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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX V**

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

**Action Document for EU-Egypt Cooperation Facility 2022-2024**

**MULTIANNUAL MEASURE**

This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation, and measure in the sense of Article 23(1) of NDICI-Global Europe Regulation.

**1. SYNOPSIS**

**1.1. Action Summary Table**

<b>1. Title</b>	EU-Egypt Cooperation and Facility 2022-2024
<b>OPSYS</b>	Multiannual measure in favour of Egypt for 2022, 2023 and 2024. OPSYS business reference: NDICI-GEO-NEAR/2022/ACT-61262
<b>Basic Act</b>	ABAC Commitment level 1 number: JAD.1044610
	Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Egypt.
<b>4. Programming document</b>	Commission implementing decision adopting a Multiannual Indicative Programme (MIP) for Egypt for the period 2021-2027 <sup>1</sup>
<b>5. Link with relevant MIP(s) objectives/expected results</b>	Support measures 4.1. Cooperation facility
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	Support Measures – DAC 151
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG (1 only): SDG 17 - Partnerships to achieve the goals .
<b>8 a) DAC code(s)</b>	151 – Government and Civil Society – 100%

<sup>1</sup> C\_2022\_4049\_F1\_ANNEX\_EN\_V3\_P1\_1915690.PDF

<b>8 b) Main Delivery Channel</b>	Channel 1: Donor government – 11000; Channel 2: Non-governmental organisations and civil society – 20000; Channel 3: Private sector institution – 60000; Channel 4: UN entities – 41000.			
<b>9. Targets</b>	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers (from DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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 checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input 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"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	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"/>
<b>11. Internal markers and Tags</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation	<input checked="" type="checkbox"/>	<input 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 type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital skills/literacy	<input type="checkbox"/>	<input checked="" 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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### BUDGET INFORMATION

#### 12. Amounts concerned

Budget line(s) (article, item): 14.020110 Southern Neighbourhood  
 Total estimated cost: EUR 13 000 000.00  
 Total amount of EU budget contribution EUR 13 000 000.00.  
 The contribution is for an amount of EUR 2 000 000.00 from the general budget of the European Union for 2022 and for an amount of EUR 5 000 000.00 from the general budget of the European Union for 2023 and for an amount of EUR 6 000 000.00 from the general budget of the European Union for 2024, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.

### MANAGEMENT AND IMPLEMENTATION

#### 13. Implementation modalities (type of financing and management mode)

Project Modality  
**Direct management** through:  
 - Grants  
 - Twinning grants  
 - Procurement  
**Indirect management** with the entity(ies) to be selected in accordance with the criteria set out in section 4.3.3.

## 1.2. Summary of the Action

The EU-Egypt Association Agreement <sup>2</sup>in force since 2004 has provided the legal frame for EU-Egypt bilateral cooperation. The EU-Egypt Partnership Priorities<sup>3</sup>, set the political framework of the partnership until 2027. Deriving from the Partnership Priorities, the Multi-annual Indicative Programme sets the priorities for EU-Egypt cooperation from 2021 to 2027.

The action seeks to promote and operationalise the commitments outlined in the EU-Egypt Partnership Priorities, through one dedicated cooperation facility which will aim to sustain and deepen Egypt's reforms towards a sustainable and inclusive growth pathway.

The Overall Objective (Impact) of this action is to contribute to enhancing cooperation and mutual understanding between the EU and Egypt.

<sup>2</sup> <https://www.consilium.europa.eu/en/documents-publications/treaties-agreements/agreement/?id=2001033>

<sup>3</sup> <https://data.consilium.europa.eu/doc/document/ST-2803-2022-ADD-1/en/pdf>

The Outcome (Specific Objective) aims to increase the pace and quality of implementation of policy reforms and policy convergence in the areas outlined in the EU-Egypt partnership priorities.

## 2. RATIONALE

### 2.1. Context

The EU and Egypt have long, historic ties and shared interests in the region and beyond. The political situation in the country remained stable in the last period, while Egypt continues to face social, economic and security challenges. Egypt witnessed strong overall economic growth rates over the last years, though they have slowed down as a result of the COVID-19 pandemic. This growth has been accompanied in 2020 by the first decline in poverty rates in almost two decades.

Egypt is particularly vulnerable to the impacts of climate variability and change, particularly with respect to water security, agriculture and livestock, increasingly adverse conditions to health, human settlements, and energy demand and supply. Egypt's National Determined Contribution (NDC) is consistent with the country's overall goals of reducing vulnerability and poverty, and achieving long-term sustainable, economic development. Key areas of focus include the sustainability of the environment, water resources, energy, sustainable land management, agriculture, and health.<sup>4</sup>

Economic reforms undertaken since 2016 had placed Egypt on a more sustainable and inclusive growth pathway, the COVID-19 shock shifted the government's focus back to macro stabilisation efforts, risking further delaying the effectiveness of structural reforms towards sustainable development. The renewed International Monetary Fund (IMF) programme, which ended in 2021, included a limited structural component to keep up momentum and further develop competition and governance reforms.

The EU is committed to supporting Egypt's reform agenda. The overall framework for cooperation between the European Union (EU) and Egypt is the Association Agreement signed in 2001 and in force since 2004. Within this framework, the EU engagement with Egypt has been constructive and has resulted in high-level visits, Association Council and Committee meetings, and the establishment of formal Energy and Migration Dialogues.

The EU-Egypt Partnership Priorities set the jointly defined priorities between the EU and Egypt notably through promoting the human dimension, stronger regional and sub-regional (South-South) cooperation, deepening the political dialogue on democracy and human rights, and with a cross-cutting focus on youth and women.

The EU-Egypt Partnership Priorities aim to address common challenges facing the EU and Egypt, to promote joint interests and to guarantee long-term stability and sustainable development on both sides of the Mediterranean, as part of the revised European Neighbourhood Policy<sup>5</sup>, the New Agenda for the Mediterranean<sup>6</sup>, and its Economic and Investment Plan for the Southern Neighbours<sup>7</sup>. They are also consistent with the EU Trade Policy Review<sup>8</sup>, the external dimension of the European Green Deal<sup>9</sup> and other EU initiatives to promote the realisation of a green, digital transition, and sustainable development e.g. the Council Conclusions on Water in the EU's External Action<sup>10</sup>.

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<sup>4</sup> <https://climateknowledgeportal.worldbank.org/country/egypt>

<sup>5</sup> JOIN(2015) 50 final

<sup>6</sup> JOIN(2021) 2 final

<sup>7</sup> SWD(2021) 23 final

<sup>8</sup> COM(2021) 66 final

<sup>9</sup> COM(2019) 640

<sup>10</sup> Council Conclusions 14108/21

Attention is given to alleviating the adverse socio-economic impact of the COVID-19 pandemic and climate change, and to reinforcing cooperation in support of Egypt’s Sustainable Development Strategy “Egypt Vision 2030”, including a green, digital, resilient and just recovery, and a shared commitment to the universal values of democracy, the rule of law and respect for human rights. The EU-Egypt Partnership Priorities cover three main areas of cooperation: ‘Sustainable Modern Economy and Social Development’, ‘Foreign Policy’, and ‘Enhancing Stability’.

Deriving from the Partnership Priorities, the priorities for cooperation through financial assistance, outlined in the Multi-Annual Indicative Programme for the period 2021-2027, are as follows:

- Priority 1: Green and sustainable development;
- Priority 2: Human development, economic resilience and prosperity building through green and digital transition;
- Priority 3: Social Cohesion, Modern and Democratic State;
- Supports measures setting up two dedicated civil society and cooperation facilities. These support measures are not considered as a sector and can therefore be programmed in addition to the three priority areas.

These priorities result from extensive consultations conducted with the Government of Egypt since 2019, private sector, civil society, EU Member States and European Financing Institutions, as well as international organisations and likeminded countries or agencies. The priorities for cooperation are also aligned with the targets and indicators outlined in the Sustainable Development Strategy “Egypt Vision 2030” and national policies, such as the National Population Strategy, the Financial Inclusion Strategy, the National Strategy for the Empowerment of Egyptian Women, Science, Technology and Innovation Strategy (SIT) and the commitments towards Green transition and the Decent life (Haya Karima) initiative.

Since 2020, the EU and Member States have, in a **Team Europe approach**, provided the framework for a coordinated COVID-19 response in Egypt. In response to the immediate health crisis and the resulting socio-economic and sanitary needs the EU, Member States’ Development Agencies and European Financial Institutions have mobilised up to EUR 1.8 billion to help mitigate the impact of the pandemic.

Building on the lessons learned from previous joint analysis and joint response, the EU and its Member States share the vision that Joint Programming and its implementation in Egypt shall be flexible, inclusive and driven at country level towards an efficient and impactful cooperation partnership. In 2021, the European Union and Member States present in Egypt adopted a ‘policy first approach’ to cooperation and policy dialogue in support of transformative and conducive policy reform.

The Joint Response foreseen in Egypt is adopting a Team Europe approach to implement the Flagship projects identified jointly with the Government of Egypt in the Economic and Investment Plan for the Southern Neighbours. The Joint Response includes joint implementation through significant investments from the European Union, European Investment Bank, European Bank for Reconstruction and Development, EU Member States and their Agencies and Financial Institutions under three main initiatives:

- one country level implementation plan of the EU Gender Action Plan III <sup>11</sup>in Egypt;
- one Team Europe Initiative “Connected Economies and Societies in Egypt”;
- one Team Europe Initiative “Water and Food Security Nexus in Egypt”.

The Joint Response also features enhanced capacity for coordination, a joint approach to strategic communication, and a policy dialogue on the EU in Egypt.

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<sup>11</sup> JOIN/2020/17 final - Joint communication to the European Parliament and the Council: EU Gender Action Plan (GAP) III – An Ambitious Agenda for Gender Equality and Women’s Empowerment in EU External Action

## 2.2. Problem Analysis

### Short problem analysis

The action seeks to promote and operationalise the commitments outlined in the EU-Egypt Partnership Priorities, through one dedicated civil society facility which will aim to sustain and deepen Egypt's reforms towards a sustainable and inclusive growth pathway.

The cooperation facility seeks to **mobilise expertise in order to enhance institutional capacity development and regulatory framework** in the priority areas that are not already covered by existing actions and programmes.

Consultations held in 2021 during the programming phase have demonstrated that there is an important demand for peer-to-peer support or twinning operations on the part of the Egyptian public administration, which considers these as particularly attractive and effective EU support tools. The direct beneficiaries are public entities in Egypt that require support in developing the institutional capacities needed to drive reform processes of relevant national policies, laws and regulations.

Shortcomings in capacity can be explained by deficient institutional and legal structures, administrative processes or organisational set-ups, as well as the lack of technical capacities, internal monitoring or quality control standards. In line with lessons-learned from previous programmes, beneficiary institutions also need to comply with a number of basic characteristics to ensure impact and relevance of the operations. Accordingly, they should be line-Ministries, public agencies and other entities that play a leading role in institutional and policy reform processes that are prioritised by the Government and essential to the implementation of the Association Agreement and the Partnership Priorities. They also have to demonstrate sufficient staff and absorption capacity to successfully implement peer-to-peer support or twinning operations, and demonstrate an enduring commitment to reform and ownership of EU support.

The cooperation facility will also allow to implement targeted activities **aiming to implement the strategic communication plan of the Delegation** in order to promote the image and visibility of the EU in Egypt.

The latest findings of the opinion poll conducted on behalf of the EU indicated that there is a low level of subjective knowledge of the EU. 21% of respondents believe that the EU is a regional institution of the UN. In Egypt, 22% had a positive image of the EU, compared to 11% negative and 15% neutral, the rest saying that they 'don't know'. This indicates a more positive than negative image in this country, with a potential to convert the 15% neutral perceptions into positive perceptions. The EU's role in and partnership with Egypt has gained more importance in the years following the 2011 uprising. This may have made the EU more visible to Egyptians and also more likeable to many.

The Delegation plays a crucial role in communicating key EU values, policies and the results of its projects in Egypt. This is vital to explain the EU and promote a positive image of its role in the world through effective communication. The majority of EU-funded projects do have their own communication plan, however, most project efforts to raise EU visibility are limited to demonstrating the efforts of single projects. Moreover, there is little coordination between these project communications in order to maximise impact or give a comprehensive picture of why and how the EU is working in Egypt, as well as what values the EU is committed to.

Following the recommendation to promote a "whole-of-Delegation" approach to strategic communications and public diplomacy, the EU Delegation to the Arab Republic of Egypt has drafted a communication strategy, which defines the objectives, activities and results to be achieved, as well as the channels of communication to be used and resources needed.

Key focus areas under the communication strategy will include the environment, gender equality and youth

– linking this to the European Green Deal and Egypt’s Sustainable Development Strategy “Egypt Vision 2030”. Messaging will be on a green, digital, resilient and just economy and a shared commitment to the universal values of democracy, the rule of law and respect for human rights.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action.

The Ministry of Foreign Affairs (MoFA) oversees the implementation of the Association Agreement and the Partnership Priorities between the EU and Egypt.

The Ministry of International Cooperation (MoIC) is the Government entity entrusted with the role of National Coordinator of bilateral EU cooperation with Egypt. In particular, the MoIC has received direct support from the Programme Administration Office of the four “Support to the Association Agreement Programmes” (SAAP) implemented over the last decade. For many years, MoIC has also coordinated other EU instruments such as TAIEX and SIGMA. Under the new programme, and in the absence of a Programme Administration Office, MoIC will remain the main point of contact, building on the experience acquired during previous programmes in order to contribute to the quality control and monitoring of Twinning Fiches, Technical Assistance Terms of Reference, and contracts. It has also the capacity to provide support to the programme by acting as facilitator and point of coordination and communication between the contracting authority (EU Delegation), local beneficiary institutions and Member States entities, as well as to enhance and multiply visibility and communication activities.

### **2.3. Lessons Learned**

- a) Mobilising expertise to enhance institutional capacity building and regulatory framework in the three priorities of the MIP 2021-2027.

In line with the objectives and mandatory results, pre-established for each Twinning in close coordination with beneficiary institutions, competent EU Member States public and semi-public entities will propose specific peer-to-peer capacity development projects and be responsible for their effective and timely execution. In the absence of a Financing Agreement and given the delays met to secure clearances and authorisations, should the timeline not be conducive to launching a full twinning cycle, the possibility to revert to supporting peer-to-peer support will also be envisaged, in the form of a contribution agreement or grant to a Member State Agency.

The Support to the Implementation of the Action Plan and Association Agreement Programme (SAAP) was signed in December 2005, within the context of the EU-Egypt Association Agreement and Action Plan. The objective, fully in line with Egypt’s reform strategy, was to upgrade the Egyptian institutional capacity and create an enabling and competitive business environment through the approximation to the EU legislations and best practices (*Acquis communautaire*). The SAAP Programme consisted of SAAP I, II, III and IV, started on 1 January 2006 (beginning of SAAP I contracting period) and ended on 30 April 2021.

SAAP was a demand-driven programme, offering to Egyptian beneficiary administrations a diversified toolbox for institutional capacity building and technical assistance within the framework of the European Neighbourhood Policy (ENP). The main instrument for implementation is Institutional Twinning (TW), which has proven to be an effective instrument widely used to support candidate, acceding, and Neighbourhood countries and new Member States. SAAP was responsible for following up implementation and enhancing synergies and complementarities between all available instruments for institutional capacity building (“IB tools”), including the Technical Assistance and Information Exchange Instrument (TAIEX)

and the Support for Improvement in Governance and Management (SIGMA), both falling under other funding mechanisms.

SAAP was well adapted to Egypt's specific needs and Association Agreement objectives, fully in line with legislative, regulatory and institutional change challenges. Scattered outcomes and somewhat limited impacts suggest that the SAAP programme was however insufficiently targeted to clearly identified sectors.

The final evaluation conducted in 2020 underlines strong sustainability evidence, despite the turnover in some beneficiary administrations after project implementation. Support from local authorities and Government was overall positive. Appropriation was generally high and increasing with time. Willingness and capacity to continue the action was generally good, the impact on legislation remained below expectations though. Generally, time for cultural change was underestimated, but movement and progress were initiated, with a lot of late outcomes (not monitored). Impact on end-beneficiaries was neglected at the initial programming level, not measurable at the evaluation stage, but in the end pragmatically estimated positive.

#### b) Promoting the EU in Egypt

Based on the recent studies and evaluations conducted in 2021, the main lessons learnt are as follows:

- The lack of synergy between the communication and visibility efforts of EU funded projects and the EU Delegation's own communication efforts is hampering the visibility of the EU. The lack of strategic communication is having a detrimental impact on awareness raising about EU support and communicating its values. Hence, one of the things most needed, was the requirement for synergy in communications and awareness raising.
- There is a need to communicate factual information about the EU, explaining the basics of what the European Union is and stands for and entrenching the correct answers to all of the statements tested in the survey. It is very important to clearly differentiate the EU from the UN in those efforts as well. The type of information targeting young Egyptians can differ from the information targeting older Egyptians.
- The EU needs to be more present in rural areas, whether through roadshows, small local events, or more in-person outreach.
- Better highlighting the EU's Partnership Priorities with Egypt, the positive impact of projects and programmes, success stories and beneficiary stories could help create more positive associations to the EU. This however has to be achieved nationwide.

### 3. DESCRIPTION OF THE ACTION

#### 3.1. Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to contribute to enhancing cooperation and mutual understanding between the EU and Egypt.

To support the implementation of the EU-Egypt Partnership Priorities, one facility shall be set up by this action.

**The Outcome (Specific Objective) is:** Increased pace and quality of implementation of policy reforms and policy convergence in the areas outlined in the EU-Egypt partnership priorities.



The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1: Human and institutional capacity of relevant public administrations is strengthened (in the areas that are not already covered by an existing action or programme);
- 2: Pipeline of (technically) mature project proposals is ready for submission to the appropriate decision making bodies, for instance to Technical Assessment Meetings (TAM) for financing through the European Fund for Sustainable Development Plus (EFSD+);
- 3: Measures and tools to support policy and sector dialogues and engagement with government(s) and other stakeholders are put in place;
- 4: Availability of recommendations and lessons learned to inform policy dialogue and future programmes increased;
- 5: People-to-people exchanges and networking opportunities were attended by their target audience, fostering the development of local partnership;
- 6: Improved awareness of the general public about the EU, its policies, and its important contribution to Sustainable Development in Egypt.

### **3.2. Indicative Activities**

Activities related to Output 1:

- Supporting capacity development and institutional building, including through technical assistance and exchange of public expertise, such as TAIEX and Twinning.
- Interventions may also support the participation of the country in EU Programmes and cooperation with EU Agencies, where relevant.

Activities related to Output 2:

- Financing pre-feasibility studies for European Investment Bank (EIB) blending operations or other infrastructure interventions.

Activities related to Output 3:

- Supporting policy dialogues: events, conferences, studies, fellowships, exchange platforms to support sector dialogues leading to policy reforms and engagement with governments and other stakeholders.
- Supporting strategic coordination on Joint Programming / Team Europe.

Activities related to Output 4:

- Supporting the preparation, implementation and evaluation of the EU's cooperation, including via technical assistance and external audits.

Activities related to Output 5:

Enhancing public and cultural diplomacy through a broad range of interventions to promote EU policies as well as engagement with target audiences and partners, such as youth, academics, influencers (e.g. media, think tanks, and business community), civil society and cultural actors:

- Study visits and training for young journalists and diplomats;
- Exhibitions, Education Fairs, Roadshows;
- Think Tanks Twinning;
- Business exchanges;
- Cultural festival and exchanges;
- Competitions;
- Networking events;
- Lectures, Conferences, Round-table discussions on key global challenges.

Activities related to Output 6:

Financing communication activities in line with the strategic communication plan of the EU in Egypt, including:

- Strategic communication campaigns on EU political objectives;
- Visibility actions on EU cooperation results and activities;
- Setting up a toolkit of targeted and strategic interventions allowing to detect and fight against disinformation.

### **3.3. Mainstreaming**

#### **Environmental Protection, Climate Change and Biodiversity**

**Outcomes of the Strategic Environmental Assessment (SEA) screening** (relevant for budget support and strategic-level interventions).

The SEA screening concluded that key environmental and climate-related aspects need be addressed during design.

**Outcomes of the Environmental Impact Assessment (EIA) screening** (relevant for projects and/or specific interventions within a project).

The EIA screening classified the action as Category B (not requiring an EIA, but for which environment aspects will be addressed during design).

The action will focus on operationalising the Partnership Priorities between the EU and Egypt, thereby raising awareness, and promoting a just, green and environmentally friendly transition. Promotion of low carbon development and climate resilience will be addressed mostly through the preparatory works foreseen ahead of new blending operations.

**Outcome of the Climate Risk Assessment (CRA) screening** (relevant for projects and/or specific interventions within a project).

The CRA screening concluded that this action is no or low risk (no need for further assessment).

#### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that the gender equality perspective will be mainstreamed at all stages and levels of implementation of this programme and subsequent interventions, including the possibility to support a number of interventions directly contributing to SDG 5.

The rights-based approach (RBA) principles, including the legality, universality and indivisibility of human rights, participation and access to the decision making process, non-discrimination and equal access, accountability and access to the rule of law, as well as transparency and access to information, are at the core of the Action's efforts to foster effective, participatory governance and civil society empowerment. The AAAQ (Availability, Accessibility, Acceptability and Quality) framework represents a guiding principle, among others, with regard to reforming and improving the provision and delivery of basic public services.

#### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that the implementation of the action will adopt an inclusive and equal opportunities approach, placing specific emphasis on the EU's commitment to leaving no-one behind. Bearing in mind the strong bidirectional link between poverty and disability, particular attention will be paid to the preventing access

to healthcare, education, poor nutritional status, lower immunization coverage, lower birth weight, higher rates of unemployment and underemployment, and lower occupational mobility. Disability can cause poverty by preventing the full participation of persons with disabilities in the economic and social life of their communities, especially if the appropriate supports and accommodations are not available.

### Democracy

Participation and access to the decision making process, non-discrimination and equal access, accountability and access to the rule of law, as well as transparency and access to information, are at the core of the Action's efforts to foster effective, participatory governance and civil society empowerment.

### Migration

The role of Civil society organisations (CSOs) is of key importance in areas prone to migration and areas that are hosting migrants and refugees. Strengthening CSOs' capacities to contribute to policy making and the to the governance and inclusiveness of development plans will serve to respond to the needs of less advantaged communities and groups hosting among the most vulnerable people also refugees, unregistered migrants and potential migrants, in particular youth. CSOs' initiatives will serve to address migrants and refugees' protection needs (e.g. access to justice, education, healthcare and livelihood) and to facilitate coexistence and dialogue. In the Egyptian context the majority of vulnerable migrants and refugees are mainly served by CSOs. CSOs are the main partners to organisations such as IOM and UNCHR in the delivery of services to this target group.

### 3.4. Risks and Assumptions

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
External Environment	Internal or external challenges decrease the Government of Egypt's commitment to and focus on its ambitious reform agenda.	M	L	Monitoring of political situation and active engagement with GoE and international partners throughout the programme.
Planning, Processes and Systems	In the absence of a Financing Agreement, delays for securing clearances and authorisations are too long to allow for contracting according to the twinning cycle by n+1	H	M	Revert to peer-to-peer support through contribution agreements to EU Member States' Agencies.
People and the Organisation	There is a risk that the authorities might not see the added value of involving CSOs in the policy dialogue	M	M	Problems in implementation will be raised with Egypt as part of the Policy Dialogue foreseen by the Partnership Priorities and the Association Agreement.

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
	or that they might not provide an enabling environment that puts in place modern and transparent institutions to encourage accountability and good governance and ensure fair and transparent rules.			

### External Assumptions

- The participants in the interventions under the cooperation facility are involved in reform processes;
- Awareness on the possibility to access EFSD+ increases among beneficiaries;
- Clearances are granted in time for cooperation measures and interventions to be implemented successfully;
- There is a good understanding of each target group and their dynamics;
- General public and target groups continue to have access to social media, radio and press.

### 3.5. Intervention Logic

The underlying intervention logic for this action is that through the combination of the various instruments and tools, the EU – in a Team Europe approach - will be able to exert an important leverage towards the jointly agreed priorities outlined in the Association Agreement and the Partnership Priorities. Policy dialogue, peer-to-peer support and Technical Assistance, combined with public diplomacy and proactive engagement and support to civil society will be articulated alongside the priorities defined in the strategic document underpinning the EU-Egypt partnership.

As in the previous SAAP programmes, **if** specific EU interventions (either in the form of twinning, peer-to-peer support or technical assistance) are receiving clearances in time, targeting adequately the human resources and public institutions who will be involved in public administration reform, and **if** there is a continued commitment from both parties to the EU-Egypt partnership priorities adopted in 2022, **then** the action will enhance the pace of policy reforms and dialogue between the EU and Egypt in the priority areas jointly agreed to.

To achieve this, institutional capacity development and regulatory reform in Egypt will be designed and formulated through a relatively flexible mechanism to best respond to opportunities and challenges that might arise during the implementation of the action. It is, however, envisaged to clearly prioritise prospects/ requests for assistance based on the following criteria: 1) Coherence with EU interests and strategic priority sectors, as well as with key EU sector programmes and policy dialogues; 2) Linkage and relevance of the proposed intervention areas to the Partnership Priorities and Association Agreement; 3) Political commitment and absorption capacity of respective beneficiary administrations; 4) Expected impact on local reform efforts and linkage to Egypt's national development strategies/economic reform programme.

The action will also need to be complemented by increased efforts to raise awareness on access to EFSD+ in Egypt amongst beneficiaries.

Furthermore, **if** there is a full alignment of the requests for support to EU-Egypt Partnership Priorities, including strategic assessment of target groups and their dynamics, and **if** they continue having access to social media, radio and press, **then** the increased opportunities for networking and local partnerships combined with an improved awareness of the general public about the EU-Egypt partnership will enhance the quality and convergence of EU and Egypt shared priorities.

### 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
<b>Impact</b>	<b>To contribute to enhancing cooperation and mutual understanding between the EU and Egypt</b>	1.Percentage of population with a positive general attitude towards the EU  2.Number of collective approaches and/or practices to challenges of global and/or mutual concern which have been developed/adopted/implemented[OPSYS core]	1. 2022=21%  2. 2022=0	1.2025= to be defined during inception in 2023  2.2025= to be defined during inception in 2023	1. EU neighbours survey  2. Reports of Association councils and sub-committees	<i>Not applicable</i>
<b>Outcome</b>	Increased pace and quality of implementation of policy reforms and policy convergence in the areas outlined in the EU-Egypt partnership priorities.	<b>GERF 2.15</b> Number of processes related to partner country practices on trade, investment and business, or promoting the external dimension of EU internal policies or EU interest, which have been influenced [NDICI-Global Europe]	1.1 2021= 0	1.1 2025= 10	1.1 EAMR reports	Continued commitment from both sides to the EU-Egypt partnership priorities adopted in 2022

<b>Output 1</b>	1.1.Human and institutional capacity of relevant public administrations strengthened (in the areas that are not already covered by an existing action or programme)	<b>IPA PF 2.12</b> - Number of EU funded sectoral interventions (Twinning, other types of technical assistance programmes) producing results that are consistent with horizontal public administration reform principles	2022= 0	2025= 20	EU intervention monitoring and reporting systems (Progress and final reports for the EU-funded intervention; ROM reviews)	Relevant public administrations and their representatives, whose capacities have been strengthened, continue to be involved in the reform processes.
<b>Output 2</b>	1.2. Pipeline of (technically) mature project proposals ready for submission to the appropriate decision making bodies, for instance to TAM for financing through EFSD+	1. Number of preparatory studies conducted 2. Number of projects identified in the EFSD+ pipeline	1. 2022 = 0 2. 2022 = 0	1. 2025 = 6 2. 2025 = 4	1.2.1= OPSYS 1.2.2= EFSD+ reports	Awareness on the possibility to access EFSD+ increases among beneficiaries
<b>Output 3</b>	1.3.Measures and tools to support policy and sector dialogues and engagement with government(s) and other stakeholders put in place	Number of capacity building measures (seminars, workshops, training events, exercises, peer reviews, needs assessments, technical assistance) implemented ( <b>OPSYS Core</b> )	2022 = 0	2025 = 20	EU intervention monitoring and reporting systems (Progress and final reports for the EU-funded intervention)	Continued commitment to use the opportunities offered by the tools and measures delivered
<b>Output 4</b>	1.4.:Availability of recommendations and lessons learned to inform policy dialogue and future programmes increased	Number of measures, including evaluations, external audits and sector reviews, conducted with support from the EU ( <b>OPSYS Core</b> )	2022 = 0	2025 = 10	OPSYS and MIS	Continued commitment to implement recommendations and lessons learned

<p><b>Output 5</b></p>	<p>1.5: Increased opportunities for networking and local partnerships around shared EU - Egypt cultural, political and economic agendas</p>	<p>1. Number of dialogue fora and communication channels established between groups (<b>OPSYS Core</b>)  2. Number of experts (disaggregated by gender) of the partner countries that report increased knowledge on strategic EU-Egypt priorities as a result of conferences, workshops or dialogue events (<b>OPSYS Core</b>)</p>	<p>1. 2022=0  2. 2022=0</p>	<p>1.= 20  2.= to be defined</p>	<p>EU intervention monitoring systems (Interim and Final reports)  1.2.2= restricted opinion polls and structured interviews conducted for EU DEL</p>	<p>Full alignment of the requests for support to EU-Egypt partnership priorities, including strategic assessment of target groups and their dynamics</p>
<p><b>Output 6</b></p>	<p>1.6: Improved awareness of the general public about the EU, its policies, and its important contribution to Sustainable Development in Egypt.</p>	<p>1. Target population reached by communication actions disaggregated by gender and age (<b>OPSYS Core</b>)  2. Understanding of Team Europe work in Egypt by target audience disaggregated by gender and age</p>	<p>1. 2022=0  2. 2022=0</p>	<p>1.2025= to be defined  2.2025= to be defined</p>	<p>1.2.1= Communication strategy implementation report  1.2.2= restricted opinion polls and structured interviews conducted for EU DEL</p>	<p>General public and target groups continue to have access to social media, radio and press.</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 3.1 will be carried out and the corresponding contracts and agreements implemented, is 96 months from the date of 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 measures<sup>12</sup>.

#### **4.3.1. Direct Management (Grants)**

##### **4.3.1.1. Twinning Grants**

###### **a) Purpose of the grant(s)**

Twining grants will contribute to achieving Output 1.

###### **b) Type of applicants targeted**

Applicants must be EU Member State administrations and/or their mandated bodies.

##### **4.3.1.2. Grants**

###### **a) Purpose of the grant(s)**

Grants will contribute to achieving Output 5.

###### **b) Type of applicants targeted**

Non Governmental Organisations (NGOs), cultural institutes, research centres, think tanks, economic operators such as Small and Medium Size Enterprises (SMEs).

#### **4.3.2. Direct Management (Procurement)**

The procurement will contribute to achieving all the outputs of Outcome 1 (Output 1 to 6)

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<sup>12</sup> [www.sanctionsmap.eu](http://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.

### **4.3.3. Indirect Management with pillar-assessed entities<sup>13</sup>**

A part of this action may be implemented in indirect management with a pillar assessed entity, which will be selected by the Commission's services using the following criteria:

- relevant expertise and experience in relation to the nature of the intervention,
- operational capacity in Egypt,
- on-going engagement in the sector and on-going policy dialogue with the Government of Egypt.

The implementation by this entity entails activities contributing to enhancing institutional capacities and regulatory framework in the health sector (output 1.), enhancing statistical data collection in the priority areas not already covered by an ongoing action (output 1.) and enhancing policy dialogue and team Europe coordination in the sectors outlined in Priority 3 of the Multi-Annual Indicative Framework (output 1).

### **4.3.4. Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances**

Regarding Output 1:

If the call for Twinning proposals is not successful, it may be envisaged to revert to indirect management with an EU Member State Agency which will be selected by the Commission's services using the following criteria:

- relevant expertise and experience in relation to the nature of the intervention,
- ongoing engagement in the sector,
- and – if possible - ongoing policy dialogue with the Government of Egypt.

If the identification of one or several indirect management with pillar assessed entities is not successful, it may be envisaged to revert to direct management through

- grants.

In the case of grants,

- a) Purpose of the grant(s): Grants will contribute to achieving Outputs 1 if the identification of indirect management with pillar assessed entities is not successful;
- b) Type of applicants targeted: NGOs and International Non-Governmental Organizations (INGO).

## **4.4. Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

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<sup>13</sup> The signature of a contribution agreement with the chosen entity is subject to the completion of the necessary pillar assessments

#### 4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in million EUR)			
	2022	2023	2024	Total
<b>Implementation modalities</b> – cf. section 4.4				
<b>Outcome 1 (Cooperation facility)</b>	<b>2</b>	<b>6</b>	<b>5</b>	<b>13</b>
Grants (direct management) – cf. section 4.3.1	1	1	2	3.5
Procurement (direct management) – cf. section 4.3.2	1	4	2	7
Indirect management with a pillar assessed entity – cf. section 4.3.3	0	1	1	2.5
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	will be covered by another Decision			
<b>Communication and visibility</b> – cf. section 6	Embedded under Outcome 1 (output 1.4)			
<b>Contingencies</b>	0			
	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>Total</b>
<b>Total</b>	<b>2</b>	<b>6</b>	<b>5</b>	<b>13</b>

#### 4.6. Organisational Set-up and Responsibilities

The steering of the action will be crucial to its success. Given the nature of the action, and in the absence of a Financing Agreement, it is envisaged to steer the programme through a core task force within the Delegation, which will meet regularly to review the contracting pipeline foreseen, and consult relevant services in the Commission and EEAS.

For Outcome 1 Periodic Consultation of other stakeholders – and in particular the partner country authorities, will also be undertaken, but not through the setting up of a formal joint steering committee.

In particular, consultations will be undertaken with the Ministry of Environment, while the Ministry is not a direct beneficiary of this Action (there is already another action ongoing, with the Ministry of Environment as a Beneficiary).

- Concerning the **Environmental Impact assessment (EIA)**, the Competent Administrative Authority is the Ministry of Environment. However, the Ministry has been delegating the work to a number of Competent Administrative Authorities. For example, the Ministry of Water Resources and Irrigation will deal with projects linked to irrigation, Agricultural drainage, barrages and dams, Ministry of agriculture will deal with agricultural projects.
- Concerning the **Environmental awareness activities**, the CSOs often need to have the agreement of the Ministry of Environment to make their activities. For example, for our beach cleaning, agreement from the Ministry is required.

For Outcome 2 a Technical Committee with the Ministry of Social Solidarity and concerned line ministries and National Councils to follow up on the implementation of the projects/programmes requiring administrative clearances shall be set up.

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 and targets 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 nature of the action, evaluations will not be carried out for this action or its components.

In case an evaluation is not planned, the Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

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.

### **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.