

EGYPT

STRATEGY FOR STRENGTHENING ACCOUNTABILITY AND EVIDENCE-BASED POLICYMAKING IN DEVELOPMENT PLANNING PROCESSES IN EGYPT

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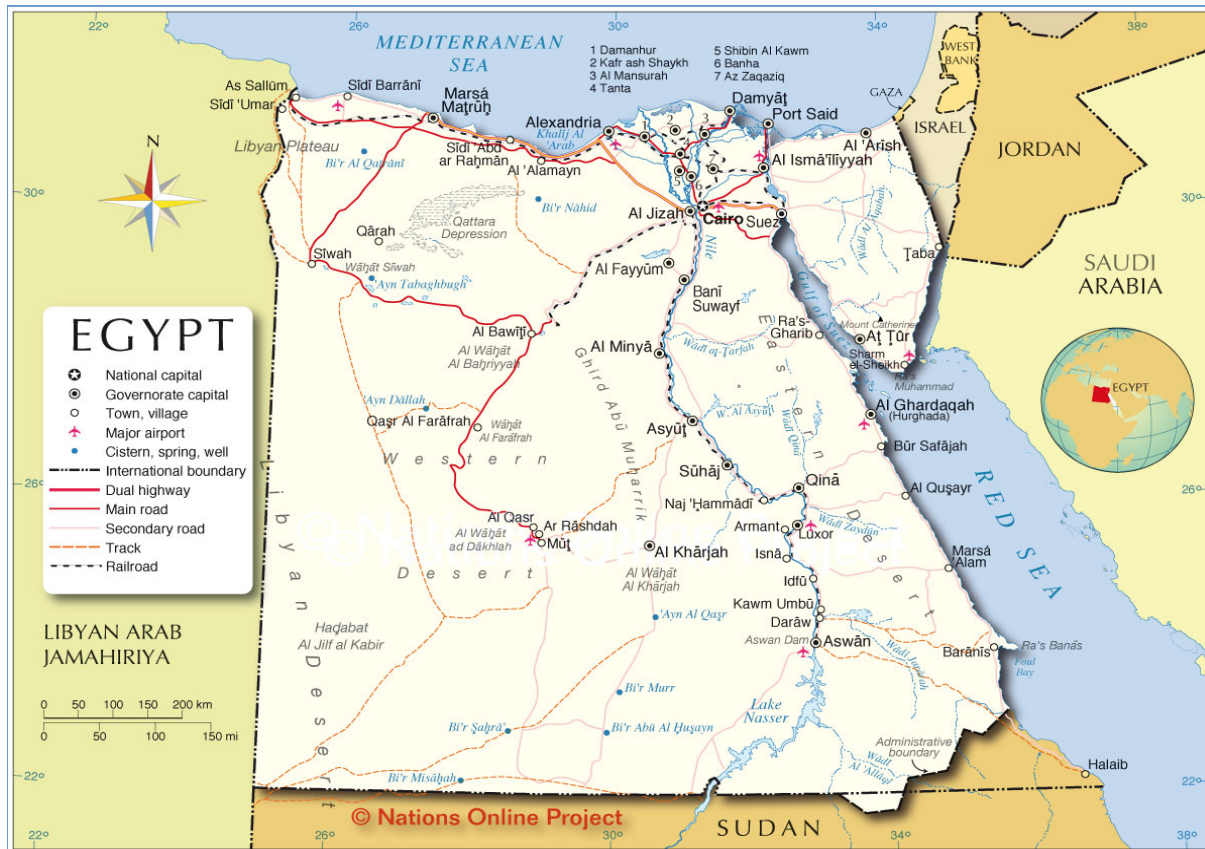
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Acronyms and Abbreviations

CAPMAS	Central Agency for Public Mobilization and Statistics
CSO	Central Statistical Office
CDD	Capacity Development Division
CPs	Cooperating Partners
DA	Development Account
DATTP	Development Account Tenth Tranche Project
INP	Institute of National Planning
M&E	Monitoring & Evaluation
MISs	Management Information Systems
MNDP	Ministry of National Development Planning
MPSAs	Ministries, Provinces, Spending Agencies
MOPMAR	Ministry of Planning, Monitoring and Administrative Reform
MTEF	Medium Term Expenditure Framework
NDP	National Development Plan
NGOs	Non-Governmental Organizations
NPFs	National Performance Frameworks
NSDS	National Strategy for the Development of Statistics
NSF	National Statistics Framework
NSO	National Statistical Office
RECs	Regional Economic Communities
SSSPs	Sector Statistics Strategic Plans
SWOT	Strengths, Weaknesses, Opportunities and Threats
TASC	Tool for Assessing Statistical Capacity
UN	United Nations
UNECA	United Nations Economic Commission of Africa

MAP OF EGYPT



Source: http://1.bp.blogspot.com/-GbMkgX6Towg/T9iM48GoZsI/AAAAAAAACjw/Y6_wwF9W4e4/s1600/Egypt-Map.jpg

Egypt is located in the northern part of the African continent. Egypt's latitude and longitude is 30° 06' N and 31° 25' E, Egypt covers 995,450 square kilometres of land and 6,000 square kilometres of water, making it the 30th largest nation in the world with a total area of 1,001,450 square kilometres. Egypt became an independent state in 1831, after gaining its sovereignty from Turkey. The population of Egypt is around 94.8 million (2017) and the nation has a density of 84 people per square kilometre. Egypt is predominantly desert. Only 35,000 square kilometres, which is about 3.5 percent of the total land area--are cultivated and permanently settled. Most of the country lies within the wide band of desert that stretches from Africa's Atlantic Coast across the continent and into southwest Asia. Egypt's geological history has produced four major physical regions: the Nile Valley and Delta, the Western Desert (also known as the Libyan Desert), the Eastern Desert (also known as the Arabian Desert), and the Sinai Peninsula. The Nile Valley and Delta is the most important region because it supports 99 percent of the population on the country's only cultivable land.

CHAPTER 1: BACKGROUND TO THE STRATEGY

1.1. Introduction: Purpose and Value-Added of the Strategy

The background to the articulation of this National Strategy is in response to the country's development aspirations, majorly the Vision 2030. Based on the case study report which discusses the challenges confronting the country in its development planning efforts, among which are *inter alia*: the weak linkages between policy cycle and financial cycle; shortage of development planning expertise, limited participation of the private sector in development planning processes, and the failure in aligning the budget planning and the Sustainable Development Strategy (SDS) 2030.

Failure to adequately strengthen and implement accountability frameworks and evidence-based policy making and planning in development planning has remained one of the acute problems from the advent of development planning in Egypt. Thus, the rationale for the articulation of this Strategy is in smart response to the issues, findings and recommendations generated from Egypt's development planning and statistics case studies and stakeholders' engagements. In other words, this Strategy is underpinned by an evidence-based and data-driven policy-making approach, which relies on building credible accountability frameworks into the planning process with specific milestones and targets that can be verified, measured and monitored. Thus, this serves as the value addition of this Strategy over other currently existing strategy documents in Egypt.

It is relevant to state that a unified approach in development planning results in horizontally and vertically integrated national plans, thereby facilitating unity among various organizations in relation to resource sharing and successful implementation (US Department of Homeland Security, 2016).

The rationale for this Strategy lies in its value add in propelling the existing development planning institutions towards more use of accountability instruments and evidence-based tools for national development programming. The Strategy document will therefore strengthen the link between data generation and use towards realization of the SDS 2030, United Nations Sustainable Development Goals (SDGs) 2030, African Union Agenda 2063 and other international obligations that Egypt is committed to.

From a sustainable development perspective, the overall objective upon which this Strategy is being articulated is to strengthen the capacity of Egypt's national planning institutions to integrate accountability frameworks and evidence-based policies in their development planning processes and to strengthen the capacity of her national statistics institutions to collect, compile and produce the data necessary to inform and support development planning. The bedrock of this process is an evidence-based and data-driven policy-making approach, which relies on building credible

accountability frameworks into the planning process with specific milestones and targets that can be verified, measured, and monitored. In other words, this strategy is underpinned by an evidence-based and data-driven policy-making approach, which relies on building credible accountability frameworks into the planning process with specific milestones and targets that can be verified, measured and monitored.

1.2 Rationale for Strengthening Accountability and Decision-Making in Development Planning Processes

Strengthening accountability and evidence-based policymaking in development planning is very essential in order to maximise development planning outcomes and impacts in the face of declining resources. It empowers citizens to understand how and why and at what costs are economic policy interventions are adopted. Most African economies, including Zambia's, are undergoing major macroeconomic reforms which require an efficient accountability mechanism towards identifying obstacles to good governance. Development planning should be informed by accountability mechanisms, thereby providing evidences for successful and failed policy interventions towards reflections on development policy processes. Thus, the capacity to collect, compile, produce, monitor, evaluate and utilize socio-economic and political data within a sound statistical system is required for the integration of accountability frameworks in national development planning processes and programming.

1.3 Organization of the Document

This presentation of the Strategy is divided into 5 chapters as follows: after the introductory chapter which focuses on the economic context, objectives and rationale for the Strategy. The second chapter discusses the methodology adopted in the articulation of the Strategy. In addition, this chapter also briefly defines a few terminologies. and presents the situational analysis of the Statistical System and Development Planning while Chapter 4 presents the Strategy. Chapter 5 concludes this document based on the key lessons to be learnt and the way forward.

CHAPTER 2: ASSESSING THE STATUS OF THE PLANNING AND STATISTICS PROCESSES IN EGYPT

2.1 Steps for Articulation of the Strategy

Two important steps have marked the processes for articulating the Strategy: the case studies and the stakeholder consultation which was done through the case study reports validation

Case studies: During this phase, DATTP's aim is to develop a case study one of Egypt by assessing the status and progress of its national planning institution; including opportunities for gender mainstreaming; and examining the existing evaluation and monitoring frameworks to gauge entry points for integration accountability and evidence-based policymaking approaches. This task entails an assessment of the existing of National Development Planning in Egypt, and of selected key sectors potentially influencing its national development vision. This phase includes the desk study whereby relevant national development planning literature, strategies, plans and other relevant national statistics system documents were reviewed and assessed. This also incorporates the situation analysis as well as the strategic direction for realizing the desired goal of integrating accountability frameworks and evidence-based tools in national development planning processes. This stage included consultations with key stakeholders from within and outside MOPMAR and CAPMAS, in order to establish policy directives, to determent current status, identity challenges and capacity gaps and develop strategies to address them taking into account of stakeholders' view. More specifically, the assessment of the statistical institutions embarked on an independent assessment of CSO's statistical capacities undertaken. The research conducted at this stage provided a strong background to understanding Egypt as a strong national statistical hub, as well as an 'economic development planning product' based on the related strengths, opportunities, threats, deficiencies, obstacles and challenges that shape Egypt's development planning future. Further, a thorough evaluation of the implementation of previous NDPs and the national statistical systems were conducted, and the emerging recommendations were used in the development of this Strategy.

In addition, a series of interviews and discussions with management as well as stakeholders were undertaken as necessary in order to ensure that the articulation process of the Strategy is well informed and owned by relevant players and actors. The output at this stage includes the analysis of Egyptian national development planning literature, review of existing evaluation and monitoring of National Planning, determine all challenges, constraints, and opportunities, and reasonable recommendation towards achieving the case study report objectives.

Stakeholders' Consultation: Having noted that the (two) national development planning and national statistical systems case studies were developed using both desk review approach as well as focused consultations with key informants in the relevant institutions. In order to ensure a high level of national development planning and ownership, the case study reports were further enriched by being subjected to a validation exercise where they were assessed largely on

completeness, credibility and usability through a participatory, consultative and all-inclusive stakeholders' workshop. This consultative workshop harvested the invaluable contributions from stakeholders who attended the meeting which was organized by UNECA, in collaboration with MOPMAR on 3rd May 2018, in Cairo, Egypt. This meeting of 50 professionals from the MOPMAR, CAPMAS, Institute of National Planning, Macroeconomic Policy Center, Regional Planning and Development Center, Ministry of Economic Affairs, Central Administration for Planning and Monitoring Preparation, Ministry of Education, Ministry of Trade and Industry, Ministry of Justice, El-Azhar University, Civil Society Organizations, and other relevant stakeholders and think tanks provided the much-needed validation of the case studies and buy-in of the processes, ultimately leading to the development of this Strategy. The national stakeholders workshop aimed at validating the findings from the development planning and statistics case studies on mainstreaming accountability in Egypt's development planning processes.

More specifically, the stakeholders workshop accomplished the following:

- (i) Acquired a common understanding of the different stages of the development planning and statistics case studies, including adopted methodologies;
- (ii) Decided on the content of the final reports in accordance with the objectives of the Development Account programme;
- (iii) Obtained technical input from Egypt's development planning and statistics experts to make necessary amendments to the final case study reports.

The consultation with all the relevant stakeholders, and the feedbacks from stakeholder consultation is a crucial component of the methodology adopted in articulating this National Strategy. In other words, the articulation of this strategy is anchored on the key recommendation from the validated case studies reports which stipulates that accountability instruments and evidence-based tools should not only rest on the government but should go beyond to NGOs and other non-state partners. With the use of quality statistics, accountability should show how the government and development partners account for their actions before the people they serve. The copies of the case study reports are provided in Annex 1, and a copy of the stakeholder consultation reports are provided in Annex 2.

2.2 Introduction: Selected Diagnostics of Egypt’s Development Planning Landscape with Special Reference to the Sustainable Development Strategy (SDS) 2030

Egypt continued development process in the short-run appears to hinge upon three main policy areas: investment, institutional and governance policies, and issues related to social policy. Additional challenges include:

- Shortage of the Planning staff in Ministry of Planning Monitoring and Administrative Reform or other planning units in the other ministries due to difficulty of appointments and retirement of many employees annually;
- Weakness of finance to prepare a national plan obligating all parties.
- Less participation for the civil society in the planning process: The government needs to engage Egypt’s new, emerging actors— civil society organizations and various political parties, youth organizations, and the business community—in the decision-making process. The business community in particular should be part of a transparent decision-making process at this early stage because of its vital role in investment.

2.3: What are the opportunities to get rid of the identified planning processes Challenges?

- Increase the capacity of the planning staff whether in the Ministry of planning or the affiliated planning units.
- Increase the transparency and scrutiny on public spending in order to help to redirect focus to more pressing matters.
- Increase the information sharing and a more transparent budget preparation process in order to help to map out a new approach toward sound economic governance.
- develop a unified method of gathering information that is constantly updated and that strives to eliminate errors in the data in order to address such challenges
- Releasing information and debating policies in order to contribute to creating a new image for Egypt by sending the right message to all and allowing the government to tackle other important issues.
- The government also needs to enforce laws properly.

2.4 The SWOT Analysis

The case studies brought out a wide range of issues with regard to the status of the development planning processes in Egypt. By and large, these issues were categorized into being either of a positive or a negative nature and stemming from within or external to the national planning realm. As such, internal strengths, weaknesses, opportunities and threats (SWOT) have been identified and evaluated. A summary and array of the strengths and weaknesses are captured in the SWOT analysis that is provided in Table 2.0

Table 2.0: SWOT Analysis for the Development Planning Processes

Strengths	Weaknesses
<ol style="list-style-type: none"> 1. Presence of legal and constitutional legislations that enable the Ministry to obtain necessary data periodically. 2. Presence of internal support by most officials and youth to develop, up-date, and use electronic system in planning. 3. Presence of human cadres specialized in technological development to be prepared to operate the planning system completely. 4. Presence of a modern electronic system that can be updated 5. Believe in training as a main factor to raise the efficiency of employees who prepare the plan. 	<ol style="list-style-type: none"> 1. Shortage of data and absence of stable and updated database. 2. Weakness of experience of performance management system. 3. Inability to keep efficiencies due to absence of stable rules for appointment and transfer form one occupation to another. 4. Shortage of employees due to difficulty of appointments and retirement of many employees annually 5. Weakness of planning methods needed to update annually comprehensive national plans. 6. Weakness of finance necessary to prepare a national plan obligating all parties. 7. Weakness of actual participation of all concerned parties in the planning process.
Opportunities	Threats
<ol style="list-style-type: none"> 1. Completing the strategy of sustainable development for Egypt (2016-2030). 2. Presence of political will to develop and improve performance of planning process. 3. Economic reform, development process, and raising efficiency of Planning performance. 4. Integration between Ministry of Planning and Ministry of Administrative Development to become “Ministry of Planning Monitoring and Administrative Reform”. 5. Amending the law of planning, and accelerating passing of the Unified Planning Law. 	<ol style="list-style-type: none"> 1. Concentration of the plan on establishing and completing investment projects or adding new projects only. 2. Contradiction between what is planned and what is amended during implementation.

<ol style="list-style-type: none">6. Establishing a system for evaluation and monitoring based on indicators of achieving the strategy of sustainable development Plan in Egypt.7. Comprehensiveness of the plan, and stability and multiplicity of sources of finance from the revenues of government and the private sector8. Developing the electronic system of planning and monitoring, and train officials and employees to be able to effectively use it.9. Relating annual plans to the strategy of sustainable development, and presence of alternative plans to adjust implementation without distorting it, in addition to indicators as a means to monitoring achieving the strategic objectives of the plan.	
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CHAPTER 3: STRATEGIC ORIENTATIONS

3.1 Introduction

As a crucial condition for sustainable development, the formulation of a National Strategy for strengthening accountability and evidence-based policymaking in development planning requires an effective coordination of different sectorial policies with respect to sustainable development. This Strategy which is aimed at adopting accountability framework in realizing Egypt's Sustainable Development Strategy (SDS) Vision 2030 is based on SWOT analysis for the planning process, monitoring and evaluation of implementing development plans.

The Strategic Plan identifies a number of strategies, including objectives, activities and outputs based on recommendations made from the analysis and the validation by the stakeholders.

3.2 Vision, Principles and Scope

Vision:

Enhanced accountability in a coordinated and transparent planning system anchored on quality statistics by 2030.

Foundation of the Vision: in addition to Egypt's commitment and determination to accountability in the articulation and implementation of its policies, programmes and development projects, this vision takes into consideration Egypt's strategic vision and challenges.

Principles: the design, monitoring and evaluation of all plans, policies, programmes and projects are based on the principles of jurisdiction, integrity and honesty, participation, respect for public and stakeholders' interests, and complementarity of public actions.

Scope: The Strategy will be applied to all sectors of the economy and towards the realization of the SDS National Vision 2030.

3.3 Strategic Objectives and Outputs

- **Strategic Objective 1:** To enhance accountability and evidence-based policy making in development planning process.
 - **Output 1:** National Performance Framework (NPF)
Justification: Enhancement of policy cycle and strategic vision through establishment of strong linkage between defined National outcomes and key performance indicators in the NPF with those in the NDP and SDS vision 2030.

- **Output 2:** Sector Performance Frameworks (SPF)
Justification: Improvement in the alignment of the MTEF with the NDP and SDS Vision 2030.
- **Strategic objective 2:** To enhance the use of project planning and appraisal system in development planning processes.
 - **Output 1:** Project Planning, Appraisal and Management Framework
Justification: Key to translation of policy into strategic and prioritized public investment for efficiency in allocation of development funds
 - **Output 2:** Improved planning, programming and project design by the use of a variety of programme design processes and methodologies.
Justification: Sound preparation and well-managed, transparent processes throughout the project life cycle, combined with matching of project preparation and project financing.
- **Strategic Objective 3:** To enhance the provision of information required for evidence-based development planning, transparent and accountable budgeting.
 - **Output 1:** National M & E Policy and Master Plan
Justification: M & E Policy framework would spell out the best practices, principles, processes, standards and procedures underpinned by an Implementation Plan, M & E Guidelines/ Manual and Tools for use across Government
 - **Output 2:** Sector Annual M & E Plans
Justification: To enhance systematic M&E of each sector's strategic goals, objectives, programmes and projects. Annual M & E Plans would act as a catalyst to MPSAs to proactively move away from activity-based implementation and reporting to performance-based budget allocation, Implementation and tracking of progress.
- **Strategic Objective 4:** To enhance resource mobilization and expenditure prudence
 - **Output 1:** Prioritized donor coordination in all Sectors.
Justification: Integrated approach to donor coordination to minimize and eliminate wasteful duplication of investment and activities across sectors.
- **Strategic Objective 5:** To enhance capacity (both human and institutional) across Government.
 - **Output 1:** Development and Training Strategy
Justification: Achievable by putting in place necessary communication and motivational strategies, incentives and rewards for best performing sectors as a mechanism to encourage and support real change.
 - **Output 2:** Change Management Strategy
Justification: Key tool to addressing communication and objectivity aspects for a comprehensive change management process.
- **Strategic Objective 6:** To enhance implementation of the SDS 2030 that is sector inclusive
 - **Output 1:** Improved coordination of the National Statistical System

Justification: This will allow for in-depth assessment of sectors for the development of sector statistics strategic plans to inform the development of the SDS 2030 that would strengthen and increase the statistics capacities for nationwide accountability.

- **Output 2:** Enhanced National Statistics Framework (NSF)

Justification: Key to effective monitoring and evaluations of NDPs. Implementation of NSF key for the provision of periodic quality data that would contribute to the integration of evidence-based policies in the development planning processes.

- **Output 3:** Enhanced stakeholder collaborations

Justification: Key to development of statistical capacities for the production of statistics at national and statistical unit levels.

- **Output 4:** Enhanced Use of the Tool for Assessing Statistical Capacity (TASC)

Justification: Key tool to identifying statistical capacity areas for improvement and for justification of funding for training on specific areas of focus. Key aspect to assessment of progress of NSO to respond to provision of evidence-based development planning, monitoring and evaluation.

CHAPTER 4: IMPLEMENTATION FRAMEWORK FOR THE STRATEGY

4.1 Structure for Implementing the Strategy

The successful implementation of the Strategy requires a medium which is properly sequenced over the short, medium and much longer terms. Adopting and implementing a centralized national planning system with integrated accountability frameworks will further place Egypt on the path of accelerated economic transformation and fast-paced socio-economic development towards the realization of its SDS Vision 2030

4.2 Monitoring and Evaluation

It is envisaged that the introduction of evidence-based policy making approach in the national development planning process would further enhance the identification of gaps where evidence of programme effectiveness is lacking. With this strategy, policymakers would be enabled to use evidence and accountability tools in making development and budget decisions.

With the understanding that accountability-integrated and evidence-driven development planning policymaking relies much on systems to monitor implementation and measure key outcomes, this therefore warrants the development of a National M&E policy framework that would spell out the M&E best practices, principles, processes, standards and procedures. In other words, the underpinning factor would be the development of an Implementation Plan, M&E guidelines, manuals and tools for use or adaption across government. Thus, the development of an integrated implementation plan was one of the key issues that emerged from the case studies. This pertains to the elaboration of inter- and intra-sectoral synergies to complement efforts towards the implementation of various sub-strategies under sustainable development outcomes. In fact, change management strategy should include change management programmes that would bring about mind-set change among all stakeholders, including the general public.

The entities that will be involved in the M&E include *inter alia*:

- Supreme Council for Planning & Urban Development: Develop the economic, social and spatial policies at the central and local level. Ensure the complementarity and consistency of the national annual plan with strategic sustainable development plan, and Propose and express opinion in the legislation relating to planning and economic, social and spatial development

- Ministry of Planning, Monitoring & Administrative Reform: Responsible for formulating strategy development plans, monitoring and evaluating, and publishes monitoring reports on quarterly and annual basis, the reports follow up on Macroeconomic performance based on the analysis of macroeconomic indicators (GDP, inflation, unemployment, investments, balance of payments)
- Economic sectors performance in terms of;
 - Sector's contribution in GDP
 - Investments allocated to that sector
 - Planned vs. actual projects implementation (% of completion)
 - Economic & social impact of the sector's activity
 - Progress towards SDS: Egypt Vision 2030 goals their performance.
- Monitoring Units in all ministries
- Monitoring Units in all governorates
- Administrative Control Authority
- Accountability State Authority
- Central Authority for Organization & Administration (CAOA)
- Central Agency for Public Mobilization & Statistics (CAPMAS)
- Information and Decision Support Center (IDSC)

A monitoring and evaluation framework will be based on a Results Based Management model for implementation of the Strategy will be developed in order to ensure the implementation of the Strategy is well monitored to allow for necessary measures to be taken timely to ensure the intended objectives are achieved.

4.3 Financing the Strategy

There is the need for national or central government to collaborate systematically with local governments, CSOs, and development partners (donors) to finance the Strategy, as well as drive its implementation through the development planning processes. A financing strategy will be developed by all the key stakeholders led by MOPMAR. The stakeholders will establish resource requirements for the full implementation of the strategy and map out all potential financing channels. This will provide a clearly spelt out with actionable points and responsible institutions to ensure the financial resources are acquired at the right time.

CHAPTER 5: CONCLUSION

5.1 Concluding Remarks

Development planning and programming have been playing an important role Egypt's national development planning in the second half of the twentieth century. However, it achieved poor results due to shortage of integrated accountability tools, community participation, and lack of enthusiasm among officials responsible of planning at that time, as for that thought which depends on presenting development indicators to be achieved in different sectors by presenting and discussing strategic objectives with stakeholders.

Within this framework, the innovative way forward is to deepen the involvement and capacities on civil societies, non-State actors, non-executive branch State actors and related entities to go beyond sensitization, dissemination and advocacy towards effectively including them in the relevant stages of integrating accountability in development planning processes. Thus, the Egyptian Government needs to take bold measures towards realizing these proposed interventions.

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ANNEXES

Annex 1: Development Planning and Statistics Reports



Final Report
20180626 in English



Second phase
report (1).pdf

Annex 2: Egypt's Stakeholders' Consultation Report



Microsoft Word 97
- 2003 Document