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SPR Reading Guidance



Assistance to Egyptian returnees from Libya
Standard Project Report 2016

World Food Programme in Egypt, Arab Republic of (EG)

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Country Context and WFP Objectives



Country Context

Egypt is a middle-income country whose economy showed gradual improvement with a gross domestic product (GDP) growth rate of 4.3 percent in 2016 compared to an average of two percent during the 2013 to 2014 period [1]. Egypt is ranked 108 out of 188 countries in the 2014 United Nations Development Programme (UNDP) Human Development Index, up two ranks from 2013. Despite the relative political stability of the past three years, serious economic and social challenges remain, especially in rural areas.

In 2016, the Egyptian Government introduced a fiscal consolidation programme to restore financial stability to support economic growth. Starting in July, a series of economic reforms have been implemented, including the revision of the electricity subsidy reform, the transition from sales taxes to value-added taxes, the floating of the Egyptian currency, and a partial lift of the fuel subsidy. Collectively, these factors have contributed to increase prices of food and non-food items, affecting the purchasing power of the poorest and most vulnerable in the short term.

Between 2005 and 2016, the Egyptian population grew from 73 million to nearly 91.5 million people. National poverty rates have increased by 1.5 percentage points since 2013, with an estimated 28 percent of the population living under the poverty line, unable to meet minimum food needs. Poverty rates are particularly high in rural Upper Egypt, where 57 percent of the population fall below the poverty line [2].

Egypt's population has outpaced the agricultural production, and the country remains a net food importer. Today, Egypt's food security is threatened by limited water resources (current per capita water resources are 900m³), and arable land resources (only 3.5 percent of total land area), which are further threatened by desertification. Climatic

conditions such as temperature rise and high evapo-transpiration present a number of challenges for food production and food security. Upper Egypt stands to lose at least 30 percent of its food production by 2050 as a result of climate change impacts, including reduced crop and livestock productivity, increasing crop-water demand and reduced water use efficiency, and increasing pest and disease infestations.

Over the past decade, Egypt has made progress in reducing infant and child mortality. The country still suffers from high levels of child malnutrition, with 21 percent of children aged 6-59 months stunted, and 10 percent of those are severely stunted. Eight and a half percent of children aged 6-59 months are wasted and 5.5 percent have a low weight-for-age. Moreover, 70 percent of those aged 15 and above are overweight or obese [3]. Price increases in animal proteins, fruit, vegetables, and dairy products have reduced dietary diversity and increased the risk of micronutrient deficiencies. These nutrition problems can be linked to the limited access to nutritious food, poverty and low awareness among mothers on infant and young child feeding.

In the poorest areas of the country, particularly in Upper Egypt, 20 percent of children have never attended school, a further 13 percent are noted to drop out of school prior to completion. In Egypt, child labour is linked to poverty. A 2016 survey found that an estimated 7 percent of children aged 6-14 years are child labourers, mostly engaged in the agriculture sector, considered a hazardous occupation [4].

The Government of Egypt has made positive steps towards the promotion of gender equality in primary and secondary education at the national and local level. The empowerment of women and gender equality are often obstructed due to cultural norms in which women are seen to be responsible for taking care of the household and the well-being of the children, while men are mostly responsible for income generation. Women's illiteracy rate stands at 35 percent compared to 18 percent for men (UNICEF). Egypt is ranked 131 out of 155 countries in the 2014 UNDP Gender Inequality Index.

Egypt is host to 116,013 registered Syrian refugees and Palestinian refugees from Syria (UNHCR). Most of the refugees in Egypt live in vulnerable host communities where, following two decades of economic decline, national safety nets are already overstretched.

[1] UNDP, 2015

[2] National Household Income, Expenditure and Consumption Survey (HIECS), 2015

[3] Demographic and Health Survey (DHS), 2014

[4] UN Country Analysis, 2016

Response of the Government and Strategic Coordination

WFP has been in Egypt since 1968 to support the Government to improve food security, nutritional status and access to socio-economic opportunities amongst the most vulnerable segments of the population. This effort is aligned with Sustainable Development Goal (SDG) 2, to end hunger and all forms of malnutrition by 2030; and SDG 17, to revitalize the global partnership for sustainable development; and with WFP Strategic Objective 4, to reduce under-nutrition and break the intergenerational cycle of hunger. WFP activities are aligned with the national 'Egypt Vision 2030 Sustainable Development Strategy'.

As a response to food security challenges in Egypt, the Government spends large amounts on subsidy and social safety net programmes. The public safety net comprises conditional in-kind subsidies and ration cards. However, targeting criteria needs to be further enhanced, to ensure that subsidies reach only those for which this safety net is intended [1]. WFP complements national public safety nets through the provision of in-kind food, food vouchers and nutrition support to the most vulnerable segments of the population.

In its aim to achieve the 'Education for All' endeavour and to meet the 'Zero Hunger' goal, the Government focuses on strengthening and gradually expanding the National School Feeding Programme. School meals are integrated in the National Nutrition Policy and Strategy (2007-2017) which comprises a distinct component in the 'Strategic Plan for Pre-University Education: 2014-2030'. WFP provides technical assistance and capacity development activities to support the Government in the National School Feeding Programme. One example is the comprehensive situation analysis of national school feeding policies and systems carried out by WFP, in collaboration with the World Bank and the Government of Egypt, through the Systems Approach for Better Education Results (SABER). WFP complements the National School Feeding Programme, predominantly targeting community schools which are not covered by the Government's existing school feeding programme.

In 2008, the Government amended the Egyptian Child Law to include protection of children against child labour. WFP drafted a national action plan, upon the request of the Ministry of Manpower to provide technical expertise to the Government to translate the National Strategy to Combat Child Labour into a National Action Plan. The plan will

be presented and handed over to the Government for approval to start its implementation in 2017.

WFP provides technical assistance to the child labour policy dialogue on issues related to working conditions, employment and social policies. WFP, in collaboration with the United Nations Children's Fund (UNICEF), supports the establishment and operationalisation of child protection committees towards the implementation of activities aimed at combating child labour. WFP, in collaboration with its cooperating partners [2], provides training to teachers to improve their capacity to combat child labour through the 'Supporting Children's Rights through Education, the Arts and the Media' (SCREAM) training package developed by the International Labour Organisation (ILO).

Working in close collaboration with the Central Agency for Public Mobilisation and Statistics (CAPMAS), WFP provides financial and technical support to establish a Geospatial Portal for Food and Nutrition Security and Disaster Management (GPSD), which aims at providing the necessary information for food and nutrition security decision making.

WFP supports the most poverty-stricken and vulnerable governorates in Upper Egypt to adapt to potential reduction in food production caused by climate change in support of the National Agricultural Strategy (2012-2030). The activities are in line with the Egyptian National Adaptation Strategy, and draws in particular on the Agricultural Climate Adaptation Strategy, and the Water Resources Strategy 2020. WFP works in collaboration with the United Nations Industrial Development Organisation (UNIDO) in establishing agro-processing units that enhance economic stability for rural households and increase food security.

WFP provides food assistance to the most vulnerable Syrian refugees and Palestinian refugees from Syria in Egypt. As part of the inter-agency Syria Regional Refugee and Resilience Plan (3RP), and as leading agency of the Food Security Sector, WFP works in close collaboration with local, national and international organisations and with the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Relief and Works Agency for Palestine Refugees (UNRWA).

[1] World Bank, 2010

[2] Al Karama Foundation, Terre des Hommes, Sohag Community Development Association for Women and Children's Situations Improvement (SCDAWCI), Family and Environment Development Association (FEDA), Coptic Evangelical Organisation for Social Services (CEOSS), Key of Life, Future Business Women NGO.

Summary of WFP Operational Objectives

In line with the changing needs of the country since the political events in 2011, and the wider unrest within the region, WFP's strategy in Egypt has been to scale up operations from small scale development activities to longer term sustainable programmes. This strategy is aligned with the Sustainable Development Goals (SDGs) and with Egypt Sustainable Development Strategy, Egypt Vision 2030. WFP supports the Government to achieve its goals in reaching the people most in need through in-kind and cash-based transfers (CBT) food assistance in addition to capacity development and augmentation.

WFP's operations in Egypt aim to save lives and protect livelihoods in emergencies; strengthen the capacity of national institutions to respond to food security risks; enhance access to education and combat child labour; and build resilience of vulnerable groups.

Country Programme 200238 (2013-2017), approved budget USD 168 million, supports the Government to reach the people most in need more effectively and efficiently through four components: (1) strengthen national institutions that support food security through capacity development programmes and trainings; (2) enhance access to education and combat child labour through school meals and livelihood activities; provide technical assistance and capacity development for the Government in its effort to combat child labour; (3) build resilience of vulnerable groups through practical solutions on climate change adaptation and technical advice to the Government and cooperating partners; (4) support nutrition for pregnant and lactating women.

EMOP 200433 (2012-2016), approved budget USD 127 million, supported Syrian refugees and Palestinian refugees from Syria through monthly entitlement CBT through electronic and paper vouchers. This is aligned with the inter-agency Syrian Regional Refugee and Resilience Plan (3RP), led by the United Nations High Commissioner for Refugees (UNHCR).

EMOP 200835 (2015-2016), approved budget USD 6 million, assisted Egyptians fleeing the crisis in Libya. WFP provided CBT to the returnees in Upper Egypt. The main objective of the operation was to address the short-term food security needs of the target group and help them to reintegrate into their home communities in Egypt.

Country Resources and Results

Resources for Results

Unchanged from the previous year, WFP funding levels were overall adequate to meet the programme needs for 2016. Several multi-year donations ensured the sustainability of the programme, in particular for longer-term planning and capacity development, and resulted in a yet more strengthened relationship with the donors and the Government of Egypt. WFP increased communication and coordination with its donors, and gained greater visibility for its programmes through number of events organised together with its partners.

The role of private sector partners in Egypt has been a key success factor in implementing various activities, in particular school meals and food assistance-for-assets (FFA) activities. This resource mobilisation enabled WFP to successfully overcome the funding shortfall for FFA activities that was experienced in 2016.

Compared to the previous year, overall funding levels to assist targeted refugees from Syria improved. Considering the generous donor contributions as a result of the 2015 London Conference, the Syria Regional EMOP returned to its initially planned full monthly transfer value of USD 24.2 (instead of USD 17) as of March 2016.

Resources for the emergency operation assisting Egyptian migrants returned from Libya were limited and the resource mobilisation process took longer than anticipated. Consequently, the project implementation was delayed by 14 months and the project plan was adjusted to support the most vulnerable returnees in most appropriate and efficient way with the available resources. These were finally reached in July with a one-off distribution of three months entitlements.

WFP has reviewed its standard operating procedure (SOP) and introduced a field-level agreement (FLA) tracking tool for improved management of FLAs. The SOP addresses challenges experienced including the approval of non-governmental organisations (NGOs) by the Government, timely settlement of advances, disbursement of the monthly due payments, and the evaluation of partnerships. The newly developed SOP enhanced cost-efficiency of implementation.

WFP expanded its cash-based transfer (CBT) modality to allow for a wider variety of nutritious and staple food basket items, greater choice to households in meeting their needs. Moreover, utilising voucher modality instead of in-kind transfers has lowered costs by eliminating transportation and storage as well as reducing overhead operational costs in the longer term, enabling WFP to make its operation more cost efficient and far-reaching.

In 2016, WFP improved the data collection process under the school meals project from manual to tablet based data collection for monthly attendance tracking. This new method ensures a more efficient and swift transfer of attendance information. WFP is continuously updating the tool with additional functionality and ensures that its partners are well trained on the tool.

A Structure and Staffing Review (SSR) undertaken during 2016 recommended to improve organisational structure in the context of the increased operational needs. This led not only to increased WFP staff capacity but to an improved resource allocation strategy. Moreover, WFP expanded its roster for different functional units enhancing timely recruitment.

Achievements at Country Level

Based on needs and vulnerability assessments, WFP successfully expanded its activities in 2016, including the assistance to refugees from Syria, food assistance for assets (FFA), and school meals, reaching 1.1 million people. This number equals 92.9 percent of the plan and includes 40,000 additional beneficiaries as compared to 2015.

In support and alignment with the Government of Egypt's strategy, WFP complemented national social safety nets through the provision of in-kind food, cash-based transfer (CBT) and nutrition support to the most vulnerable segments of the population. In 2016, WFP reached 963,853 school children and their family members through both modalities.

Building on the successful initial phase of implementation, WFP expanded its CBT modality from two to six governorates to reach 75,000 children and their family members. This amounts to 20 percent of all conditional food entitlements under the school meals project. The CBT modality allows for a wider variety of nutritious food basket items, allowing beneficiaries greater choice in meeting their household needs despite fluctuations in both the availability and the prices of goods in the market. Based on Vulnerability Assessment Monitoring, on average, reference food baskets included 25 percent more calories and 50 percent more protein than in-kind food

entitlements.

At the same time, WFP increased its assistance to more refugees from Syria by 24.5 percent in 2016, assisting a total of 74,892 refugees by the end of the year.

In response to climate change induced and chronic food insecurity, WFP improved assets of 16,065 vulnerable people in Bedouins communities against the planned 13,680 people under its FFA activities. Men were involved in agriculture and literacy activities while women were trained in health, nutrition, literacy and income-generation activities. Moreover, WFP built resilience of 13 communities in southern Egypt to climate shocks. WFP supported people to improve agricultural practices that significantly contribute to building resilience of staple crops. Moreover, the project expanded adoption of improved irrigation techniques and empowered community organisations to further strengthen community management of water and land resources.

WFP developed an early warning system to provide recommendations to reduce losses of wheat, sorghum and sugar cane in cases of extreme weather events. WFP diversified income sources through small livestock and poultry loans. In addition, WFP trained government focal points in the utilisation of the early warning system and services developed. To ensure sustainability of the outcomes, WFP conducted a series of field visits and workshops to introduce policy makers to the results of the project interventions and to promote integration of interventions into national programmes.

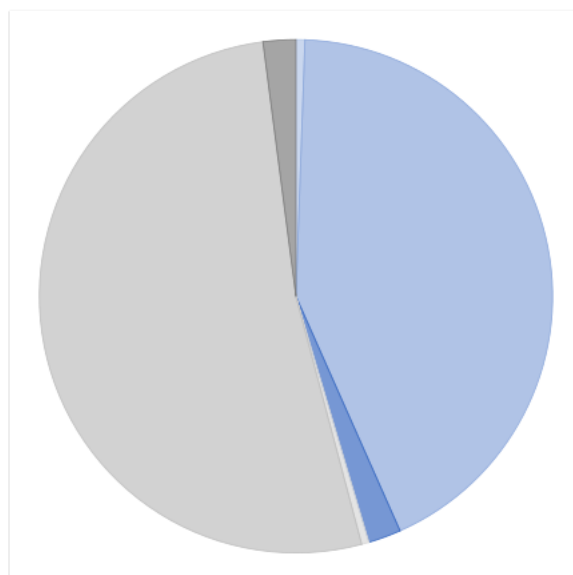


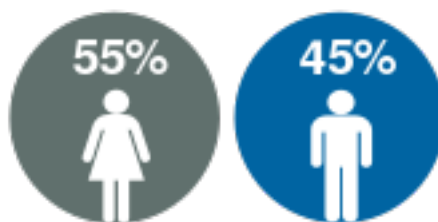
Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	6,038	5,055	11,093
Children (5-18 years)	460,781	560,762	1,021,543
Adults (18 years plus)	22,151	22,141	44,292
Total number of beneficiaries in 2016	488,970	587,958	1,076,928

Country Beneficiaries by Gender and Age

- Children (under 5 years)
- Children (5-18 years)
- Adults (18 years plus)
- Children (under 5 years)
- Children (5-18 years)
- Adults (18 years plus)





Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Country Programme	10,812	1,068	-	3,776	-	15,656
Total Food Distributed in 2016	10,812	1,068	-	3,776	-	15,656



Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Country Programme	-	1,267,076	-
Regional EMOP	-	19,231,212	-
Single Country EMOP	-	843,623	-
Total Distributed in 2016	-	21,341,912	-

Supply Chain

Egypt, being a middle-income country, does not have a separate budget for land, transport, storage and handling (LTSH) and therefore all project food requirements were produced and procured locally under delivered at place (DAP) terms. This ensured that suppliers were responsible for delivering commodities in good condition up to the final delivery point, including to non-governmental organisations (NGOs) warehouses or schools. Locally produced and procured commodities offered value for money compared to imports and their delivery time was shorter. WFP contracted over 16,821 mt (at a value of USD 13.5 million) of fortified date bars, rice, fortified vegetable oil and fortified wheat flour.

WFP managed to keep food losses low and ensured that the right food, in good quality, reached beneficiaries. In order to mitigate the risk of food losses, WFP provided NGOs with on-site training on food storage and handling to ensure proper food management, including regular visits to partners' warehouses, improved planning of deliveries and distribution and enhanced food quality management.

Moreover, the WFP food tracking systems from planning to procurement, delivery and final distribution, including maintaining daily food movements, daily stock positions and quality control mechanisms, contributed to the mitigation of losses. These measures were based on applying best practices according to WFP's standards and procedures.

WFP worked closely with suppliers and inspection companies to enhance their capacities with attention to quality and hygiene practices, and efficiency in production lines. Training sessions were conducted for food handling and inventory management targeting public school and NGO staff.

Despite these best practices, WFP lost a total of 130 mt (0.007 percent of total food commodities) of food commodities at the cooperating partner warehouses, including rice, fortified date bars and fortified vegetable oil. Reasons for this loss include cargo infestation due to weather and storage conditions and food arrivals with short shelf-life and near expiry dates. To reduce future losses, WFP enhanced the demand planning accuracy through supply chain working group to reduce overstocking and overlong stocking. WFP also reformed delivery plans, delivery schedules and truck payload in order to minimise damages of goods in transit. Monthly refreshment on-job sessions on food handling and warehousing practices are being held at cooperating partners' premises to augment their capacities of handling, pest control and storage of food items in warehouses.

Due to significant shocks in the local market, WFP faced two pipeline breaks. In the first half of the year the country faced an unprecedented shortage of paddy rice in the local market which increased the commodity price by almost 30 percent. As a result, WFP had to cancel two contracts while a new tender was immediately floated to resume rice deliveries. WFP succeeded in negotiating two contracts with the Ministry of Supply to source alternative supplies of rice, receiving 3,544 mt of rice to cover the requirements until post-harvest season in September when rice returned to the market.

In the second half of the year, Egypt faced continuous and steep devaluation of its currency against the USD, while inflation rates continued to rise. Market prices changed on a daily basis not only for commodity prices but also for packaging, fuel, electricity and non-food items which posed a significant challenge to tender from local suppliers without risking default. As prices soared, the availability of commodities was threatened and directly impacted the purchase and delivery of all food commodities under WFP operations.

To mitigate the risk of stock shortages in the market, WFP expanded storage capacity at all cooperating partner warehouses in 16 governorates to preposition stock for four months. This allowed WFP to secure stock, allowing time to assess the market trends and look into alternative procurement options. The WFP Supply Chain Team established regular planning sessions and weekly operation meetings with all stakeholder units to plan for upcoming tenders, to assess and discuss risks and mitigation measures.

To increase the efficiency of food purchases and overcome the challenges faced, WFP developed new customised processes, significantly decreasing the risk of delays in procuring food commodities. This process starts from demand planning to programming funds. The new process improved the way WFP plans the food operations and resulted in cutting the lead time between supplier selection and raising purchase orders by over two weeks.



Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
High Energy Biscuits	4,529	-	4,529
Rice	10,938	-	10,938
Vegetable Oil	1,172	28	1,199
Wheat Flour	156	-	156
Total	16,794	28	16,821
Percentage	99.8%	0.2%	

Implementation of Evaluation Recommendations and Lessons Learned

An independent centralised midterm evaluation was conducted during three weeks in March by the external consultant company “Tango International” to assess WFP Country Programme (CP 200238). Field missions were conducted in 10 governorates by the evaluation team to assess the implemented activities.

WFP Egypt is one of eight WFP country offices that implements a climate change adaptation (CCA) programme funded by the Adaptation Fund. In the external mid-term evaluation for 'Building Resilient Food Security Systems to Benefit the Southern Egypt Region Project', it was noted that the project is of a strategic value where its effects surpassed the achievement of direct outputs. Reflecting on best practices, challenges faced, and lessons learned, WFP extended the duration and strategically scaled up the climate change programme as recommended by the evaluation team. CCA activities were implemented in six additional villages in five governorates. Activities implemented included awareness sessions, soft skills- and the provision of technical training on inter-cropping techniques, raised-bed cultivation, efficient irrigation techniques, and alternative fodder production, to the targeted population and cooperating partners.

WFP developed the 'Community Hub' concept which aims at transforming community schools into centres for knowledge and learning. These hubs will empower teachers and communities with tools to access information to improve the lives of their children and themselves, ultimately contributing to greater social stability and resilience. This project concept is in line with the evaluation team recommendation to develop and implement an integration strategy with a pilot integrative community focused programme to promote synergies between activities and partners. The pilot project is planned to start in 2017.

To expand the Decision Support Capacity (DSC) of WFP monitoring and evaluation, as recommended by the evaluation team, WFP thoroughly reviewed the current indicators and introduced the Field Monitoring Observation Matrix. This matrix serves as a tool to enhance operational monitoring by illustrating findings to the programme units and all owing them to provide instant feedback and corrective actions when needed.

Moreover, WFP has taken preparatory steps through assessing and reviewing the monitoring and evaluation system and the supply chain for the National School Feeding Programme. These actions are in line with the evaluation's recommendation to develop a plan and strategy to support the Ministry of Education and the Ministry of Social Solidarity in 2017.

WFP adopted the 'Gender Mainstreaming Action Plan 2015-2017' and the 'Preliminary Gender Map of Egypt Country Office' and took the first steps towards implementing the gender action plan. This was aligned with the evaluation's recommendation to adopt both documents in WFP's plans. WFP has actively contributed to the United Nations Country Team (UNCT) gender scorecard exercise, led by United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and United Nations Development Programme (UNDP). All the gender-related activities are aligned with the evaluation recommendations

In mid-September, an external Results Oriented Monitoring (ROM) mission on the European Union funded project 'Enhancing Access of Children to Education and Fighting Child Labour in the Arab Republic of Egypt' took place. The main objective of the EU-led mission was to evaluate the project by identifying challenges and how to overcome them.

The mission recommended to develop a joint strategy for combating child labour and enhance the collaboration with the International Labour Organisation (ILO), the United Nations Children's Fund (UNICEF) and relevant government counterparts based on the technical expertise of each stakeholder involved. WFP and UNICEF representatives have signed a matrix of collaboration which identifies joint and complementary activities related to child protection, education, and nutrition. WFP drafted a joint action plan with the Ministry of Manpower. WFP and ILO have laid ground for a collaboration and discussions on a joint strategy will continue in 2017.

WFP support to Egyptian Geospatial Information Portal

As part of its government capacity development activities contributing to enhancing the food security situation of vulnerable households in Egypt, WFP provided financial and technical support to establish a Geospatial Portal for Food and Nutrition Security and Disaster Management (GPSD). This knowledge-sharing platform developed in collaboration with the Central Agency for Public Mobilization and Statistics (CAPMAS), offers shared information that enables access to the necessary evidence and consequently allows addressing food and nutrition issues effectively.

The Geospatial Portal employs the most recent geographic information system (GIS) techniques for representing and analysing the system of official statistics, and utilises the open data approach, which allows the different users and stakeholders to download the stored statistics and gain full support from it. For instance, the number of the population 2017 can be accessed to be used in planning and targeting activities for development projects and programmes. The ultimate objective of the portal is to provide knowledge-support to the Government, national entrepreneurs, national and international investors, and development partners in the areas of sustainable development.

In January, the technical implementation of the Geospatial Portal had started at CAPMAS through the partnership with WFP and engagement of the local private sector, represented by Esri North East Africa (Esri NEA), as the leading GIS service provider in Africa and the Middle East.

This project represents a new phase of the long partnership between CAPMAS and WFP which began in 2010. By then, WFP supported CAPMAS in enhancing the national Household Income and Expenditure Survey (HIECS). In 2015, WFP assisted CAPMAS to develop the capacity of its research staff to perform basic food security analysis using the Statistical Package for the Social Sciences (SPSS) system.

To ensure the sustainability of the project, CAPMAS staff was closely involved in the development of the Geoportal. In this regard, developers, geo specialists, graphic designers, database administrators, information technology (IT) specialists, as well as statisticians benefited from comprehensive capacity development activities. This approach enables the CAPMAS team to advance the project, aligning with future demands.

The Egyptian Geospatial Information Portal was launched at the National Conference on Food Security and Nutrition Statistics that took place in November in Cairo, with the participation of WFP. Subsequently, the portal was honoured with the 2016 8th Smart Gov Awards in the category of E-Gov services in Egypt from the Excellence Award Academy (EAA). Considered as one of the top award programmes in the Middle East, the Excellence Award Academy aims at encouraging designers and developers in the E-Gov and E-sector to raise the standards of websites and social media in Arab countries to meet international standards.

The Geospatial Portal is, furthermore, nominated for the Pan Arab Excellence Awards to compete among the Gulf Cooperation Council (GCC) and the Middle East for the Diamond Award, as well as the IT Man and Telecommunication Man of the Year 2017.

Project Objectives and Results

Project Objectives

The emergency operation (EMOP 200835) provided immediate support for Egyptian returnees who have been adversely affected by the Libyan crisis and who suffer food insecurity and associated socio-economic deterioration.

Egyptian nationals represent a large portion of foreign labourers in Libya, most of them men working in agriculture, oil and gas, and construction. According to the Ministry of Foreign Affairs of Egypt (2015), Libya hosts 1.6 million Egyptians. Due to the escalation of armed conflict inside Libya, violence against Egyptian migrant workers, and especially following the execution of 21 Egyptian citizens in 2015, thousands of Egyptians have been forced to leave their jobs and belongings, and return to Egypt.

In August 2014, nearly 50,000 Egyptians arrived at the Musaid-Salloum border crossing. The Egyptian Government projected that the number of economic migrants returning to Egypt would reach as much as 500,000 people by the end of 2015. Returnees arrive in Egypt with limited means of subsistence and face the challenge of finding employment. Most returnees are low-skilled labourers, usually men of rural Upper Egypt whose villages of origin have few economic prospects.

WFP provided food assistance in the form of cash-based transfers (CBT) to 21,281 vulnerable and food-insecure Egyptian returnees in a context of rising food prices and an overstretched social and economic system with high unemployment rates.

The emergency operation is aligned with Strategic Objective 1 to save lives and protect livelihoods in emergencies and with the United Nations Sustainable Development Goal 2 to end hunger, achieve food security and improved nutrition, and promote sustainable agriculture. The overarching goals of the project were to: Save lives in emergencies and reduce acute malnutrition caused by shocks below emergency levels; and reach returnees and the communities whose food and nutrition security had been adversely affected by shocks.



Approved Budget for Project Duration (USD)

Cost Category	
Direct Support Costs	545,769
Indirect Support Costs	392,831
Cash & Voucher and Related Costs	5,066,098
Total	6,004,698

Project Activities

Strategic Objective: save lives and protect livelihoods in emergencies.

Output: Food assistance through cash voucher transfers provided to the most vulnerable Egyptian returnees from Libya.

Activity: Distribution of paper vouchers

WFP provided cash-based transfers (CBT) through the paper-based voucher delivery mechanism to vulnerable Egyptian returnees in Upper Egypt. People assisted could redeem their paper voucher in one of the predetermined retailers within their communities. The CBT modality helps to restore a sense of normalcy and dignity to the lives of returnees by allowing them to purchase foods of their choice and thereby meet their individual consumption and nutritional needs more effectively.

Resource mobilization efforts have proven to be extremely challenging in the specific regional context prone with several emergency operations such as in Syria, Yemen, and Iraq. WFP collaborated with the Government of Egypt

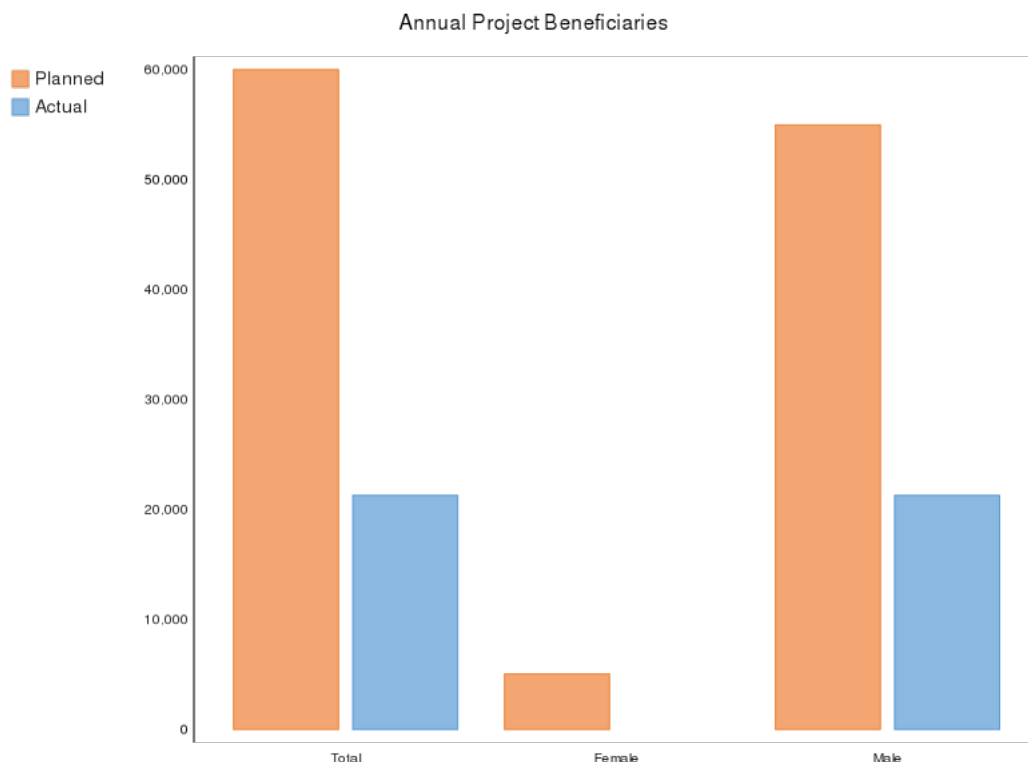
in its efforts to mobilize the necessary funds for the implementation of the planned activities. However, this process took longer than anticipated and the resources received were limited compared to the project needs. Consequently, the project implementation was delayed by 14 months and the project plan was adjusted to target the most vulnerable returnees most effectively with the available resources.

The vulnerability assessment conducted by the Ministry of Manpower identified 21,281 men returnees out of the originally planned 60,000 as the people most in need of food assistance. These men originate from Sohag Governorate where WFP distributed CBT cards in four districts during the month of July. Due to the increased inflation rate in food prices and the overall inflation rate in consumer prices in 2015 (CAPMAS, 2015), WFP increased the voucher value from USD 10 to USD 13. Moreover, in order to provide these returnees with the most needed assistance without further delay, WFP distributed the vouchers in one single month with one voucher of USD 39 per person, rather than over a period of three months with USD 13 per person per month.

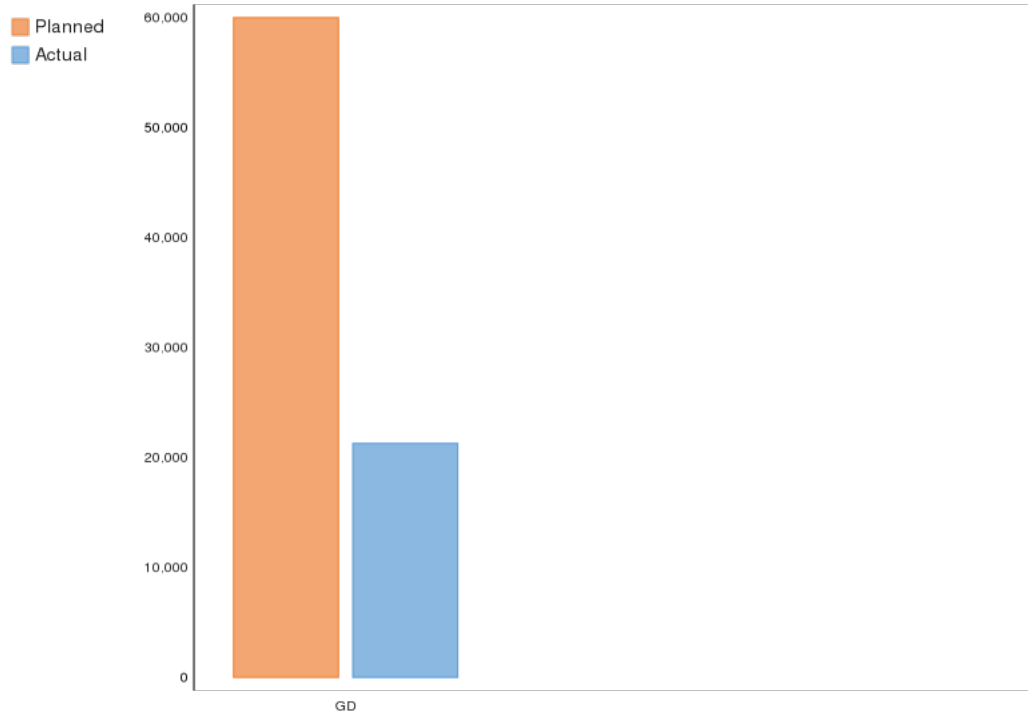
Rural Upper Egypt is the poorest region in the country with more than two-thirds of the total chronic poor population in Egypt living in that region (HIECS, 2013). Out of five governorates accommodating the returnees, Sohag is the governorate with the highest number of registered Egyptian returnees from Libya. Sohag is amongst the top two governorates in terms of prevalence of food insecurity in Egypt where 46.9 percent of the inhabitants are food insecure (52 percent in rural areas, 26.9 percent in urban areas). Furthermore, poverty rates in 2015 show that Sohag has, along with Assiut, with 66 percent, the highest poverty rate in Egypt. 227 of the poorest 1,000 villages are concentrated in Sohag, whereas 59 villages out of the poorest 100 belong to Sohag alone (WFP, 2015).

WFP carried out a retail assessment in targeted retail markets in 11 districts in Sohag governorate with the aim to assess retailer’s capacities and identify the most appropriate retailers with which to collaborate. The assessment sought to understand the commercial supply chain’s capacity and the capability of retailers to absorb the increased demand and reliably transfer large quantities of food required for an emergency operation. WFP verified the appropriate food quantities, the prices and the installation of the purchasing order service (POS) machines to ensure a smooth process.

Moreover, WFP conducted a two-day training with retailers prior to the distribution. The training explained the CBT process and feedback mechanism, as well as the humanitarian principles of humanity, neutrality, and impartiality when providing assistance to people in need.

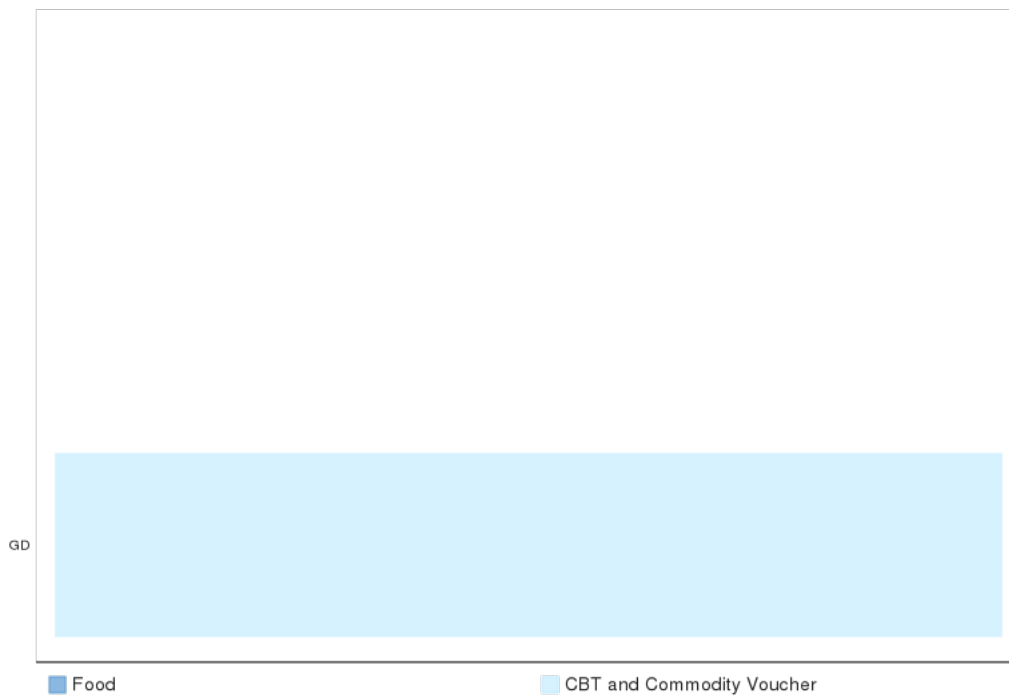


Annual Project Beneficiaries by Activity



GD: General Distribution (GD)

Modality of Transfer by Activity



GD: General Distribution (GD)

Cash Based Transfer and Commodity Voucher Distribution for the Project (USD)

Modality	Planned (USD)	Actual (USD)	% Actual v. Planned
Cash	2,340,000	-	-
Value Voucher	-	843,623	-
Total	2,340,000	843,623	36.1%

Operational Partnerships

WFP worked in close collaboration with the Government of Egypt in planning and implementing the emergency operation. WFP has been joining forces and coordinating efforts with the Ministry of Foreign Affairs to mobilize the necessary resources to start implementation of activities. The Ministry of Manpower and its directorates at the governorate level were WFP's main governmental counterpart in the implementation of the emergency operation. In consultation with the local community representatives, the Ministry of Manpower and WFP collaborated in identifying, locating and registering the most vulnerable returnees and in distributing the vouchers to the people in need.

In order to allow for an effective medium to longer term takeover of the project by the Government of Egypt, WFP provided training to government officials on the voucher distribution process, post-distribution monitoring and assessments.

Given the delayed start of the operation by 14 months due to the prolonged resource mobilisation process, many returnees had changed their contact details and locations registered by the Government of Egypt in 2015. Consequently, WFP, with the strong support of the local Ministry of Manpower, authorities retrieved and verified the personal data of 21,281 returnees in order to inform them about the assistance processes. Apart from phone calls and door-to-door visits, WFP successfully reached the targeted population through local radio announcements, and announcement of its assistance in mosques, churches and main squares.

Local Ministry of Manpower authorities and community leaders were valuable partners in the distribution and validation of the paper vouchers. In order to provide a secure environment to the beneficiaries at the distribution sites, WFP cooperated with national security forces from Sohag Governorate.

WFP worked in collaboration with a financial service provider, Fawry, in redeeming the vouchers in 40 contracted small retailers in the targeted communities. This partnership has proven to be valuable and reliable not only under the emergency operation but also for WFP Egypt's school meals programme. As local retailers had no prior experience with the voucher modality, WFP provided training on voucher redemption, use, risks and mitigation measures as to assure that the beneficiaries would receive the much needed assistance flawlessly.

Performance Monitoring

WFP, in collaboration with the Ministry of Manpower, carried out four field visits to Sohag to develop the project design, conduct a risk assessment and lay out mitigation measures. In order to oversee and monitor the operation, four WFP field monitors and six WFP food aid monitors were stationed temporarily in all four districts of Sohag Governorate. Through rapid assessments and validation exercises, WFP monitors pointed out potential operational risks which were mitigated and solved directly on site before the start of the operation.

One example was that some beneficiaries did not know how redeem their vouchers. As a consequence, WFP staff gave particular emphasis on explaining the redemption process in person and through simplified graphic leaflets. WFP monitors, furthermore, made sure that retailers's prices were fixed throughout the redemption period in order to omit any form of financial exploitation of the food vouchers.

After the distribution, WFP conducted a service and redemption assessment to ensure that there were no fraud cases and assessed the needs and satisfaction of the people assisted. Some minor attempts of misconduct using vouchers were reported. Those retailers responsible for attempted misconduct were immediately removed from WFP retailers list.

Results/Outcomes

In line with the operation's main objective to provide food assistance to Egyptian returnees from Libya, WFP assistance was essential in maintaining the food security of Egyptian returnees. However, in 2016, WFP faced a severe funding shortfall impacting the assistance provided to Egyptian returnees. In order to best utilize available funds, WFP targeted the most vulnerable returnees, ensuring the efficient use of resources.

Hence, WFP assisted 21,281 men from 11 districts in Sohag Governorate in Upper Egypt. These men returnees were day labourers, most of them working in agriculture, oil and gas and construction in Libya. These men returned to Sohag Governorate, which has one of the highest poverty rates in Egypt and therefore offers few economic prospects.

Given the high level of vulnerability in Sohag Governorate and in Upper Egypt in general it is crucial that the poorest and most vulnerable Egyptians continue to receive food assistance and longer term support.

Progress Towards Gender Equality

Egyptian returnees from Libya are predominantly men who have been working in the agriculture, construction and services sector in Libya for years. Hence, all people assisted by WFP were male heads of households who have lost their jobs and assets back in Libya and are left with limited income opportunities. Many of those men have travelled illegally with no registration documents and are not entitled to government compensation for the loss of their jobs. However, food assistance through paper vouchers indirectly also benefited the household members of these vulnerable returnees.

While the vouchers were issued in the name of the male head of household, it was in 30 percent of the cases the wife that came to collect the voucher at the distribution site, accompanied by a male family member in line with local customs. In the redemption process the percentage of female family members being present, next to their husbands, increased to about 60 percent. This indicates that women have a significant say in how the voucher is being redeemed.

Protection and Accountability to Affected Populations

In preparation of the voucher distribution, WFP in collaboration with the Ministry of Manpower, delivered flyers explaining the redemption process, information and contact details of retailers where the vouchers can be redeemed, details about the food basket and validity of the voucher. Other channels used by WFP to spread the information were local radio, mosques, churches and main squares.

Moreover, in line with local customs, WFP briefed community leaders from all four districts in Sohag on the assistance, distribution and redemption processes. Subsequently, these community leaders acted as a traditional communication channel to reach the local population. This channel was particularly helpful in reaching those returnees that could otherwise not be located or reached.

The dissemination of information on the distribution process through public communication channels attracted people's interest in WFP food assistance in Sohag Governorate, being one of the poorest and most food insecure governorates in Egypt. In order to avoid tensions and protect beneficiaries, WFP collaborated with national security officers in securing the distribution site.

WFP provided a direct feedback mechanism to people assisted through a hotline two months prior and two months after the distribution. The majority of feedback was related to the exclusion of individuals from the originally planned 60,000 returnees and to the need for longer term assistance as well as on technical issues related to the purchasing order service (POS) devices. WFP staff followed up on every feedback in order to provide effective support to the people. Every feedback was analysed and compiled in a final report.

In order for the operation to run efficiently, WFP followed up with retailers and beneficiaries on a daily basis throughout the operation.

Journey Back Home

Atef Mohammed Salah, 36 years old is one of many Egyptians who moved to Libya as migrant workers due to the lack of employment opportunities in their governorate of origin in poor Upper Egypt. Atef left Sohag governorate for the city of Benghazi in Libya in 2009 where he labored in construction, sending his earnings back to his family each month. "To support my wife and four children, I had no other option but to move to Libya, even if that came at the cost of not seeing them for a long time", he told WFP.

Starting in 2011 the conflict escalated and violence towards Egyptians increased drastically in Libya. "We were scared to leave the house after 5 pm," said Atef, explaining that Egyptians were often beaten up, robbed and insulted in streets. "After the execution of 21 Egyptians in early 2015 everyone knew that it was high time to return home", adding that he was just waiting for the right moment to leave.

One night, Atef gathered his belongings and fled with only one goal in mind - reaching the border. "I feared for the existence of my family if I would not find a job back home, but I knew that I had no choice if I wanted to survive." Squeezed in the back of a truck with 30 other Egyptian returnees, Atef held his breath through several checkpoints on the demanding journey to Musaid-Salloum border.

"I arrived at the border without anything - all my belongings, all my savings, every penny, was ransacked along the way." From the border it took Atef another day to reach Sohag Governorate. Hungry, thirsty and exhausted from the journey he finally closed his arms around his family that he hadn't seen in over four years.

Like the majority of Egyptian returnees from Libya, Atef faced serious challenges in securing the basic needs for his family upon his arrival. He was forced to reach out to his friends for financial assistance and worked as a daily labourer to make ends meet. Every day was a struggle. One day, Atef was just about to leave the mosque after prayers when he heard an announcement through the speakers that WFP will provide food assistance to Egyptian returnees from Libya. "I ran all the way home to bring the good news to my family - the first good news since my return."

Being among the 21,281 most vulnerable Egyptian returnees, Atef received a cash voucher with a value of USD 39 from WFP that allowed him to secure the most basic nutritional needs for three full months, indirectly also supporting his family. This included rice, wheat, sugar, beans and oil. "For me it was not simply the food assistance that I highly appreciated but also the respect and recognition that I was not forgotten when I needed help the most. WFP made a difference in my and my family's lives and we wish that more support will be possible in the future."

Figures and Indicators

Data Notes

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Egyptian Returnee receives voucher, Sohag Governorate, Egypt.

Overview of Project Beneficiary Information

Table 1: Overview of Project Beneficiary Information

Beneficiary Category	Planned (male)	Planned (female)	Planned (total)	Actual (male)	Actual (female)	Actual (total)	% Actual v. Planned (male)	% Actual v. Planned (female)	% Actual v. Planned (total)
Total Beneficiaries	54,960	5,040	60,000	21,281	-	21,281	38.7%	-	35.5%
By Age-group:									
Adults (18 years plus)	54,960	5,040	60,000	21,281	-	21,281	38.7%	-	35.5%
By Residence status:									
Returnees	-	-	-	21,281	-	21,281	-	-	-
Residents	54,960	5,040	60,000	-	-	-	-	-	-

Participants and Beneficiaries by Activity and Modality

Table 2: Beneficiaries by Activity and Modality

Activity	Planned (food)	Planned (CBT)	Planned (total)	Actual (food)	Actual (CBT)	Actual (total)	% Actual v. Planned (food)	% Actual v. Planned (CBT)	% Actual v. Planned (total)
General Distribution (GD)	-	60,000	60,000	-	21,281	21,281	-	35.5%	35.5%

Annex: Participants by Activity and Modality

Activity	Planned (food)	Planned (CBT)	Planned (total)	Actual (food)	Actual (CBT)	Actual (total)	% Actual v. Planned (food)	% Actual v. Planned (CBT)	% Actual v. Planned (total)
General Distribution (GD)	-	60,000	60,000	-	21,281	21,281	-	35.5%	35.5%

Participants and Beneficiaries by Activity (excluding nutrition)

Table 3: Participants and Beneficiaries by Activity (excluding nutrition)

Beneficiary Category	Planned (male)	Planned (female)	Planned (total)	Actual (male)	Actual (female)	Actual (total)	% Actual v. Planned (male)	% Actual v. Planned (female)	% Actual v. Planned (total)
General Distribution (GD)									
People participating in general distributions	54,960	5,040	60,000	21,281	-	21,281	38.7%	-	35.5%
Total participants	54,960	5,040	60,000	21,281	-	21,281	38.7%	-	35.5%
Total beneficiaries	54,960	5,040	60,000	21,281	-	21,281	38.7%	-	35.5%