exist. NCW established in 2000 to mainstream gender concerns in development	2. Women MPs (9 in People's Assembly and 16 in *Shoura* Council) engaged in policy dialogue and network with civil society through policy seminars, workshops and one-on-one coaching to improve knowledge and better perform legislative functions.	1. Five Year National Plan 2007-2011 doubles the special allocation to women's programmes 2. Despite major advocacy efforts by UNDP and other parties, the no. of candidates in 2005, decreased to 6 women candidates only. Similarly, none of the leading political parties put forward a significant no. of women in their candidates' lists, though no. of women voters increased. UNDP encouraged the participation of women in drafting proposals for constitutional reform 3.Egypt's Five-Year Socio-Economic Development Plan (2007-2011) includes women's component. UNDP supported engendering the Plan at sectoral levels, and UNFPA, at local levels

b) Matrix: *On Relevance, Efficiency, Degree of Change, Sustainability*

Rating of Progress in achieving Outcome 5 UNDP MYFF 2002-2006 as at end of Cycle *Increased awareness on participation of women in society*				
Project	**Relevance To Outcome 5**	**Effectiveness**	**Degree of Change**	**Sustainability**
1. Support to NCW a. SGP b. CEDAW - Legal Rights c. RBM **-**	High awareness in: a- economic field b- legal & constitutional rights c- Results-based orientation	High, provided awareness has a multiplying effect. This needs to be established as a condition when providing training.	High as far as creating awareness within the State women machinery as well as media as social communicator.	High if political commitment persists. Working closely with NGOs and enhancing their capacity can have a tremendous multiplying effect.
2. CPEW	High	Medium. disappointment after political awareness was created, as candidates/trainees in CPEW had expected to receive support in their electoral campaigns too.	Medium/low Due to *underlying factors,* the project could not achieve its declared outcome (increase no. of MPs).But initiative if pursued expected yield longer term results. Scarcity of funds is a limiting factor	Despite poor results in 2005 elections, activities considered worth pursuing by Dutch Potentials great if institutionalized and turned into learning centre. Needs to be a-political. UNDP should follow up on pioneering role it has assumed in building center to serve: candidates, MPs and voters.
3. Support to Health Units	The project was designed in 1990s, before MYFF under review was formulated	The project was effective in achieving its direct objectives though it is believed UNDP needs to select and focus on areas where it has developed a competitive edge.	Difficult to assess with relation to Outcome, but served give UNDP visibility at grass roots' levels and at mobilizing funds	Follow up and sustainability of activites ensured by Government: the Ministry of Health and Population
4. GTTF Mainstreaming	High	High with relation to area and contribution of project	Medium/low so far, as it has been a one-time exercise	High if pursued and if strategy translated into plan of action and implemented
5. Political skills of parliamentarians	High	Medium as 1/3 of members changing in next elections, but intervention has high visibility that could help mobilize funds for future rounds.	Outputs achieved, degree of change difficult to assess unless evaluating women's MPs performance takes place (example earlier evaluation conducted by IDEA (Annex 5 of report)	Sessions need to be ongoing, though future activities need to become a component of CPEW
See sum total of rating of progress in following page				

b) *(Cont'd)* Matrix: *On Relevance, Efficiency, Degree of Change, Sustainability*

Rating of Progress in achieving Outcome 5 UNDP MYFF 2002-2006 as at end of Cycle Increased awareness on participation of women in society			
Sum Total – Cumulative			
Cumulative Relevance to Outcome 5	**Effectiveness**	**Degree of Change**	**Sustainability**
High – More focus required, but already envisaged by UNDP Office	*Medium* - As all declared targets at base line year 2002 could not be met by end MYFF at 2006 because of persisting low representation of women in parliament. However, such low representation was mostly due to underlying factors beyond projects' control. This matter therefore necessitates better watch of the socio-political and economic environment with an eye on the pulse of the street so that programmes can be attuned accordingly. At large, UNDP has demonstrated capabilities in advocacy, in offering policy options and best practices and at serving as an eye opener in a variety of issues. Working in the political arena gave it visibility as a potential main *a-political* partner. UNDP has also helped in mobilizing resources though it is believed that a more focused approach in fewer and larger initiatives could yield better results to this respect. This is required especially in view of the scarcity of UNDP's own resources that remain a constraining factor if a real dent at adequate scale is expected. To be more effective, more attention should also be given to strengthening partnerships and networking with all stakeholders concerned with women's advancement, to include NGOs in substantial and substantive terms.	*High in general* - especially in economic area. But *Medium*– with regards to interventions in the political domain because of underlying factors hindering women's access to parliament. The appointment by Presidential Decree of 30 women judges could be attributed to the combined efforts of a number of actors, but mostly due to pressure by the state women machinery (NCW). Women's role in public service is relatively good. Radical influence continues to pose a threat on all achievements gained and future prospects.	In Egypt, no happy medium is expected. Potential of sustainability is great and acceleration of results is highest if radicals do not take over. If, on the other hand, power changes hands in favour of extremists, there will be a backlash with respect to women's status, or at least another system will be imposed demanding that women maintain a low profile in public domains. This is the most pessimistic scenario but needs to be kept in mind. Assuming better prospects for women, it is recommended that UNDP builds on its worthwhile initiatives such as CPEW and establishes a competitive edge among UN agencies in political education, for example. It also needs to develop internal change in its office's culture by following up on its internal gender mainstreaming initiative, carried out once with GTTF financing. It will need to broaden its core constituencies to include NGOs and media, as well as stimulate collaborative initiatives as stated in UNDAF. Finally, it needs not to lose sight of the dynamics of change occurring in Egypt and globally.

IV. Lessons Learned and Recommendations

1. Lessons Learned

a) Egypt is passing through a period of rapid social transformation governed by two major opposing visions of the place of women in society: one sees the role of housekeeper and child rearing as the best role women can play in society. The other sees women in their own rights and as an essential factor of production.

b) The two visions have been reflected in the way the state has been supporting women, in stages: first, the National Council for Childhood and Motherhood (NCCM) was established to support women in their reproductive roles, as mothers plus the girl child (in 1987). Then in 2000, influenced by international calls for gender equity, the state took a bolder step by establishing the National Council for Women (NCW) with a mission to empower women, socially, economically and politically, to eliminate gender gaps and any form of gender discrimination.

c) Hard to lose patriarchal norms continue to be reflected in some legislations, policies and practices[39]. Furthermore, there are increasingly more voices from within and from other regressive societies outside of Egypt that are calling on women to stay home and relinquish rights obtained through more than a century of struggle

d) The fact that not all women are married, not all women are mothers and a large percent of women are heads of households represents a strong argument against conformists' views that women's role is to be confined to domestic duties only.

e) It is not only men who are chauvinistic; there are chauvinistic women too and their influence on their peers can be even stronger than that of men.

f) Violence and sexual harassment at home, in the work place and in the street have been reported as an increasing phenomenon. Such phenomenon creates fear in the heart of young women and obstructs their decisions to work outside their home, while some opt to wear chadors (though this does not protect them either as was revealed through investigations)

g) It was proven that changes triggered by international partners in economic and organizational domains are generally easier to bring about than changes proposed in the social and cultural domains as these are often viewed by conformists as forms of "social engineering" that are destructive of the social fabric and family values.

h) The pulse of the street is often ignored when selecting advocacy interventions attempting at increased awareness of women's participation while this needs to be fully taken into consideration for effectiveness.

i) Frustration among women whose awareness has been created about rights they could not obtain has also been noticed. A case in point is preparing women for careers in politics when the door to politics is still closed to them: Supply and demand would need to be better synchronized through strategic thinking and parallel action on both sides.

j) Education, and awareness of obligations and rights at early phases of life was found to be the most potent agent of change with minimal chances of having side effects.

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[39]

Early awareness can also be the best defense that can protect women and girls from home abuse and other discriminatory practices within the family.

k) Without the necessary amendments to discriminatory laws and legislations and in the absence of women's friendly courts, inequalities and abuses will continue to prevail. The Family Justice Court is a milestone in this direction, but is still in its early years of development.

l) Globalization, adding to the size and complexities of domestic problems, absolutely defeats the theory of confining women – or half the society – to domestic roles. World competition could be at serious risk for a country like Egypt whose main resources are its human resources if regressive views on the role of women in society continue to prevail.

m) Among all roles women are to assume in society the one that is encountering the strongest resistance is women's role in politics.

n) UNDP has increasingly become a main player in the gender field and has gradually been taking steps towards introducing a "gender" culture within its own establishment at field level in line with its corporate agenda.

o) Having supported NCW in its institutional building process, UNDP is gradually moving into building its own identity by being selective in its areas of intervention with more focus for impact. A case in point is the area of political education of women which is relatively new and can be a flagship for UNDP.

p) UNDP has not been opening direct channels with non-governmental entities in any substantive way, confining its support to state machineries while awareness creation requires full partnership with NGOs, the traditional social communicators.

q) Though UNDP cannot be held responsible for not achieving the Outcome as anticipated because of underlying factors out of its control, there are always areas in project design and implementation that need improvement. Some shortcomings have been identified in an evaluation exercise conducted in 2005. There is evidence that UNDP Office has been receptive to comments and that it takes recommendations emanating from evaluation reports seriously.

r) It is incumbent on the UNDP senior management to provide a model role of a gender-sensitive organizational structure, programme and mode of operations. Appointing a large number of female staff members, alone, while constituting an affirmative action, is not a sufficient sign of a gender-sensitive approach in the culture of the organization. It is only through organizational change and transformation that gender mainstreaming strategy could be applied.

s) To this effect, it will be necessary that UNDP applies the concepts it advocates internally. As things are, only a gender focal point (as per UNDP corporate demand) is designated among programme staff. The focal point, however, is not given the necessary allocation of time that would help more in depth focus on the gender agenda. This is on the one hand. On the other hand, other UNDP Officers did not seem to have an obligation to apply the gender dimension in their respective programmes, considering the focal point as the one in charge of the gender portfolio. However, this issue was addressed in 2005 through the gender mainstreaming of UNDP Office project funded by GTTF (4, above). Results, across the board are not yet obvious.

t) Comparing between UNDAF 2002-2006 and UNDAF 2007-2011, as well as comparing between National Development Plans for the same periods denote the marked influence of the international community with regards to giving priority to women as both the international and the national documents reflect a major upward shift of priority in favour of an agenda for women. The *"delivering as one"* concept embraced by the UN system is expected to be put in practice more forcefully than in the past with the enhanced role given to the Resident Coordinator.

2. Recommendations

a) In setting outcomes it is suggested to be more specific so that results can be measured. For instance, "increased awareness on women participation in society" is too vague and could have even opposing meanings, depending on whose perspective it reflects[40].

b) It is necessary that outputs of projects become more inter-related to the outcome, not only in concept but also in scale. A more precise outcome can help identify more verifiable benchmarks by which to measure achievements and/or shortfalls.

c) Because of limited resources, material and human, UNDP should focus on few strong projects, using what was once termed in UNDP changing jargon as a "programme approach" rather than launching micro initiatives. Playing a catalytic role that triggers Large scale funding by other donors in critical areas can be more effective than aiming at small scale achievements.

d) In this context, building on its long experience in Egypt's development, UNDP is better attuned to working in the policy domain than at grass roots level.

e) UNDP senior management should ensure availability of the necessary financial allocation that will allow its gender component to achieve meaningful results. Optimizing use of GTTF is recommended.

f) UNDP is to reflect the gender-sensitive culture of UNDP corporate in the office's daily practice and conduct of business. The notion was introduced to staff through GTTF, but measures need to be assertive for compliance by all.

g) The gender mainstreaming strategy formulated in 2006, also with financing from GTTF, should be put into practice. Credit (in performance reports) should be given to staff who use a gender lens in their design, monitoring and evaluation of their respective projects.

h) As not all staff are expected to be gender specialists, gender assessment, a check list and a guide for gender budgeting could become mandatory for all projects. Should this materialize, the whole mainstreaming concept will be shared by all, while the gender portfolio of one programme officer/focal point, can focus on crucial areas of intervention specifically for women.

i) Concentration on increased awareness on women's political participation is viewed as offering a suitable niche for UNDP that could take the lead among agencies in this domain. Unlike other areas, social or economic where other agencies have strong comparative advantages, political participation of women has not been sufficiently or comprehensively addressed, while it is a sine qua non of democratic governance .

j) UNDP concentration in the area of women political participation as it is recommended, would require merging the two projects (3) and (4)) into one (CPEW) albeit with two components: (1) training women who wish – and are suitable - to embrace a political career (now supported by the Dutch) as well as inciting women to vote; and, (2) sensitization seminars for current MPs.

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a) [40] For example there are those who advocate women's participation in all walks of life, and there are also those who advocate women's return to domestic functions as being the best way through which they can participate in the society while perhaps making exception for social or other functions that men are not prepared to assume.

k) The status of CPEW, however, requires upgrading to a real learning centre with an accredited curriculum by a reputable academic institution (could also be foreign) UNDP can assist in establishing such centre by building on its start up activities and the follow up work by the Dutch but including two other partners in addition to NCW, a university (some may have already started basic programmes that require upgrading) and the Houses of Parliament.

l) Once the CPEW's is fully institutionalized and if its certificate of competency becomes a prerequisite for candidacy to parliament, the need for enhancing knowledge and skills of actual MPs can just take the form of refresher courses, also through the CPEW.

m) School curricula need to be improved with regards to gender stereotyping of roles as well as they need to form the young minds based on human rights concepts and respect of the rule of law. The role of the Mass Media to this effect is also of great value. UNDP support to establish a "Media Watch" can play a major role to this effect.

n) Developing educational tools is recommended: for example: Help Create a model of the working of the two houses of parliament for university students along the UN model created with much success by AUC. Invite for the participation of both male and female students with special stress on the "*female advantage*" as political agent.

o) Conducting periodic evaluation of the performance of women MPs in parliament. A sample of how the evaluation can be conducted is given in **Annex 5**. The same evaluators could do the update using more recent terms in view of changes in the political environment on the one hand, as well as to realize whether women's increased awareness has given them more capacity to perform and be of better service to society.

p) At national levels there are four categories of players whose roles need to be determined as UNDP partners at onset of an initiative and as relevant to the initiative. These are: the state, the civil society, the market, and the target group. Such four categories, in the context of this work, are:

q) The state machinery or NCW/NCCM, as political communicator (who could help with the rule of law, legislations and policies

r) NGOs and the Media, as social communicators

s) The market, or the private sector/chambers of commerce, as economic communicator

t) Women, especially young women, whose voice needs to be heard and respected, as their views matters.

u) A team approach by the UN system of agencies cannot be overemphasized for impact. This, it is believed is being remedied under the new focus on the necessity to "deliver as one". However, building on comparative advantages of each agency and maximizing on each other's strength is not felt as yet.

A last word: Leading Transition

The underlying factor of success of this assessment will be the ability of this report to trigger answers to some lead questions: Which of the projects reviewed are worth pursuing and which should be dropped as not necessarily significant in terms of overall impact on the Outcome? Which of them builds on UNDP competitive edge to manage

change, including precision of the Outcome itself? How can advocacy and awareness creation with regards to participation of women in society, a matter that implies that such advocacy carries a clear vision of what should be the role of women in society, fit in an environment where the people have opposing views as to what women's role should be and which are continuously being fueled by regressive voices? Can UNDP continue to run the women's agenda with no serious appraisal of the overall environment at home and globally?

The report tried to suggest some of these answers, but the challenging question that remains in need of serious consideration by all parties concerned, including women themselves, is: How much more of the same is good enough to contribute to Egypt's transition from the Machine Age to an environment that is more complex and with new parameters. It is only by answering such question that UNDP, and other partners, could provide a meaningful support to Egypt so that the country can enter and sustain its place in the Global Age!

Annex 1

UPDATED OUTCOME EVALUATION
TERMS OF REFERENCE (TOR)

I. Introduction

Over the past few decades, women in Egypt have achieved remarkable gains in education, political participation and economic independence. However, despite these improvements gender inequalities persist and continue to be a challenge. Today more than half of the women in Egypt remain illiterate in comparison with less than one third of males. Female-related health indicators also remain poor while the female unemployment rate stands higher than that of males from the national unemployment rate.

Gender-sensitive measurement tools developed by international institutions to monitor progress in compliance with commitments pledged by Egypt to CEDAW and Beijing platform have helped reveal such gaps as well as have also created awareness about their seriousness, and the gravity of their implications on national advancement. A recent report by the World Bank and the National Council for Women identified gender gaps in six areas namely legal framework, political participation, health, education, labour and poverty. The result of the report was incongruent with Egypt's MDGs report.

Figures differ depending on the methodologies used to determine the size of the gender gap and the status of women. However, even using the most conservative official estimates, it can be realized that conditions of women are far from being desirable. In fact, Egypt country gender assessment report revealed that gender indicators in Egypt are lower than in some similar countries. The above can be traced to two other major problems, namely, women's poverty and women's marginal position in all aspects of life.

With regards to political participation, even though women have been granted full constitutional rights with the advent of the 1952 Revolution, they still occupy an insignificant number of seats in the two houses of parliament. The attempt in the 1970s to apply a quota system by which women were to acquire 30 seats in the parliament has proved to be unsustainable once the quota system stopped. Reasons for the poor representation of women can be related to the high cost of election campaigns; cultural attitudes towards women's participation in politics; lack of skills on the women's part as compared to men's election experience; and the lack of support by political parties. The decline was also due to the cancellation of the reserved seats for women as assigned in the 1970s.

In Egypt, UNDP is consciously supporting efforts to improve the lives of Egyptian women. This is done through technical support to government bodies which deal primarily with women's affairs – such as the National Council for Women (NCW) - and through support to pilot initiatives which directly address female inequality such as illiteracy and lack of access to identity documents. This is done, for instance, through the Center of Political Participation of Women which addresses the low representation of women in the legislative bodies and local councils of Egypt. UNDP is also involved in a joint UN-government initiative to improve Girls' Education and future activities will concentrate on protecting the rights of the girl child. All these efforts are aimed, not only, at breaking down barriers to the advancement of women in employment and

education, but they also aim to stimulate behavioral changes which will improve the quality of life of all women, and especially poor women, in the society as a whole.

The advancement of women therefore and gender equality is a priority area and one of the goals of the Corporate Strategic Results Framework (SRF) and the Multiyear Funding Framework (MYFF) for UNDP and UNDP Egypt. The MYFF of the UNDP Egypt office identifies the "increased awareness on the participation of women in society" as a critical area of intervention towards gender equality in the decision making process at all levels. Towards this outcome, UNDP policy is to support the capacity-building and institutional development of national women machineries in policy formulation, advocacy, partnership building and implementation and monitoring of international commitments.

During the Programme Cycle 2002-2006, this outcome was supported by the following projects:

1. *Support to the National Council of Women (NCW)* (2000-2005)
    The purpose of the project is to support the National Council of Women to be effective in policy development and planning as well as in monitoring and advancing the status of women in Egypt. The project was extended to: a) strengthen the capacity of NCW to monitor and report on the implementation of the CEDAW and the Beijing Platform for Action (BPA); b) start-up the Center for the Political Empowerment of Women; c) implement the Second Phase of Small Grants Programme and d) sensitize the NCW Technical Secretariat on Results Based Management.

2. *Integrated Women Health Project* (1999-2004)
    Poor reproductive health services for women, illiteracy, lack of awareness of rights of the girl child, and skill development for women were the main problems that led to this project. The project aims to improve health services provided to women through the renovation and refurbishment of two women health centers in Sharkia and Ismailiya, the establishment of women's clubs and the encouragement of women's active participation in community issues. The project is based on the government's recognition that women's health centers are a community asset and reflects a long-term investment commitment in women's development.

3. *Center for the Political Empowerment of Women* (2004)
    The Center for the Political Empowerment of Women (CPEW) has been established within the National Council for Women to build a cadre of women with enhanced skills for a career in politics. Within the framework of the second phase of collaboration between UNDP and the National Council for Women, signed in July 2003, the Center aimed to develop three training manuals and organize training workshops for approximately 100 women. The project funded by the Donor Group Thematic Trust Fund will support training workshops for approximately 200 women and will develop and test a manual on Women's Rights. The project aimed to address the problem of low representation of women in the legislative bodies and local councils.

4. *Gender Thematic Trust Fund: Institutionalizing of Gender Mainstreaming in UNDP Cairo (2005)*
    This project aims to institutionalize the gender approach through the organization of orientation and training for the staff on gender mainstreaming. The strategy of the project, which was directly executed by UNDP, was three-fold:
    1) To prepare a Strategy for Gender Mainstreaming for the UNDP Egypt Office

2) To conduct workshops and awareness raising sessions on the advancement of women in Egypt as well as gender mainstreaming for UNDP staff and counterparts
3) To demonstrate gender mainstreaming in programme and project activities

5. *Enhancing the Knowledge and Policy Analysis Skills of Female MPs to Strengthen their Oversight and Legislative Function Project (2006)*
This project aims to promote the political participation of women and to strengthen the voice of women in governance structures through:
- strengthening women MPs legislative and oversight capacities
- making visible to the public the performance of women MPs
This will be achieved through facilitating policy dialogue among women MPs and partnering with research institutions, civil society as well as the media.

II. Objectives and Scope of the Updated Evaluation:

A gender outcome evaluation was conducted in 2005 by Dr. Soumaia Ibrahim to assess how the outputs of projects 1 to 3 have contributed to the outcome specified. Copy of the TOR and the report of the outcome evaluation are attached hereto.

The purpose of this follow-up phase to the outcome evaluation is to 1) expand the scope of the evaluation to cover two important projects namely *Gender Thematic Trust Fund: Institutionalizing of Gender Mainstreaming in UNDP Cairo* and *Enhancing the Knowledge and Policy Analysis Skills of Female MPs to Strengthen their Oversight and Legislative Function Project.* Both projects were not covered by the evaluation completed in 2005, this is because the GTTF project implementation started during the second half of 2005 while the project with women MPs started in second half of 2006. Both projects belong to the cycle 2002-2006. 2) To restructure the evaluation document according to the sample outline of the final document attached hereto.

Scope: Outcome evaluations include four standard categories of analysis (i.e., assess progress towards the outcome, assess the factors affecting the outcome, assess key UNDP contributions to outcomes, assess the partnership strategy). The scope of the evaluation is determined by the following questions:

Outcome status: What were the origin of the outcome and its constituent interventions? How were the past experience, findings and recommendations of previous evaluations, dialogue with stakeholders used in design of outputs? What was the adequacy of background work carried out? Has the outcome been achieved and, if not, is there any progress made towards its achievement? What is the balance effort needed and the suitability of pursuing the achievement of the outcome? What innovative approaches were tried and capacities developed through UNDP assistance?

Underlying factors: What are the underlying factors beyond UNDP's control that influenced the outcome. What were the key assumptions made, internal and external factors? What are the substantive design issues from the key implementation and/or management capacities to issues including the timeliness of outputs, the degree of

stakeholder and partner involvement in the completion of the outputs, and how processes were managed / carried out?

UNDP contribution: What is the relevance of the outcome and the constituent components specifically for UNDP assistance? Can UNDP funded constituent outputs and other interventions—including the outputs, programmes, projects and soft and hard assistance—be credibly linked to achievement of the outcome?

Partnership strategy: Ascertain whether UNDP's partnership strategy has been appropriate and effective. What were the partnerships formed? How did partnerships arise? What was the role of UNDP? How did the partnership contribute to the achievement of the outcome? How did they function and sustain? What was the level of the participation of stakeholders? Who were the key beneficiaries and their major perceptions? What were the partnerships among UN Agencies, especially the role of UNV that both influenced the programme design and contributed to achievement of results through provision of services of national and international volunteers?

III. Products Expected from the Evaluation:

Final version of the outcome evaluation document with a complete analysis covering:

- Assessment of progress made towards the intended outcome
- Assessment of progress towards outputs
- Lessons learned concerning best / or less ideal practices in producing outputs and achieving the outcome
- Strategies and recommendations for continued UNDP assistance towards the achievement of the outcome

Sample outline of the final document is attached hereto

IV. Methodology:
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a) Documentation review: Begin with the SRF/MYFF for a description of the intended outcome, the baseline for the outcome and the indicators and benchmarks used. Examine contextual information and baselines contained in project documents, the CCF (for older programmes) or the Country Programme (for newer programmes), Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF), corresponding project documents, their evaluation reports and other sources;

b) Use of interviews, field visits, questionnaires and meeting including participatory forums to validate information about the status of the outcome that is culled from contextual sources such as the SRF/MYFF or monitoring reports; also use to the extent possible the data collected and analysis undertaken by the country office prior to the outcome evaluation; and examine local sources of knowledge about factors influencing the outcome;

c) Identification of the major contributing factors that "drive" change. No need to identify or elaborate on all conceivable factors;

d) Probe the pre-selected outcome indicators, go beyond these to explore other possible outcome indicators, and determine whether the indicators have actually been continuously tracked;

e) Undertake a constructive critique of the outcome formulation itself; determine whether or not individual outputs are effective in contributing to outcomes, drawing the link between UNDP outputs and outcomes.

f) Determine whether individual outputs are effective in contributing to outcomes.

g) Determine whether or not the UNDP strategy and management of overall country operations appears to be coherently focused on change at the outcome level. Examine whether UNDP's in-house planning and management of different interventions has been aligned to exploit synergies in contributing to outcomes.

h) Determine whether or not there is consensus among UNDP actors, stakeholders and partners that the partnership strategy designed was the best one to achieve the outcome; Look at how the partnerships were formed and how they performed; Look at how the partnership strategy affected the achievement of or progress towards the outcome.

Annex 2

Budget Summary of Cluster of Projects aligned to meet Outcome 5
"Increased Awareness on Participation of Women in Society"
Under UNDP MYFF for Egypt 2002-2006

Project ID	Time Frame in MYYF 02-06	Total UNDP contribution from core/special funds ($)	Government Cost Sharing ($)	Other contributions (specify name of donors ($)
I. 00012340 Support the National Council for Women (closed)	2000-2005 (Naglaa Arafa)	133,200 + 36,097?? (Admin. Costs where to place them???)	602,420 300,000 (CCF) Total: 902,420	
II. 00012341 Integrated Women Health Project (closed)	2000-2005 (Naglaa Arafa)	352,673		85,737.76 *(equivalent 70EURO)* Finland Japanese Fund for WID & GIDP
III. Award ID: 00031748 Project ID: 31945 Center for Political Empowerment of Women (CPEW) (closed)	2003 ongoing (Naglaa Arafa)	50,000 (GTTF)		
IV. 00040235 Institutionalizing Gender Mainstreaming in UNDP Cairo	<u>2005-2006</u> (Naglaa Arafa)	*$60,000 Gender Thematic Trust Fund (GTTF)*		UNIFEM Social Research Center (AUC)
V. Enhancing Knowledge and Policy Analysis Skills of Female MPs to Strengthen their Oversight and Legislative Function Project	2006-2007 (Naglaa Arafa)	$31,500		$31,500 UNIFEM NCW (in kind)

Source: MFFY 2002-2006 Matrix. Information on Budgets: Project documents/UNDP

Annex 3

Persons Met [41]

Mrs. Amina Abdel Aziz*, Chief Technical Officer and Adviser to the Secretary General of NCW for External Relations
Mr. Abdel Nasser Selim, Project Manager of Community Service Center for Female Headed Households Hawaa El Mustkbal NGO
Mrs. Amal Mahmoud, Forum of Women Organizations
Mr. Aly Moussa, Project Coordinator, Women Political Rights
Mrs. Dina El Beialy, former UNDP Project Director, NCW, currently OMBUDSMAN Officer
Mrs. Fardous Bahnasy, Alternative Development Study Center
Miss Haidy El Hazek, Student, MA Candidate
Dr. Hoda Badran*, Chair, Arab Alliance for Women (AAW)
Mrs. Isis Mahmoud**, Director, NCW Technical Assistance to Standing Committees
Dr. Laila El Khawaga*, Member, NCW and Member *Shoura* Council
Mrs. Maya Morsy**, UNIFEM Coordinator in Egypt
Dr. Nevine Abdel Monem Mossaad, Professor of Political Science, Faculty of Economics and Political Science. Cairo University
Dr. Osama Salem, President of Capacity Building International
Mrs. Saadia Zaki, Head of General Directorate of Women's Affair Department in Ministry of Social Affairs
Mrs. Samia El Neshuqi, Egyptian Investment Association for the Development of Egyptian Women
Mrs. Samia Shenouda Guirgis*, Former UNDP, currently Member NCW Committee for the Environment and Member of the Shoura Council
Mrs. Samia Mohamed El Saghir, Head of women's unit in Egyptian Rural Development Department in Ministry of Local Development
Dr. Salwa Shaarawi Gomaa*, Member NCW (2003-2006), Member External Relations Committee and Member *Shoura* Council
Dr. Yehia El Hadidi, Undersecretary of family Planning & Population Sector, Ministry of Health Counterpart of Project
Dr. Yomn El Hamaky, Professor of Economics, Ain shams University, Cairo

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[41] Names marked with an asterisk * have been met by S Kansouh in 2007, others have been met during 2006 by Dr. Somaia Ibrahim. Two asterisks mean that they were met by the two of them, separately.

Annex 4
Reference Material

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Annex 5 (6 pages)

Women in Parliament in Egypt: An Evaluation

Women in Parliament Beyond Numbers

Excerpts from "In Search of Political Power- Women in Parliament in Egypt, Jordan and Lebanon" by Gehan Abu-Zayd, Vice-Head of the NGO's Forum for Women in Development

Source International IDEA's website[42]

The Case of EGYPT

Background

Despite the fact that women in Egypt were granted citizenship and full political rights in the 1956 Constitution, the social and economic environment in the country has worked against women exercising their political rights. Values encouraging the participation of women in public affairs have coexisted with more reactionary values, and the conflict between the two has varied over time. In the last two decades this conflict has become more intense, mainly due to the political and economic situation in Egypt.

The current economy is characterized primarily by the negative impact on women of structural adjustment programmes (SAPs) recommended by the International Monetary Fund (IMF). This policy is based on two main elements: (i) the retreat of the State from social services, primarily health and education; and (ii) the privatization of State industries, transforming the economy into one based on market forces.[1] These policies have affected the situation of women in a number of ways. First, labour migration has left many women as the head of households, increasing their social burdens. At the same time, the State has retreated from its traditional role of providing welfare services. This has paved the way for Islamist groups (political groups who use Islam to justify their existence and their programmes)[2] to establish their own social services and charities to meet the needs of society. Many argue that Islamists are using this network of services to push forward a political ideology hostile to women, calling for their return to the home. Finally, women's economic participation has declined and women have been marginalized into certain fields that do not allow them to reach senior positions or to

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[42] Women in Parliament beyond numbers: Democracy through Partnership: The Experience of the Inter-parliamentary Union, case study, an e-discussion forum of IDEA International.Excerpts from a larger study on Egypt, Jordan and Lebanon

acquire sufficient relevant experience. This is an ongoing obstacle to women's participation in political fora.

The political environment in Egypt has been shaped by two major influencing factors: the era of the nationalist movement, 1919-1952, where women movement and the one-party State in the postcolonial period, 19521976. The women's movement became directly linked to the nationalist movement and was led by educated women and men from the upper-middle classes. Women became active in the nationalist movement through their family ties to male political activists. However, women were not regarded as pivotal members of the nationalist movement and had little access to decision-making processes. Women leaders did not put forward policies that demonstrated a true understanding of women's needs and problems. Women's political activities centered on acts of charity and providing social services; in fact there was little distinction between women's political activities and their charity activities.

Following the revolution of 1952, all political parties were abolished and a one-party system was introduced for almost a quarter of a century. The 1957 elections witnessed the participation of women for the first time, and Rawya 'Atiya was elected as the first woman parliamentarian in the Arab world. The regime, which espoused a socialist ideology, tried to encourage women's participation in all administrative and political positions. However, the culture of the one-party system did not promote an acceptance of political plurality. Therefore, when the multi-party system was reintroduced in 1976, political participation rates for women were low, as they were for society in general.[3]

This legacy has contributed, alongside the constitution and national legislation, in forming the current political environment in which women participate in public affairs. Different mechanisms have been used to facilitate the entry of women into parliament in Egypt, including the following four:

1) The allocation of seats for women: 30 seats in parliament were reserved for women according to a presidential decree in 1979;
2) Nominating women on party lists and abolishing the allocation of seats for women;
3) Women running as individual candidates in parliamentary elections;
4) Women appointed to parliament by the president, who has the right to appoint up to 10 members of parliament, a proportion of whom are always women.

These four mechanisms were evaluated based on the relationship between the number of women members in parliament, the number and kinds of issues they raised, and the techniques they have used to raise issues. The results of the study are discussed as follows:

Women in Parliament in Egypt: An Evaluation

Detailed data was collected from the information section of the People's Assembly (PA) in Egypt regarding the performance of each woman MP during three parliamentary

terms.[*] The parliamentary terms chosen represent the three mechanisms by which women can enter parliament, as mentioned above; the fourth mechanism, the system of appointing women MPs, applied for all three terms.

1. 1976-1979 (the second People's Assembly, PA): Six women held parliamentary seats; no system of reserving seats for women.
2. 1984-1987 (the fourth PA): 30 seats were reserved for women; six women won their seats.
3. 1987-1990 (the fifth PA): 18 women held seats in parliament according to the party-list system.

Women's Performance

Analysis of the activities of women MPs during these terms reveals the following:

1. There is no correlation between the number of women MPs and the number of issues they raise.

   - During the second PA, women MPs (who numbered six) raised eight issues, whereas during the fourth PA (when there were 36 women), they raised only five issues.
   - During the second PA, the number of economic issues raised was 20; this only increased to 58 in the fourth PA, despite the fact that women's membership increased sixth fold.
   - Similarly, women raised 22 issues relating to social services in the second PA, which increased to only 46 in the fourth PA, despite the increase in embership from six to 36.
   - The number of social issues raised decreased from 32 in the second PA to 18 in the fourth PA.

2. The issue of women's representation is not a quantitative one. It depends on whether the women selected are capable of presenting the issues and problems of society and acting as representatives in an informed and efficient way.[*]
3. Women's participation covers various issues, including political, economic and social services. The study also indicated that the main area of concern for women MPs is economic issues, followed by services.
4. The performance of women MPs who are elected differs from the performance of those who gained their seats according to a reservation system or a party-list system. The electoral process itself makes the individual acquire an understanding of how to behave in public affairs. It also provides information about their constituency and the problems and issues that concern them. This was indicated by the low level of legislative and censoring tools used in the fourth and fifth PAs, where women were allocated seats according to the systems of seat reservation and party lists, respectively. Between them, they presented one interpolation during the two PAs and no bills. However, in the second PA, they presented seven interpolations and 10 bills.

Women's Impact

It is suggested that the performance of women MPs is largely affected by two factors: first, the role of political parties in society; and second, the pressure from constituents to address local issues.

It is impossible to discuss the influence of women MPs in the legislative assembly in isolation from their role within political parties. A discussion of political parties in turn, cannot be had without referring to the efficacy of political parties in parliament. The influence of women is derived from the efficacy of the political institutions that represent them.

The prevailing political climate places a number of restrictions on political parties and limits their freedom. This is a result of harsh laws, such as the continued application of the Emergency Law, which prevents political parties from developing naturally within society and from gaining popular support. The political framework thus excludes both men and women. In light of the incomplete formation of political parties, women's performance in parliament has been encouraging, although the development of tools to refine their work is still in the making.

Moreover, political parties do not serve women party members except during those terms in which women are included on party lists. However, in most of the parliamentary terms, women MPs, including those from the ruling National Democratic Party, have been "ideologically homogeneous", holding the same political ideas. The difference between them rests on their political history, parliamentary culture and awareness, and the nature and depth of their links with the rest of society.

Second, the nature of parliamentary performance is centred on local issues, that is, both men and women MPs tend to address issues regarding the lack of basic services and infrastructure in society. There is a huge burden on MPs from their constituents to provide these services, and the performance of MPs is judged on this basis. Low incomes and the increase in poverty play an important role in the retreat of politics from parliament in favour of issues related to social services. Thus, the performance of women MPs reflects the prevailing situation in society and not the power of the women's movement, which is more progressive but which lacks the mechanisms of political pressure, especially in light of the fact that political parties still consider women's issues as secondary.

Despite these two factors, a number of women MPs have indicated that developments have been made in the performance of women parliamentarians. In the last elections in November 1995, 87 women ran as candidates, and the intervention of women MPs, particularly on issues affecting women's economic activity, has become more frequent.

[*] *Wahbi, Azza. 1995.* Al-Mar'a Al-Misriya Wa-l-Ajhiza Al-Tashri'iya *(Egyptian Women and Legislative Mechanisms). Cairo: Markaz Al-Bahuth wa-l-Dirasat Al-Siyasiya. pp. 1720.*

[*] *Farida Al-Naqash. 1994.* Tatawur Al-Musharaka Al-Siyasiya li-l-Mar'a Al-Misriya *(The Development of Women's Political Participation). Cairo: Faculty of Political Science and Economics. Cairo University. p. 12.*

Comparing the Activities of the Female Members of the Egyptian Parliament (People's Assembly) During the Second, Fourth, and Fifth Terms

	MECHANISMS USED	TYPE OF CASE	POLITICAL ISSUES	ECONOMIC ISSUES	SERVICES ISSUES	SOCIAL ISSUES
Second Term 1976/ 1979	legislative	proposals of a desire	1	--	1	
		proposal of decree legislations	1	--	--	--
		proposal of a bill	2	1	--	7
	censoring	requesting information	2	4	2	2
		requesting a debate	--	1	--	--
		questioning	1	12	15	23
		interpolation	1	2	4	--
		Total	8	20	22	32
Fourth Term 1984/ 1987	legislative	proposals of a desire	--	--	--	--
		proposal of decree legislation	--	--	--	--
		proposal of a bill	--	--	--	--
	censoring	requesting information	--	9	5	1
		requesting a debate	--	--	1	--
		questioning	5	49	40	16
		interpolation	--	--	--	1
		Total	5	58	46	18
Fifth Term 1987/ 1990	legislative	proposal of a desire	--	--	--	--
		proposal of a decree legislation	--	--	--	--
		proposal of a bill	--	--	--	--
	censoring	requesting information	--	--	--	--
		requesting a debate	--	1	1	--
		questioning	1	7	8	4
		interpolation	--	--	--	1
		Total	1	8	9	5

Source: Wahbi, Azza. ed. 1995. Al-Mar'a Al-Misriya wa-l-Ajhiza Al-Tashri'ya *(Egyptian Women and Legislative Mechanisms). Cairo: Markaz al-Buhuth wa-l-Dirasat al-Siyasiya*

Annex 6

UNDP Gender Thematic Trust Fund (GTTF)

About the Fund[43]

The UNDP's Thematic Trust Funds are used to achieve development goals. The funds enable donors to provide additional contributions for work in the UNDP focus areas and support the implementation of programmes at country, regional and global levels.

Through the Gender Thematic Trust Fund (GTTF), UNDP is focusing on gender mainstreaming in order to meet the challenges of reaching gender equality and achieving the Millennium Development Goals (MDGs). The GTTF supports programme countries in their efforts to mainstream gender throughout all of their programme work. It is intended to enable institutional and cultural transformation processes, including:

- eliminating gender biases in development frameworks and paradigms;
- incorporating gender awareness into policies, programmes and institutional reforms;
- involving men to end gender inequality; and
- developing gender-sensitive tools to monitor progress and ensure accountability.

In 2005, the GTTF received a contribution of US$5.5 million from the Government of the Netherlands. This contribution was in support of the Corporate Gender Strategy and Action Plan for 2005, which recognizes the need to strengthen and reinforce UNDP's internal capacity on gender mainstreaming. The funds have supported 45 Country Offices, four Regional Service Centers and five Headquarter units to follow a comprehensive set of activities for effective and systematic gender mainstreaming.

Detailed financial and activity reporting is done on an annual basis to donors and established UNDP monitoring and evaluation mechanisms are applied to Trust activities.

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[43] Source: UNDP GTTF website