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THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX IV

of the Commission Implementing Decision on the multiannual action programme for 2022, 2023 and 2024 in favour of Egypt

Action Document for EU for Women Empowerment in Egypt (EU EGYPT TAMKEEN)

MULTIANNUAL ACTION PLAN

This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan/measure in the sense of Article 23(2) of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title	EU for Women Empowerment in Egypt (EU TAMKEEN) Multiannual action plan in favour of Egypt for 2022, 2023 and 2024 OPSYS business reference: NDICI-GEO-NEAR/2022/ACT-61267 ABAC Commitment level 1 number: JAD.1045928
OPSYS	ABAC Commitment level 1 number: JAD.1045928
Basic Act	Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in the Arab Republic of Egypt.
4. Programming document	EU-Egypt Multiannual Indicative Programme (2021-2027) ¹
5. Link with relevant MIP(s) objectives/expected results	Priority area 2: Human development, economic resilience, and prosperity building through green and digital transition S.O.2.1 – To strengthen socio-economic resilience, for inclusive growth and decent job creation SO2.2 To support a human centric digital transition in Egypt to foster sustainable, connected and inclusive economies Priority area 3: Social cohesion, modern and democratic state SO.3.1. To promote and protect the values of democracy, human rights, fundamental freedoms

¹ C(2022)4049 of 17/06/2022 Commission implementing Decision adopting a multiannual indicative programme for Egypt for the period 2021-2027

	<p>Specific objective 3.2: To accelerate efforts to achieve gender equality and women and girls' empowerment</p> <p>Specific objective 3.3: To contribute to decent and healthy lives, through access to basic services and social inclusion</p>			
PRIORITY AREAS AND SECTOR INFORMATION				
6. Priority Area(s), sectors	<p>151 Government and Civil Society-general</p> <p>240 Banking and financial services</p>			
7. Sustainable Development Goals (SDGs)	<p>Main SDG: SDG 5 - Gender Equality</p> <p>Other significant SDGs: SDG 1 - No Poverty, SDG 3 - Good Health and Wellbeing, SDG 8 - Decent Work and Economic Growth and SDG 10- Reduced Inequality.</p>			
8 a) DAC code(s)	<p>15160 Human rights – 10%</p> <p>15170 Women's rights organisations and movements, and government institutions – 30%</p> <p>15180 Ending violence against women and girls - 30%</p> <p>24040 Informal/semi-formal financial intermediaries – 30%</p>			
8 b) Main Delivery Channel	<p>11000 Donor government</p> <p>41100 International Organisation</p>			
9. Targets	<p><input type="checkbox"/> Migration</p> <p><input type="checkbox"/> Climate</p> <p><input checked="" type="checkbox"/> Social inclusion and Human Development</p> <p><input checked="" type="checkbox"/> Gender</p> <p><input type="checkbox"/> Biodiversity</p> <p><input checked="" type="checkbox"/> Human Rights, Democracy and Governance</p>			
10. Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Internal markers and Tags	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Tags	YES	NO	/
	digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital entrepreneurship	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital skills/literacy	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	<u>Connectivity</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tags	YES	NO	/	
digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
health	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
education and research	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Migration	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Reduction of Inequalities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
COVID-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
BUDGET INFORMATION				
12. Amounts concerned	Budget line(s) (article, item): 14.020110 Southern Neighbourhood Total estimated cost: EUR 10 000 000 Total amount of EU budget contribution EUR 10 000 000			
MANAGEMENT AND IMPLEMENTATION				
13. Implementation modalities (type of financing and management mode)	Project Modality - Indirect management The entity(ies) to be selected in in accordance with the selection criteria 4.3.1			

1.2. Summary of the Action

Women and girls' empowerment and their protection from gender-based violence is an important priority for the European Union and the Government of Egypt (GoE). Women and girls' empowerment are key priorities of existing national flagship programmes. Ongoing initiatives targeting women and girls' citizen rights and participation, financial inclusion and economic empowerment, and the protection from gender based violence are integrated into flagship programmes such as the 'National Programme for the Development of the Egyptian Family'² and the 'Decent Life for Rural Development'³.

Through a number of funded programmes over the past years, the European Union has been a key partner to Egypt in promoting and protecting the rights of women and girls. In line with the EU Egypt Partnership Priorities⁴ and with the EU Egypt Multi-Indicative Programme 2021-27 (MIP), the action aims at achieving an accelerated progress in gender equality and women and girls' empowerment. More specifically, the action aims at achieving the following three Specific Objectives: 1) Women and girls progress towards leadership positions and increased participation; 2) Women and girls have increased access to social and economic rights; and 3) Women and girls' exposure to risks of gender-based violence, including harmful practices, is reduced.

The MIP is the result of extensive consultations conducted with the Government of Egypt (GoE), private sector, civil society, EU Member States, European Financing Institutions, as well as international organisations. In the framework of MIP consultations, gender equality and women and girls' empowerment have been considered as important priorities. Through addressing the above-mentioned three priorities, the action will support achieving the objectives of the National Strategy for the Empowerment of Egyptian Women (2030)⁵ and Egypt's Sustainable Development Strategy⁶ (SDS 2030). It will contribute to Egypt's efforts to meet international commitments such as the 2030 Agenda for Sustainable Development and the Convention the Elimination of Discrimination against Women (CEDAW). The action will contribute to achieving the priorities of the EU Gender Action Plan III (2021-2025)⁷, in particular with regard to the thematic engagement areas on participation and voice, social and economic rights, sexual and reproductive health and reproductive rights, and freedom from violence against women and girls. In line with the GAP III's key commitments, the action will strengthen the EU engagement with EU Member States, national, and multilateral partners. It will further contribute to achieving the priorities of the renewed EU Egypt Partnership Priorities, the EU Green Deal and Transition and Digitalisation as well as the European External Investment Plan in the Southern Neighbourhood⁸.

The target groups of this action are women and girls at large, with emphasis on young women and adolescent girls, women in reproductive age, less advantaged women and girls including females' heads of households, women in the informal economy, and women and girls with disabilities. The action will duly consider women and girls living in rural areas, and in newly urbanised communities and informal areas.

The action will capitalise upon successful previous and ongoing EU funded actions in gender equality and will complement/synergise with initiatives supported by the Government of Egypt, EU Member States and development partners. Implementation will be based upon human rights principles and a holistic approach that emphasises the interlinkages between women and girls' empowerment and ending gender based violence. The action will follow a participatory approach through which national stakeholders, civil society and community

² https://mped.gov.eg/AdminPanel/sharedfiles/Family_Development_Launching_Presentation.pdf

³ <https://www.mped.gov.eg/singlenews?id=788&lang=en>

⁴ [pdf \(europa.eu\)](https://ec.europa.eu/eip-egypt/)

⁵ <http://ncw.gov.eg/wp-content/uploads/2018/02/final-version-national-strategy-for-the-empowerment-of-egyptian-women-2030.pdf>

⁶ https://arabdevelopmentportal.com/sites/default/files/publication/sds_egypt_vision_2030.pdf

⁷ https://ec.europa.eu/commission/presscorner/detail/en/IP_20_2184

⁸ https://ec.europa.eu/eu-external-investment-plan/home_en

actors will be closely involved. An emphasis will be made on engaging men and boys and on addressing gender and social norms to achieve accelerated progress and sustainable impact.

Aligned with the global 2030 Agenda for Sustainable Development, the action will contribute to the **Sustainable Development Goals** on Gender Equality (SDG 5), as well as to SDG 1 (No Poverty), SDG 3 (Good Health and Wellbeing), SDG 8 (Decent Work and Economic Growth) and SDG 10 (Reduced Inequality).

2. RATIONALE

2.1. Context

The population of Egypt reached slightly more than 105 million persons as of February 2022, with 62% below the age of 29. Females comprise around 49.5% of the population. Over 57% of the population lives in rural areas, 49% of whom are females. Despite a slight decline in the population growth that reached 1.92%, high population growth and fertility rate (2.85 children per woman) challenge development efforts, with major implications on the quality of life of Egyptians, including their ability to access quality basic services.

Egypt has experienced several years of political, economic and fiscal stability. Economic growth has been sustained and the country is one of the few ones whose economy grew by 3.6% in 2020 despite the adverse impact of the COVID-19 pandemic⁹. In 2021, Egypt pursued a stability-oriented macroeconomic policy. A continued strong policy implementation is needed to further support economic recovery and resilience. According to the 2020 Human Development Report (HDR) by UNDP¹⁰, Egypt's Human Development Index (HDI) increased from 0.548 in 1990 to 0.707 in 2019. The 2020 HDR goes beyond focusing on the HDI and looks at other dimensions such as social inequalities, gender and the environmental performance of countries. When inequalities are taken into account using the 'Inequality Adjusted Human Development Index', the HDI in Egypt loses 29.7% of its value. Based on data available for 2019, Egypt has a Gender Inequality Index (GII) of 0.449, ranking it at 108 out of 162 countries. GII measures gender based inequalities in reproductive health, empowerment, and economic activity. The HDR signifies that accelerating the pace toward equal participation of women requires addressing prevailing masculine biases and raising awareness about women's rights and the benefits of women's empowerment.

According to the Annual Gender Gap Report by the World Economic Forum¹¹, Egypt gained five places in the 2021, ranking 129 out of 156 countries. Egypt's Global Gender Gap Index (GGI) increased from 0.58 index in 2006 to 0.639 in 2020. Progress has been achieved in terms of Health and Survival (96.8%) as well as in terms of Educational Attainment where 97% of the gender gap has been closed. Egypt has closed 19.6% of its Political Empowerment gap to date and has made some progress on its Political Empowerment gap, with an increase of 6.3% points from the previous year. Currently, Egypt females represent 28% of parliamentarians and 25% of the total number of ministers. However, significant gaps remain particularly with regard to less advantaged women and girls and rural areas. The GGI-Economic Participation and Opportunity sub-index has regressed, by 1.8 percentage points, from 2020.

According to 2019 estimates, female labor force participation rate in Egypt is around 20%, way below the global average of 50%¹². Women are underrepresented among professional and technical workers (33.4%) and managers (7.3%). These inequalities are reflected in wage and income gaps: the estimated earned income of a woman is currently 22% of that of a man. Gender-based violence, including harmful practices such as Female Genital Mutilation and early marriage, is an important challenge to fulfilling human rights.

⁹ African Development Bank, Egypt country profile

¹⁰ <https://hdr.undp.org/en/2020-report>

¹¹ <https://www.weforum.org/reports/global-gender-gap-report-2021>

¹² <https://data.worldbank.org/indicator/SL.TLF.ACTI.FE.ZS?locations=EG>

Gender equality and women and girls' empowerment (GEWE) are constitutional obligations. In recent years, women and girls' empowerment have become important priorities for the Government of Egypt (GoE). Egypt adheres to international conventions pertinent to women and girls' rights, including the Convention on the Elimination of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC) and the Convention on the Rights of Persons with disabilities. It is committed to the Beijing Declaration and Platform for Action and the Cairo Declaration of the International Conference on Population and Development.

There have been efforts to address gender equality and women's empowerment in national laws, policies, and programmes. For instance, some laws address gender equality and increased opportunities for women such as the laws regulating Civil Service (No. 81, 2016), Investment (No. 72 of 2017), Health Insurance (No. 2 of 2018) and the Rights of Persons with Disabilities (No. 10 of 2018). The Penal Code (No. 58 of 1937) was amended to strengthen measures against sexual harassment and Female Genital Mutilation (FGM). Aligned with the Global 2030 Agenda for Sustainable Development, Egypt's SDS 2030 is a comprehensive framework for sustainable development that considers women's empowerment as a cross cutting priority. In 2017, Egypt adopted the National Strategy for the Empowerment of Egyptian Women 2030. The strategy aims at promoting and protecting women's rights through focusing on four pillars: Political, economic, and social empowerment and protection from gender based violence. Egypt has other strategies relevant to the rights of women and girls including the National Strategy for Human Rights (2021-2026)¹³, the National Strategy for Combating Violence against Women and Girls (2015-2020)¹⁴, and the Strategy for Childhood and Motherhood (2017-2030).

Women and men are not equally affected by climate change. The 2020 HDR emphasises that women face disproportionate burdens from climate change, partly due to the prevailing uneven distribution of care work between women and men. Women spend more time than men caring for children, the elderly and the ill. Due to the climate change related challenges, women bear significant burdens to secure food production, water, energy, and fuel for themselves and their households. On a global average, women spend more than three times than men on domestic and care work, which results in their social exclusion, limited ability to participate in decision making, and to participate effectively in the labour market. These types of challenges do also impact Egyptian women. The action will address the gender equality-climate change nexus as a cross cutting priority. In addition to addressing the challenges to women in the context of climate change, achieving the environmental dimensions of sustainable development necessitates that women and girls are increasingly engaged in more sustainable, resilient, and environment friendly activities, particularly women leaders and policy makers as well as women in the socioeconomic spheres. Through addressing the opportunities and challenges of climate change, women will have increased access to their rights and should be able to further contribute, as equally as men, to improved policies and actions on climate change.

Egypt's Information and Communications sector grew by 17% in 2021, with a contribution of 4.4% to the Gross Domestic Product (GDP) and an estimate to reach 8% of GDP in 2024¹⁵. Digital transformation is a priority of the SDS 2030. The digital transition can contribute to gender equality by providing women and girls with increased access to knowledge, information, and opportunities. Using Information Communications Technology (ICT) in developing empowerment initiatives and providing services is an important means for ensuring a greater outreach to women and girls including the less advantaged. Bridging the gender gap divide could result in significant contribution of women and girls to sustainable development. Nevertheless, some women and girls find it difficult to access or use technology. According to Egypt's 'Policy Paper on the Rapid Response to Women's Situation during the COVID-19 outbreak'¹⁶, there is a need to strengthen women and

¹³ <https://sschr.gov.eg/media/gapb5bq4/national-human-rights-strategy.pdf>

¹⁴ <https://learningpartnership.org/sites/default/files/resources/pdfs/Egypt-National-Strategy-for-Combating-VAW-2015-English.pdf>

¹⁵ https://idsc.gov.eg/Upload/DocumentLibrary/Attachment_A/4798/3%20-%20EGYPT%20DIGITALIZATION.pdf

¹⁶ <http://ncw.gov.eg/wp-content/uploads/2020/04/policypapereng.pdf>

girls' digital literacy and inclusion as well as to reinforce digitised mechanisms and services to ensure significant impacts over the lives of women and girls.

Ongoing national initiatives that specifically target women include the Women's Citizenship (IDs) initiative, Closing the Gender Gap Accelerator, and the National Programme for Women's Financial and Digital Inclusion. In addition, with the technical support of the United Nations, Egypt implements wide scale initiatives for girls' empowerment, particularly 'Dawwie and Noura Initiatives' that promote voice, skills, socioeconomic capacities, engagement and health of girls and adolescent girls. This action will support developing and scaling up initiatives that aim at increased participation of women and girls. It will particularly support developing capacities of stakeholders to support gender equality. The action will contribute to scaling up the abovementioned initiatives which are integrated into existing national flagship programmes such as the 'Decent Life for Rural Development' and the 'National Programme for the Development of the Egyptian Family'¹⁷. An emphasis will be made on supporting the objectives of the Family Development Programme which aims at controlling the population growth and improving the development characteristics and quality of life of the family. More specifically, the action will contribute to the objectives of the Family Development Programme on women's financial inclusion and economic empowerment, and reproductive health and rights. Notably, as the action will consider the less advantaged women and girls, implementation of different interventions should include support to women and girls living in the villages of the 'Decent Life Programme' as well as those living in urban areas.

Taking into consideration the situation of women and girls in Egypt and the above-mentioned efforts, the action will contribute to gender equality and women and girls' empowerment through addressing three priority areas: 1) Increased access to citizen rights and leadership/decision making processes; 2) Socioeconomic empowerment and financial and digital inclusion; 3) Prevention of and protection from gender based violence including harmful practices. An emphasis will be made on reinforcing the interlinkages among gender equality, climate change and digitalisation. In addition, the action will address gender norms and stereotypes about the rights and roles of women and girls. It will promote principles of gender equality and human rights. Awareness and advocacy related interventions will complement/support campaigns that have been implemented nationwide such as 'the Secret of Your Strength', 'Protect her from Female Genital Mutilation', 'because I am a man' and 'knocking-on doors campaign'. Through local and community initiatives as well as advocacy and awareness building, the action will support the efforts and engage with the civil society across its three priority areas.

With regard to complementarities, the action will build upon lessons learnt and complement with previous and ongoing EU funded programmes and initiatives. More specifically, with respect to women's participation and leadership, it will build upon and reinforce the longstanding EU support to the 'National Women Citizenship Initiative' through which less advantaged women are facilitated issuance of National Identification Cards. Additionally, the action will complement the EU funded project of 'Increasing Women's Participation in Public Life' under which a National Programme for Women Leadership is implemented by the National Council for Women (NCW), in partnership with the Ministry of Planning and Economic Development (MoPED) and the International Training Centre of the International Labour Organisation (the Gender Academy). The action will synergise and complement with the 'EU Support to Enhanced Administrative and Public Economic Governance' implemented by the 'Organisation for Economic Co-operation and Development' (OECD) in partnership with MoPED. This latter EU funded action represents a key intervention through which gender equality is mainstreamed across the areas of governance and administrative reform.

The action will complement and reinforce the longstanding EU support to the 'National Programme for Women's Financial and Digital Inclusion' that is also supported by the Netherlands through parallel funding. Furthermore, it will synergise with the EU funded project on 'Strengthening Financial Inclusion and Banking

¹⁷ https://mped.gov.eg/AdminPanel/sharedfiles/Family_Development_Launching_Presentation.pdf

Supervision’ implemented by the GIZ. This latter project contributed to the efforts of the Central Bank of Egypt (CBE) for shaping a national gender-mainstreamed financial inclusion policy. Close coordination and a mechanism for synergies will be ensured between the action and other EU supported actions addressing Financial Inclusion and economic empowerment, particularly with regard to the EU funded support on ‘Micro and Small Financial Inclusion’ and the ‘Finance in Common’, implemented by the European Bank for Reconstruction and Development (EBRD) and the Agence Française de Développement (AFD), respectively. Another relevant EU supported action is the ‘Agricultural SMEs’ which includes support to rural-women led businesses.

The action will complement the previous and ongoing EU funded programmes on gender-based violence, FGM and child protection. It will complement the EU supported project on ‘Strengthening Institutional and Human Capacities of the Ministry of Social Solidarity’, financed under the ‘EU Socioeconomic Response to COVID-19’. This project contributes to raising awareness of the less advantaged women and girls on empowerment and gender based violence. It will also build upon lessons learned and synergies with the EU funded support to ‘the National Population Strategy’. In this respect, the action will contribute to increased societal awareness on family planning as well as sexual and reproductive health.

2.2. Problem Analysis

Over the past few years, Egypt has made important steps in supporting women and girls’ access to health, education, and increased participation in political and public spheres. Progress has been uneven especially with regard to the less advantaged women and girls, including women living in socioeconomically impoverished areas and the urbanised communities that replaced informal areas, rural women, women and girls with disabilities, and females heads of households. To capitalise upon Egypt’s young population, young women and adolescents girls need to further engage in different spheres, to overcome negative social and gender norms, and to enjoy the wide spectrum of their human rights. Women’s economic participation and unemployment remain one of the greatest challenges. In a study by the World Bank, closing the gender gap in economic participation would translate into around 34% increase in Egypt’s Gross Domestic Product (GDP). Additionally, violence against women and girls, including harmful practices such as FGM and early marriage, impede women and girls from enjoying their human rights and from accessing social and economic opportunities. In face of the pressing population growth and the persistent high fertility rate (3.2 children per woman), women and adolescent girls need to become more aware about their sexual and reproductive health and rights and to access essential services. Women and girls’ equal participation, access to social and economic rights, and freedom from gender based violence are obstructed by gender and social norms and stereotypes. There is a significant need to promote a culture of gender equality and to support a positive change with regard to the perceptions and attitudes. Despite that some national investments have been allocated (14% of state budget in 2020 had directly targeted women), further investments and coordinated efforts are needed to achieve the ambitious national and international commitments on women and girls’ empowerment and protection from gender based violence. Stakeholders (national and civil society) need to be further capacitated to ensure that no woman or girl is left behind. There is a need to support capacities of stakeholders from a holistic approach, particularly with regard to institutional and technical capacities required to execute and evaluate large scale empowerment initiatives as well as to provide services to women and girls.

According to Egypt’s Global Perspective on ‘Women, Environment and Climate Change’ (March 2022), women are particularly vulnerable to the effects of climate change because they are highly dependent on local natural resources for their livelihood. Moreover, climate change implications and environmental disasters affect women’s access to essential reproductive health tools and violence against women’s related services. Actions directed towards promoting gender equality and women’s empowerment in climate action are hence necessary. This action should contribute to supporting Egypt in addressing the challenges women face as a result of climate change.

The action will contribute to the EU Green Deal¹⁸ in particular with regard to boosting the Global Climate action and addressing climate change related challenges. More specifically, by supporting women-led green entrepreneurship and women's empowerment in climate change related fields, the action will promote green and circular economy and it will promote the EU's role as a key global player that leads by example in the fight against climate change. Through supporting women's entrepreneurship and business development capacities, the action will contribute to the European External Investment Plan by expanding the potentials of women-led businesses to access finance and projects' opportunities facilitated by the European Investment Plan.

The action will support the mitigation of the abovementioned challenges and will capitalise upon the complementary efforts of various stakeholders. It will contribute to coordinated governance-based approaches and strengthened capacities of key stakeholders. Close involvement and support to the civil society across the various targeted areas will be ensured.

Priority Area I - Linked to Specific Objective I: Women's Leadership and Participation

The Constitution (Article 11) commits the State to ensuring equality between women and men in all civil, political, economic, and cultural rights and affirms women's rights to representation in the houses of parliament. The Constitution grants women the right to hold public posts and high management posts in the state and to be appointed in judicial bodies without discrimination. Currently, females in Egypt represent 25% of the Cabinet of Ministers, 28 % of the Parliament, and 13.3% of the Senate. Female participation in ownership, top management, and in full time employment is lower than the average of the Middle East and North Africa (MENA) region. Women are underrepresented among professional and technical workers (33.4%) and senior managers (7.3%). In 2021, the Egyptian Supreme Council for Judicial Bodies made a decision to appoint female judges in the State Council and the Public Prosecution.

Key challenges to women's participation are partly attributed to limited skills and capacities required for women to access leadership positions and participate in public spheres. Gender norms and stereotypes impede women's and men's equal participation and access to leadership and management positions.

Egypt has launched a number of programmes which aim at strengthened women's leadership including those implemented by the Ministry of Planning and Economic Development and the National Training Academy. Egypt has also launched the 'Gender Gap Accelerator' which is a Public-Private Collaboration model articulated by the World Economic Forum. The accelerator aims to hardwire gender parity in the future of work, to advance women into management positions, close gender gaps in remuneration and investments, and increase women's participation in the labour force. There is a significant need to further invest in strengthening strategic frameworks (including at policy level) and in stakeholders capacities (national, private sector, and the civil society). It is equally important to scale-up ongoing efforts that aim at strengthened leadership and human development of women and girls through targeting their improved capacities and skills. The action will contribute to developing and scaling up initiatives which target women's leadership and access to management positions including women in the public and private sector and public-private collaborations. Additionally, some women, especially the less advantaged, do not have a national ID and they may not be fully aware of their citizen rights. Not having an ID card precludes women to access their political, economic, and social rights. The action will further support the existing efforts that aim at facilitating the issuance of National IDs to women (the National Women's Citizenship Initiative). The EU has been supporting the Citizenship initiative since 2012 through previous and ongoing support. One million women have benefited from the initiative and there is a national target to support half a million in addition. Important aspects to consider in supporting women and girls' participation in this action, is to promote women's leadership in climate change related sectors and the use of ICT in implementing empowerment initiatives.

Priority Area 2- Linked to Specific Objective 2: Socio-Economic Empowerment

¹⁸ https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal_en

While Egypt has achieved gender parity in primary and secondary school enrolment rates, these gains have not been translated to an increase in women's employment. Women constitute almost 64% of the total number of illiterate persons. The female labour force participation rate in Egypt is around 20% and women are overrepresented in the informal sector. Unemployment among females remains high, with one in every four females unemployed and the unemployment rate for women is three times that of men. Approximately half the number of working women are informally employed with minimal wages and little or no access to social security are mostly illiterate, unskilled, and without access to formal employment. The agriculture sector is the leading sector of employment for women, employing over 45% of Egypt's female labour force. Moreover, Egyptian women perform the bulk of the unpaid care and domestic work which limits their ability to access decent jobs. The percentage of enterprises owned and managed by women is around 23% and most of them are clustered in the micro and informal sectors. While 30% of all businesses in Egypt are owned by women, they access less than 10% of commercial bank finance. Access to finance and limited skills are main challenges that female entrepreneurs encounter for a number of reasons, including limited financial literacy and business skills. Banks also impose stringent collateral requirements which could be difficult for women to meet. Additionally, women, especially in rural areas, depend on informal sources of finance, at high interest rates. There is also a need to enhance women's financial capabilities and improve financial knowledge and culture in order to encourage women to obtain and use financial products and services. The proposed action will enable the further expansion of Women's 'Village Savings and Loans Associations' (VSLAs) which is the cornerstone of the National Programme for Women's Financial and Digital Inclusion (national target of 1.2 million women). The VSLAs model supports both the supply and demand side of financial inclusion. The action will allow the less advantaged women to save money, raise credit and receive support to develop and expand businesses. It will also avail financial and non-financial support to women-led micro and small enterprises/entrepreneurs, including through extending business development support to women who benefited from the VSLAs. The action will particularly support women to benefit from climate-smart and green business initiatives by strengthening their capacities to develop and run small and micro businesses, to use digital solutions and ICT to access finance and market businesses, and to integrate women-led businesses into value chains and business clusters.

Furthermore, the action will capitalise upon Egypt's young female population with more than 20 million girls under the age of 20. Many of these young females lack awareness about their rights, including their health and reproductive rights, and have limited access to opportunities including social and economic opportunities. The action will support young females and adolescents' girls through scaling up national initiatives including the National Initiatives for the Empowerment for Girls (Dawwie) and the Girls Assets Framework (Noura). The two initiatives promote girls and adolescent girls' voices and support their access to skills, socioeconomic empowerment, essential health services, and awareness about their rights including reproductive health.

Access to reproductive health information and essential services can positively contribute to women and girls' fundamental human rights including social and economic rights. Additionally, women's high fertility rate (3.2 children per women) and insufficient awareness about sexual and reproductive health and reproductive rights have negative consequences on the overall sustainable development. The largest population age category is between 0-9 years old, indicating an 'infant bulge' which signals a possible population boom in 2030-40 period - if the relevant interventions were not undertaken.

Across the proposed interventions to support socioeconomic empowerment, the action will have a special attention to supporting the less advantaged women and girls in rural and urban areas, including those living in newly urbanised cities which provide alternative housing and services to the poorest households. In addition, addressing the opportunities and challenges related to climate change and the use of ICT are across priorities to the initiatives and activities being considered under this priority area.

Priority Area III – Linked to Specific Objective III: Ending Violence against Women and Girls

Violence against women and girls (VAW/G) is a significant challenge to women and girls in Egypt. The prevalence of domestic violence did not diminish over the last two decades with nearly one third of married women having experienced physical violence by their husbands. The latest data by the World Health Organisation (WHO) indicates that 30% of ever married/partnered Egyptian women experienced Intimate Partner Violence in their lifetime. A national study by NCW and Egypt's statistical agency indicates that women and girls with multiple disabilities have limited awareness about how to access support if subjected to gender-based violence. Egypt's 'Survey on the Economic Cost of Gender-Based Violence' estimated that 7.9 million Egyptian women experience violence yearly. Moreover, the COVID-19 pandemic exacerbated risks of violence. Since the pandemic, a number of opinion polls indicated 19% increase in violence rates among family members and 7% the rate at which wives were exposed to violence by their husbands. The prevalence of FGM is 70% among the 15 to 19 and 82% among the 20 to 24 age-groups, and tends to increase with age as it becomes universal with older cohorts. 1 in 5 girls aged 20-24 is married before the age of 18.

At the legal front, important steps were made including the adoption of amendments to the Penal Code to strengthen measures against sexual harassment and FGM and the adoption of procedures to protect the identity of women and girls who have experienced sexual violence and have brought forward their cases for prosecution. There is a need to strengthen awareness and promote reporting on violence cases, as well as to intensify efforts towards law enforcement and prosecution of perpetrators. National efforts have been strengthened through institutional and programmatic interventions. For instance, the Women's Complaints Office and the Child Help Line provide support to women and girls subjected to violence and harmful practices. Egypt established a 'One Stop-Shop Unit' that operates under the Prime Minister Office (Prime Ministerial Decree No. 827 of 2021). This unit aims at coordinating the services of ministries and entities concerned with addressing with violence in one place, with a view to streamline procedures and facilitate access to protection services. Additionally the Ministry of Justice (MoJ) and the Ministry of Interior (MoI) established units/mechanisms for addressing VAW/G.

Other efforts include establishing 'Anti-Sexual Harassment Units' in Public Universities and Medical Response-VAW/G Clinics in university hospitals. Support is needed to strengthen and streamline capacities of the abovementioned mechanisms and their support to the less advantaged women and girls. Case Management Units are also supported by local CSOs which need further reinforcement. To address FGM, the National Committee for the Elimination of Female Genital Mutilation was set up in 2019 and is co-chaired by NCW and the National Council for Childhood and Motherhood With membership of civil society, law enforcement, justice and the Prosecution Office, the committee proposes policies, adopts action plans, coordinates actions, promotes and adopts awareness and advocacy initiatives.

The action will contribute to strengthening strategic frameworks, stakeholders' capacities, and initiatives for addressing VAW/G, including FGM and early marriage. It will support women and girls through coordinated and sustainable prevention, response, care, and protection services including legal assistance and psychosocial support. The action will consider strengthening capacities of the duty bearers through the use of ICT to improve access to information and protection services and a wider engagement of the right holders.

Summary of Key stakeholders:

The right holders of this action are women, girls and adolescent girls. The action will support the right holders to access their Constitutional and human rights and it will contribute to their strengthened contribution to inclusive and sustainable development. It will support strengthened capacities of duty bearers and key stakeholders that articulate gender related policies and programmatic interventions. It will address needed improvements in institutional and technical capacities as well as in ensuring governance-based coordinated

approaches including through strengthened collaborations between the government and civil society. The following are key stakeholders:

Stakeholders that have cross cutting mandates and which will be associated to interventions across the three priority areas of the action:

The National Council for Women (NCW) is the main national focal point for the action. It is entrusted with promoting and supporting the rights of women. It sets policies and coordinates implementation of the National Strategy for Women Empowerment (2030). The NCW embeds the Women's Complaints Office that operates at central and local level. It implements and coordinates initiatives and programmes aiming at women's empowerment and protection from violence and will be associated in interventions across the three priority areas of the action.

The Ministry of International Cooperation (MoIC) works on strengthening the economic cooperation, and bilateral and multilateral cooperation between Egypt and other countries. The action will strengthen MoIC's capacities and initiatives that focus on achieving progress in gender equality, in particular through support to the 'Closing the Gender Gap Accelerator' initiative implemented by MoIC and NCW. Based on 'public private collaborations', the accelerator aims to hardwire gender parity in the future of work, advance more women into management and leadership positions, and close gender gaps in remuneration and investment.

The National Council for Childhood and Motherhood (NCCM) is entrusted with promoting and supporting child rights. It sets policies on child/girls rights and coordinates activities on child participation, development, and protection with other stakeholders. It embeds the Child Helpline and coordinates the child protection mechanism. NCCM will be associated with the action's interventions that target girls and adolescent girls.

The Ministry of Planning and Economic Development (MoPED) is coordinating and monitoring implementation of SDS 2030. MoPED coordinates the National Programmes of the 'Family Development and Decent Life' through which women and girls are significant beneficiaries. MoPED will be closely associated with the action's intervention on leadership and participation.

The National Council for Human Rights (NCHR) has the mandate to support monitoring of Egypt's Human Rights Strategy including commitments on gender equality.

The Ministry of Youth and Sports (MoYS) and the Ministry of Culture host youth and culture centres that can be mobilised for addressing gender norms, as well as raising awareness and engagement of women, girls and community members through cultural and sports activities.

The Ministry Communications and Information Technology (MCIT) and the Ministry of Environment (MoE) undertake the policies and programmes on digitalisation and climate change. The two ministries will be associated with the action's interventions that promote the interlinkages among gender equality, climate change, and digitalisation.

Civil society Organisations will be involved across all the stages of the action playing a key role for achieving the outputs and implementing the activities.

Stakeholders related to Priority Area I of the action (Leadership and Participation):

The National Institute for Governance and Sustainable Development' (NIGS) and the National Training Academy (NTA) are stakeholders that implement women leadership and participation programmes. They will be associated in activities that relate to women's leadership, participation and women's contribution to sustainable development.

Stakeholders to Priority Area II of the action (Socioeconomic empowerment):

The Central Bank of Egypt (CBE) is the main partner to NCW in the National Women's Financial and Digital Inclusion Programme. It will be closely associated with the implementation of the actions' interventions on women's financial inclusion.

The Micro, Small and Medium Enterprises Development Agency (MSMEDA) is the entity concerned with the development of policies and actions to support micro and small enterprises and entrepreneurship. MSMEDA will be associated in interventions that relate to women entrepreneurship, business development services, and women's business clusters.

Local financial institutions and banks will be involved in interventions that support women's Financial Inclusion and will be further capacitated to tailor financing schemes to the less advantaged women. The private sector will be engaged in the interventions related to women's participation (eg. the Gender accelerator) women economic empowerment and integrating women-led business into value chains and business clusters.

The Ministry of Health and Population (MoHP) implements a national initiative for women's health targeting 25 million women and it embeds family planning clinics that provide information and services to women. MoHP will be a key stakeholder to interventions that relate to awareness and services on sexual and reproductive health and reproductive rights as well as gender based violence.

Stakeholders to Priority Area III (ending violence against women and girls):

The 'One stop Shop' for addressing violence against women and girls (Under the Prime Minister), the Ministry of Justice (MoJ), the Ministry of Interior (MoI), the Ministry of Social Solidarity (MoSS) and its shelters for supporting women and girls subjected to violence, and the Public Prosecution Office - will be associated with interventions that aim at strengthening the referral, response and protection mechanism.

The National Committee for Eradicating Female Genital Mutilation is co-chaired by NCW and NCCM with a membership of national stakeholders and civil society. The Committee will be associated with interventions that aim at addressing FGM including those which relate to strengthened strategic frameworks, referral and response mechanisms, and gender and social norms.

2.3. Lessons Learned

- **Government coordination:** Evidence from previous programming on women's empowerment issues showed that government involvement in coordination, monitoring and supporting a programme is critical and increases acceptability and smooth implementation including ownership, scalability, and sustainability of interventions. Furthermore, professionalization of frontline staff strengthens government capacity to coordinate and lead the implementation of strategic activities which have direct impact on the communities.
- **A holistic approach for Women's Financial Inclusion and Economic Empowerment:** Based on lessons learnt from previous projects, especially the early phase of the VSLAs model, women's financial inclusion needs to be coupled with economic empowerment schemes. The holistic approach could better contribute to a transformational and sustainable impact on women's livelihood and economic participation.
- Importance of **linking community awareness and mobilisation activities with access to local services** which are age-appropriate and gender-sensitive for referrals of cases at risk.

- **Engaging men and boys:** Widespread evidence from around the world, and more specifically in Egypt from the Safe City and Safe Public Spaces initiative of UN Women, shows that where men and boys were involved in interventions, there has been a significant reduction of violence against women. Male involvement with a gender equality lens is hence a critical preventative measure which this action will focus on particularly under outcome 1 and 3.
- **Violence against women and girls (and children more generally) have intergenerational effects,** common and compounding consequences, as well as common risk factors. It is critical to strengthen the coordination between protection systems and services targeting the two groups (women and children below 18), while maintaining the capacity to provide specialised services to cater to the different needs.
- **Addressing social acceptance** of violence and assessing community readiness to accept new social norms is imperative and a decisive factor in identifying the type of awareness tools and messages that should be used in the programme.
- **Addressing stigma:** Addressing stigma facing survivors of violence and lack of awareness among the public on the impacts of violence against women and girls on the lives of women and girls is crucial.
- **Climate change:** It is important to recognise that climate change has disproportionate and unfavourable impacts on women and girls. Women are particularly prone to the effects of climate change because they are highly dependent on local natural resources for their livelihood and they spend significant time in domestic and unpaid work. Accordingly, gender-based differences in time use, access to assets and credit and markets make it harder for women to face climate change. There is a need to support certain women and girls' groups for responding to / mitigating climate change related challenges, including rural women and girls and those living in informal areas, women and girls with disabilities, and female heads of households. It is highly pertinent to promote climate change as a priority area in interventions that promote women and girls' participation as well as socioeconomic empowerment. With these above-mentioned aspects taken into consideration, the action should strengthen the role of women and girls in green transition and meeting the commitments on sustainable development.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The **Overall Objective** of the action is to enhance women and girls' rights and opportunities in different spheres.

The **Specific(s) Objective(s)** (Outcomes) of this action are to:

1. Women and girls progress toward leadership positions and increased participation.
2. Women and girls have increased access to social and economic rights.
3. Women and girls' exposure to risks of gender-based violence, including harmful practices, is reduced.

The following Outputs will be delivered by this action and will contribute to the corresponding Specific Objectives (Outcomes):

- 1.1. Contributing to Specific Objective 1: Strengthened capacities of women and girls (knowledge, skills, and leadership) to participate in different spheres and decisions at all levels.

- 1.2. Contributing to Specific Objective 1: Strengthened strategic and technical capacities and engagement of stakeholders (government, civil society, and private sector) to support the leadership and participation of women and girls in different spheres.
- 2.1. Contributing to Specific Objective 2: Increased financial, digital, business development and entrepreneurial capacities of women to access sustainable income and climate friendly economic opportunities.
- 2.2. Contributing to Specific Objective 2: Strengthened awareness and capacities of key stakeholders to support women and girls' sexual and reproductive health and reproductive rights.
- 3.1 Contributing to Specific Objective 3: Capacities of key stakeholders of the referral, response, and protection services for women and girls, at risk or subjected to violence, are reinforced.
- 3.2 Contributing to Specific Objective 3: Advocacy, awareness-raising interventions, and knowledge-based products on violence against women and girls are developed.

3.2. Indicative Activities

Activities related to output 1.1

- Develop and implement leadership and mentorship programmes for women to advance in leadership, senior and managerial positions.
- Support the issuance of National Identification Cards in the framework of the National Women's Citizenship Initiative.
- Implement initiatives for the empowerment and participation of girls/adolescent girls particularly through the scaling up 'National Girls' Empowerment Initiative' known as Dawwie.

Activities related to output 1.2

- Provide capacity building to key stakeholders for developing and implementing leadership/participation/gender mainstreaming initiatives and to produce research, public opinion polls, and policy analysis.
- Develop and support implementation of awareness, advocacy, and community engagement activities that support women and girls' voice and participation in close association with key stakeholders.

Activities related to output 2.1

- Provide capacity building and technical and financial support to women in the framework of the National Programme for Women's Financial and Digital Inclusion.
- Design and deliver business development and support schemes for women-led micro and small enterprises and female entrepreneurs including through support to women's green entrepreneurship and integration into environment friendly business clusters.
- Develop and support the implementation of awareness and advocacy campaigns to promote women's financial inclusion and economic participation in close association with key stakeholders.

Activities related to output 2.2:

- Provide institutional and human capacity building for key stakeholders to support women and adolescent girls in accessing information and essential services related to sexual and reproductive health and reproductive rights.
- Develop and support implementation of initiatives for socioeconomic empowerment of adolescent girls particularly through scaling up the 'National 'Girls Assets Framework Initiative' (Noura)
- Develop and support implementation of awareness and advocacy campaigns on reproductive health and rights in close association with different stakeholders.

Activities related to output 3.1:

- Provide institutional and technical support to key stakeholders for strengthening coordinated and governance-based referral pathways, response and protection services.
- Provide capacity building for key stakeholders for conducting research/studies/public opinion polls/documentation/knowledge-based products that address gender based violence.

Activities related to output 3.2:

- Support the production of drama series and/or films, mobilise social influencers, and other types of artistic and cultural activities to challenge negative stereotypes and promote freedom from violence against women and girls.
- Develop and support implementation of initiatives that engage youth, men and boys, community members, religious leaders, and other stakeholders.

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

Outcomes of the Strategic Environmental Assessment (SEA) screening: SEA screening concluded that no further action is required.

Outcomes of the Environmental Impact Assessment (EIA) screening: EIA screening classified the action as category C, no further assessment.

Outcome of the Climate Risk Assessment (CRA) screening: The CRA screening concluded that this action is no or low risk, no need for further assessment.

Egypt's National Climate Change Strategy 2050 was launched during the Conference of the Parties on Climate Change (COP26) in Glasgow and hosted COP27 in November 2022. The strategy lays down the directions and policies to be adopted to fulfil its aspirations for its climate action. The proposed action will contribute to this strategy by enhancing the leadership and participation of women and girls in environmental, climate change and disaster risk reduction fields. It will provide them with climate friendly and sustainable economic opportunities. Women will be supported in developing green entrepreneurial initiatives that will contribute to increased resilience and better adaptation to climate change. Across its three priority areas, the action will consider recommendations highlighted in 'Egypt's global perspective: Women, Environment, and Climate Change'¹⁹.

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G2 "gender equality is a principal objective". Gender equality and women and girls' empowerment are principle objectives for the action. The action will contribute to gender-transformative and responsive approaches by supporting women's empowerment and the elimination from gender based violence. It will contribute to the National Strategy for the Empowerment of Egyptian Women (2030) and to meeting commitments on the SDGs particularly SDG 5. The action will contribute to the objectives of the EU Gender Action Plan III. Due attention and lessons learnt will be drawn through the relevant Commission guidelines including on violence against women. Articulation of interventions will capitalise upon best practices by the EU and Member States including the relevant Directives, the EU Gender Equality Strategy (2020-25), legislations, policies, and programmes.

¹⁹ <http://ncw.gov.eg/Pdf/679/Egypt-s-Global-Perspective-WECC>

Human Rights

The EU addresses human rights under its bilateral programme with the Government of Egypt as well as under the relevant European Thematic Programmes. The action will make use of the EU guidelines and international best practices that aim at integrating human rights principles and issues including women and girls' rights.

Disability

As per the OECD Disability DAC codes identified in section 1.1, this Action is labelled as D1, where disability is a significant objective. Support to women and girls with disabilities will be a cross-cutting priority. The action will support policies and initiatives that will ensure that women and girls with disabilities to have increased access to their rights. The action will contribute to strengthening their skills, capacities and awareness, and access to socioeconomic opportunities and protection services.

Democracy

The Egypt Sustainable Development Strategy (SDS 2030) lays out a vision of inclusive development through economic and social justice taking into 'consideration the rights of new generations in a prosperous life'. SDS 2030 addresses the three dimensions of sustainable development (social, economic, environmental) while emphasising governance and participation as key principles. The action will spotlight the voices of women and girls and support their integration in public spheres and economic life. It will support further promote gender equality and the engagement of a wide spectrum of stakeholders including community members, civil society, and religious leaders, and men and boys.

Digitalisation

In the framework of the SDS 2030, the action will consider supporting Egypt's ambitious vision toward digitalisation. It will strengthen the capacities of key stakeholders to provide women and girls' with digital tools and technologies and to use ICT to strengthen participation, socioeconomic opportunities and financial inclusion, and protection services. It will contribute to increased women and girls' digital inclusion and addressing the gender digital divide.

COVID-19 Pandemic

The action will give due consideration to the impact of the COVID-19 pandemic on women and girls. It will support national policies and key stakeholders particularly with regard to ensuring the socioeconomic resilience and the protection of women and girls in face of the pandemic and in recovery. The action will contribute to supporting the policy orientation and recommendations laid down in Egypt's Rapid Response Policy and Trackers²⁰.

3.4. Risks and Assumptions

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
Risk related to External environment	Efforts to support gender equality and women's empowerment are slowed down.	Low	High	The past years have shown an increasing commitment to support women's empowerment and protection from gender based violence. Policy dialogue with

²⁰ <http://ncw.gov.eg/wp-content/uploads/2020/04/policypapereng.pdf>

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
				Egyptian partners is an important means to discuss commitments and support a continued momentum.
Risk related to External Environment	Local Communities are resistant or reluctant to support efforts towards women and girls' empowerment	Medium	High	The action will support awareness, advocacy, and engagement of relevant stakeholders and community members, including religious institutions, local civil society, and men and boys. The action will use different means including arts, culture, and media.
Risk related to External Environment	Following the Russian war of aggression against Ukraine and the COVID-19 crises, Egypt suffers of reduced tourism inflows, higher food prices and greater economic vulnerabilities.	Medium	High	The action will take into account the new created vulnerabilities by addressing women and adolescent girls' socioeconomic empowerment which will also contribute to resilience of their households.
Risk related to Planning, processes, and system	Limited capacities and resources challenge expansion of existing national programmes and ambitious targets. This includes, but is not limited to, capacities to promote policy frameworks and expand innovative initiatives that further promote the role of women and girls in green transition and digitalisation.	Medium	High	The action will work on strengthening capacities of stakeholders across the priority areas. It will particularly support capacity development to strengthen the role of women and girls' in green transition and digitalisation. It will promote women and girls' empowerment through environmentally friendly, sustainable and digitised interventions. The action will support the engagement of civil society and its collaboration with the national stakeholders.
Risk related to People and organisations	Women and girls are reluctant to participate in empowerment initiatives or to report on violence cases.	High	Medium	The action will raise awareness about empowerment and gender based violence. Advocacy will be made at the community level to maximise outreach.

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
Risk related to Legality and regularity aspect	Delay in getting approvals to use resources or to roll-out activities	High	Medium	The action is formulated in close cooperation with national stakeholders which will guide and be closely associated in implementation.
Risk related to communication and information	Implementation of targeted interventions hindered by insufficient information / data.	Medium	High	The action will contribute to supporting the implementation of targeted interventions through supporting stakeholders' capacities to produce evidence based research, opinion polls, and studies especially in the financial inclusion and gender based violence.
Risk related to communication and information	Claims by conservative streams that awareness and advocacy activities are aiming at non-favourable changes in cultural/societal values.	Medium	High	The action will capitalise upon partnerships and close involvement of national stakeholders and the local civil society for addressing gender and social norms. These local stakeholders will participate in the design and implementation of awareness and advocacy activities including at the grass roots.

External Assumptions

- Social and cultural context progresses towards supporting leadership and participation of women and girls, access to social and economic rights, as well as freedom from violence against women and girls.
- The Government of Egypt increases its commitment towards gender equality and continues to support women and girls' leadership and participation, access to social and economic rights, and freedom from gender based violence.
- Stakeholders' commitments, including at the institutional level, continue to allow progress in women and girls' leadership and participation, socioeconomic empowerment, and the prevention of gender based violence.
- The action will be able to promote synergies and engage with government and civil society stakeholders through a holistic and coordinated approach for addressing the three main priority areas.
- National commitment is increased to support change in negative norms and stereotypes about gender equality and women and girls' empowerment.
- National and stakeholders' commitment is maintained towards promoting gender equality and women's empowerment through the lenses of climate change and digitalisation.

3.5. Intervention Logic

The **underlying intervention logic** and **guiding assumptions** behind the theory of change are as follows:

- 1) Women and girls' empowerment and the elimination of gender based violence require longstanding national commitment, a conducive legislative and policy framework, and investments in sustainable capacities of duty bearers (including through programmatic interventions from the national state budget);
- 2) There is a significant need to promote gender and social norms that positively influence perceptions, attitudes, and social and behavioural change towards gender equality. It is equally important to address the root causes of gender inequalities and of gender based-violence. Influencing social and gender norms is a long-term process that requires multi-stakeholder efforts targeting different society members, including men and boys;
- 3) The national government is a duty bearer that holds an ultimate responsibility for ensuring adherence to international and national commitments towards women and girls' rights. There have been important steps by the Government of Egypt towards the empowerment of women and girls and towards their protection from gender based violence. Supporting government capacities to scale up national programmes and initiatives should contribute to mainstreamed efforts and wide scale impact;
- 4) The role of the civil society is important for addressing aspects of women and girls' rights and for achieving a greater outreach to women and girls;
- 5) Women and girls are right-holders and their rights are interdependent and indivisible. Therefore, to achieve a transformational positive impact over the rights and lives of women and girls', there is a need to articulate interlinked interventions that address their empowerment from a holistic view (citizen rights and participation, social and economic rights, physical and psychological well-being, etc.);
- 6) In order to achieve sustainable impacts and to ensure that no woman or girl is left behind, the key stakeholders need to be committed and engaged through a coordinated approach;
- 7) Women and girls differ in characteristic, needs, and capacities. It is important to ensure well-targeted, tailored and focused interventions that suit targeted end beneficiaries.

IF women and girls' participation, leadership, and decision-making is increased and ***IF*** there is a greater awareness about their rights, ***then women and girls will be better enabled to voice*** their human rights and gender equality, to contribute to sustainable development and welfare of their society, and to claim their rights to become free from gender based violence. The action will contribute to strengthening the voices, skills, and participation of women and girls with focus on women's citizen rights (access to national IDs) and on leadership capacities. It will strengthen capacities of duty bearers to address gender equality opportunities and gaps and to raise public awareness about women and girls' rights to participate and lead.

IF women and girls are **better enabled to access their citizen rights**, and are **further empowered to access social and economic rights and opportunities**, ***THEN*** women and girls will be better enabled to secure sustainable livelihood, decent work, and to make informed and free decisions about sexual and reproductive health. Thus, they will be increasingly able to contribute to the well-being and economic security of their households and community and to sustainable development and economic growth. The action will contribute to women's financial inclusion and economic empowerment and it will support their contribution to the formal economy. Achieving the abovementioned should result in women's increased economic participation and higher employment level.

IF women and girls are **better enabled to access information, care, and protection from gender based violence**, ***THEN*** women and girls' will be able to ensure their physical and psychological integrity and wellbeing. Therefore, they will have better access to other rights (education, work, health and wellbeing, etc.). The action will contribute to strengthened capacities and protection services that aim at the elimination of gender based violence. It will contribute to raising public awareness and including men and boys.

IF stakeholders and different members of the society are further capacitated and when negative norms and serotypes are further addressed, **the enabling environment for women and girls to access their rights will be more conducive to their progress.**

3.6. Indicative Logical Framework Matrix

Results	Results chain: Main expected results	Indicators	Baselines (Values and years)	Targets (Values and years)	Sources of data	Assumptions
Impact	To enhance women and girls' rights and opportunities in different spheres.	1. Gender GAP Index (GGI) 2. Gender Inequality Index (GII)	1. GGI 0.64 Points (2021) 2. GII (0.449) 2019)	1. GGI 2024/2026/2028 2. GII 2024/2026/2028	1. World Economic Forum 2. UNDP	<i>Not applicable</i>
Outcome 1	1. Women and girls' progress toward leadership positions and increased participation in different spheres.	1.1. Percentage of women in leadership and decision making posts supported by the action 1.2 Number of women who apply for National IDs (assisted by the project) 1.3 Number of women and girls graduating from EU supported initiatives reporting subsequent greater participation.	1.1 30%; 1.2 0; 1.3 0;	1.1 40% (2027) 1.2 To be determined at contracting level 1.3 To be determined at contracting level	1.1 Implementing Partner Reporting System 1.2 Implementing Partner Reporting System 1.3 Implementing Partner Reporting System	Social and cultural context progresses toward supporting leadership and participation of women and girls.

<p>Outcome 2</p>	<p>2. Women and girls have increased access to social and economic rights</p>	<p>2.1 Number of women with access to EU assisted financial inclusion support (capacity building, digital and financial services)</p> <p>2.2 Number of women who progress toward economic participation with the EU support including through climate friendly and digital opportunities</p> <p>2.3 Number of women having EU support to access information and services on sexual and reproductive health and reproductive rights</p>	<p>2.1 0;</p> <p>2.2 0;</p> <p>2.3 0;</p>	<p>2.1 To be established at contracting level as data will depend on the exact amount of funding feeding to this indicator</p> <p>2.2 7.000.000 [female 40%] for the period (2021-2027)</p> <p>2.3 To be established during inception phase</p>	<p>2.1: Implementing Partner Reporting System</p> <p>2.2: Implementing Partner Reporting System</p> <p>2.3: Implementing Partner Reporting System</p>	<p>Social and cultural context continues to progress toward supporting women and girls’ socioeconomic empowerment and access to social and economic rights at large.</p>
<p>Outcome 3</p>	<p>3. Women and girls’ exposure to risks of gender-based violence, including harmful practices, is reduced</p>	<p>3. Number of women and girls benefiting from EU support aiming to mitigate gender based violence.</p>	<p>3 0;</p>	<p>3 25 million women and girls for the period (2021-2027)</p>	<p>3 Implementing Partner Reporting System</p>	<p>National legislative and policy frameworks continue to evolve to support elimination of gender based violence</p> <p>Increased awareness about the grave harms of gender based violence continues to</p>

						encourage a culture against gender based violence.
Output 1 related to Outcome 1	1.1 Strengthened capacities of women and girls (knowledge, skills, and leadership) to participate in different spheres and decisions at all levels	1.1.1 Number of women and girls considering themselves empowered to participate in different spheres	1.1.1 0;	1.1.1 Increased women participation to the public sphere to 40%	1.1.1: Implementing Partner Reporting System	Continued national commitment to support women's access to leadership and management positions, and to women and girls' participation.
Output 2 related to Outcome 1	1.2 Strengthened strategic frameworks and technical capacities of stakeholders (government, civil society, and private sector) to support the leadership and participation of women and girls in different spheres.	1.2.1 Number of women who are facilitated issuance of national IDs with the EU assistance. 1.2.2 Number of expanded/new initiatives undertaken by stakeholders to support women and girls' leadership and participation 1.2.3 Number of stakeholders' staff capacitated to support initiatives for leadership and participation	1.2.1 1 MIL ID cards issued at national level, out of which 750 thousand women supported by the EU since 2012 1.2.2 0; 1.2.3 0;	1.2.1 To be established at contracting level 1.2.2 At least 30% of total gender population reached 1.2.3 At least 40 stakeholders at the local level cooperating to ensure effective participation	1.2.1 Implementing Partner reporting system 1.2.2 Implementing Partner reporting system 1.2.3 Implementing Partner reporting system	Stakeholders are committed to developing and applying gained capacities to support women and girls' leadership and participation.

<p>Output 1 related to Outcome 2</p>	<p>2.1 Increased financial, digital, business development and entrepreneurial capacities of women to access sustainable income and climate friendly economic opportunities.</p>	<p>2.1.1 Percentage of women who own a bank account and those who saved in financial institutions</p> <p>2.1.2 Percentage of microfinance dedicated to women</p>	<p>2.1.1 Women who have bank account 27%; saved in financial institutions (2%).</p> <p>2.1.2 % of microfinance loans dedicated for women 69% in 2018</p>	<p>2.1.1 +20% increase of women accessing bank accounts in served communities</p> <p>2.1.2 70% of loans are sustainable</p>	<p>2.1.1 Implementing Partner reporting system</p> <p>2.1.2 Implementing Partner reporting system</p>	<p>Stakeholders' commitment, including at the institutional level, and minimum required capacities by duty bearers to support women's social and economic rights.</p>
<p>Output 2 related to Outcome 2</p>	<p>2.2 Strengthened awareness and capacities of key stakeholders to support women and girls' sexual and reproductive health and reproductive rights.</p>	<p>2.2.1 Number of women attending awareness on reproductive health and rights</p> <p>2.2.2 Strengthen capacities of stakeholders to provide support on reproductive health and rights and services.</p>	<p>2.2.1 0;</p> <p>2.2.2 0;</p>	<p>2.2.1 To be established during inception</p> <p>2.2.2 To be established during inception</p>	<p>2.2.1 Implementing Partner reporting system</p> <p>2.2.2 Implementing Partner reporting system</p>	<p>Stakeholders' commitment, including at the institutional level, and minimum required capacities by stakeholders and services providers to raise awareness and provide essential services on sexual and reproductive health.</p>
<p>Output 1 related to Outcome 3</p>	<p>3.1 Capacities of key stakeholders of the referral, response, and protection services for women and girls at risk or subjected to violence are reinforced</p>	<p>3.1.1 Number of institutions with enhanced capacities to ensure improved referral pathways, response, and care for women and girls through the action.</p>	<p>3.1.1 0;</p>	<p>3.1.1 To be established during inception</p>	<p>3.1.1 Implementing Partner reporting system</p>	<p>The action will be able to promote engagement with different stakeholders, including community members and men and boys.</p>

		<p>3.1.2 Number of staff in stakeholders institutions with enhanced competences/capacities</p> <p>3.1.3 Number of women and girls who received care and protection support through the action.</p>	<p>3.1.2 0;</p> <p>3.1.3 0;</p>	<p>3.1.2 To be established during inception</p> <p>3.1.3 To be established during inception</p>	<p>3.1.2 Implementing Partner reporting system</p> <p>3.1.3 Implementing Partner reporting system</p>	<p>The action will be able to establish partnerships and synergies with government and civil society.</p>
<p>Output 2 related to Outcome 3</p>	<p>3.2 Advocacy, awareness-raising interventions, and knowledge-based products on violence against women and girls are developed.</p>	<p>3.2.1 Number of advocacy and awareness raising interventions (disaggregated by activity type at contract level)</p> <p>3.2.2 Number of artistic, cultural, and community mobilisation activities (disaggregation by activity type at the contract level)</p>	<p>3.2.1 0;</p> <p>3.2.2 0;</p>	<p>3.2.1 To be established during inception</p> <p>3.2.2 To be established during inception</p>	<p>3.2.1 Implementing Partner reporting system</p> <p>3.2.2 Implementing Partner reporting system</p>	<p>National commitment to support change in negative norms and stereotypes impeding advancement in addressing gender based violence, including cultural related challenges impacting law enforcement and non-reporting about violence cases.</p>

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is **not** envisaged to conclude a financing agreement with the partner country.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of the adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this financing Decision and the relevant contracts and agreements.

4.3. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures²¹.

4.3.1. Indirect Management with a pillar-assessed entity²²

This action may be implemented in indirect management with one or more pillar assessed entities, which will be selected by the Commission's services using the following criteria:

- Proven track-record and significant experience in implementing interventions with focus on areas of gender equality and women/girls empowerment.
- Experience in supporting and implementing development assistance projects in Egypt including through working with the Government of Egypt and civil society.
- Operational capacity to implement development assistance projects.
- Proven experience in coordination with international and local actors at both the EU and country level.

The implementation by this entity/ies entails contributing to achieving the expected Specific Objectives 1, 2, and 3 listed in Section 3.

²¹ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

²² The signature of a contribution agreement with the chosen entity is subject to the completion of the necessary pillar assessments

4.4. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR) 2022
Implementation modalities – cf. section 4.3	
Indirect Management with one or more Pillar Assessed entity (ies) cf. section 4.3.1.	10 000 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	N/A
Total	10 000 000

4.5. Organisational Set-up and Responsibilities

To ensure that this action is fully aligned with the national priorities and is well co-ordinated with national and international partners, implementation will be carried out in close co-ordination with the Government of Egypt, EU Delegation, and the entity/ies selected for implementation through the following:

A Steering Committee (SC) will be set up to oversee the implementation and validate the overall direction and policy of the action. The SC will receive, discuss and review the periodical work plans and progress of the programme. It will meet at least once a year, preferably twice a year and will be chaired by the Ministry of International Cooperation (MoIC) on behalf of the GoE and will be composed of the National Council for Women and the National Council for Childhood and Motherhood (NCCM). The MoIC will act as SC secretariat. The SC will receive, discuss and review the periodical work plans, budgets, technical and financial reports of the programme. The implementing partners will be also sitting at the SC feeding the operational work. The EU Delegation to Egypt shall attend as an observer.

Other entities and stakeholders shall be also invited whenever deemed appropriate. The SC can be also convened at any time whenever the action requires strategic decisions or changes.

Technical quarterly coordination committees shall be also convened as a tool to ensure ongoing monitoring of the activities. The modalities of operationalisation of the technical coordination committee shall be defined at the time of the contract preparation.

This action will be an important means to support the EU dialogue with, national and development partners, EU Member States, as well as with the civil society. It will contribute to strengthening a monitoring framework for the EU Gender Action Plan III in Egypt. The EU Delegation to Egypt will be closely involved in the different platforms for dialogue and follow up of implementation. It will capitalise upon its role as co-chairing the Gender and Development Partner Group (GAD) as well as existing modalities for coordination between the EU and EU Member States.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its Outputs and contribution to the achievement of its Outcomes, and if possible at the time of reporting, contribution to the achievement of its Impacts, as measured by corresponding indicators, using as reference the logframe matrix.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

In close cooperation with key stakeholders, the entities selected for implementation will ensure an internal monitoring framework for the action that will rely on national and international data sources. They will ensure that the analysis and monitoring of the action progress are reported against the strategic priorities specified in the framework of the National Strategy for the Empowerment of Women (2030) and other relevant national strategies, as well as with the EU-Egypt MIP 2021-27 and the EU Gender Action Plan III (thematic engagement areas and specific objectives relevant to Egypt).

5.2. Evaluation

Having regard to the importance of the action, a mid-term and final evaluation will be carried out for this action via independent consultants contracted by the Commission via an implementing partner.

The mid-term evaluation is envisaged will be carried out for problem solving and learning purposes.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the outcomes of the evaluation will feed into the identification of forthcoming possible actions.

The Commission shall form a Reference Group (RG) composed by representatives from the main stakeholders at both EU and national (representatives from the government, from civil society organisations (private sector, NGOs, etc.), etc.) levels. If deemed necessary, other donors will be invited to join. The Commission shall inform the implementing partner at least 3 months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing Decision.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the requirements set out in the 2022 guidance document "[*Communicating and raising EU visibility: Guidance for external actions*](#)" (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and contribution agreements.

For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds. Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

Implementing partners shall keep the Commission and the EU Delegation/Office fully informed of the planning and implementation of specific visibility and communication activities before the implementation. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.