

PART III CONCLUSIONS

1994
1995
1996

11 Conclusions

11.1 Foreign policy context

The Netherlands development assistance to Egypt, which began in 1975, formed part of the wider framework of the country's foreign policy in the early 1970s. This policy focused on the improvement of relations with Arab countries in general and with Egypt, as a leading nation in the Middle East, in particular. Other political reasons for initiating development assistance to Egypt included appreciation for Egypt's active peace policy and for the re-orientation of its foreign policy towards western countries.

Since the mid-1970s, the bilateral relations between Egypt and the Netherlands have been intensified and have improved. Netherlands development aid to Egypt has provided a positive contribution towards intensifying and improving relations between the two nations.

Development assistance has been integrated into Netherlands foreign policy in several other respects. Debt remissions and rescheduling (in which the Netherlands participated for Dfl. 115 million) and the general balance of payment support provided in 1990 (Dfl. 31 million) were partly related to Egypt's stand in the Gulf war. The Cultural Agreement between the two countries was extended by means of cultural activities supported directly under the aid programme.

Over the past twenty years, commercial relations between Egypt and the Netherlands have intensified. Since the early 1970s, exports to Egypt have increased considerably as did Egyptian exports to the Netherlands. Throughout the period 1975-96 the Netherlands had a surplus on its trade balance with Egypt. The trade gap was not made up by the Netherlands development aid: the value of annual commodity exports of the Netherlands to Egypt was ten to fifteen times the volume of aid. Egypt's exports to the Netherlands represented three to four times the level of annual aid disbursements. Several commodities provided under the aid programme were also supplied commercially (e.g. fertilisers, hatcheries, pumps and valves for drinking water and sanitation systems, and medical

equipment), and sometimes superseded commodities provided formerly on a commercial basis.

11.2 Trends in the aid programme

Total annual disbursements under the aid programme increased gradually between 1975 and 1996 from Dfl. 20 million in the 1970s to about Dfl. 70 million in the late 1980s. Thereafter, they decreased to about Dfl. 45 million, largely due to a sharp reduction in programme aid which, in turn, was related to an improvement in Egypt's foreign exchange position and renewed economic growth.

Programme aid showed a shift from commodity import support in the 1980s with a strong emphasis on capital goods for the social services sector (drinking water and health) to debt relief in the late 1980s and early 1990s. There were also noticeable shifts in project aid: disbursements for agriculture and economic infrastructure decreased sharply in the mid-1980s, whereas those for water management and drainage increased. Assistance to the social sectors rose substantially during the 1980s and declined again during the 1990s. These changes in project aid were partly the effect of favourable and unfavourable experiences in the aid programme, partly related to changes in Egyptian proposals.

During the initial period of the aid programme Egypt's physical infrastructure and transport facilities were badly in need of improvement. The emphasis on infrastructure was thus justifiable. Experiences with aid to dairy farming and milk processing were rather disappointing and the support was discontinued.

Increased disbursements for drinking water/sanitation and health in the 1980s were largely due to Egyptian requests for commodity import support for this sector. The decision to increase support to water management and drainage was based on the growing salinisation problem and the need to speed-up the implementation of drainage works, and on the catalysing role of the Egyptian-Netherlands Drainage Panel in maintaining attention for these problems.

There was also a shift from the supply of commodities to technical assistance. Up to 1980 the former had represented 80 per cent of total disbursements, while the remaining 20 per cent was spent on technical assistance. The latter increased to half of all aid in the mid-1980s and further to roughly two-thirds in the 1990s. This shift accorded with experiences gained with commodity supplies, which revealed the need for technical assistance to enhance their effectiveness.

The shift to technical assistance coincided with growing attention for institutional development. At first, this was interpreted as improving the technical capabilities of Egyptian government organisations. Gradually, projects gave more attention to structural problems in operations and maintenance and to general organisational and management issues. Recent activities have focused on inventories of organisation structures and staff capabilities and on the designing of staff development plans.

Activities have also changed within sectors. In general, their objectives have broadened, following the incorporation of Netherlands aid priorities: i.e. institutional strengthening, environmental conservation, and women and development, into project objectives which consequently increased in complexity. For some activities, broadening of objectives reflected a logical next step, e.g. the inclusion of institutional strengthening and environmental aspects in water management and drainage or of reproductive health in the health sector. For others that step was rather far-fetched, such as the incorporation of women in development in water management and drainage.

11.3 Policy orientation

11.3.1 Policy relevance

Netherlands development aid to Egypt over the past twenty years has been oriented towards several crucial development problems of the country: the need for economic stabilisation and the foreign exchange deficit, and the scarcity and deteriorating quality of water resources in particular. Recently, the Netherlands has given more attention to the strengthening of public institutions, especially those in water management.

Programme aid was made available during periods of shortage of foreign exchange and during restructuring of Egypt's economy, addressing the balance of payments problems through commodity import support and debt rescheduling. Deteriorating social conditions caused by structural adjustment were addressed through contributions to a social safety net.

Most project assistance to the various sectors focused on relevant problems. Support to water management and drainage focused on a crucial sector for the Egyptian economy in terms of food production and living conditions of a high proportion of the Egyptian population. Aid for the drinking water and sanitation sector concentrated on an important basic need of the population. At first, the focus was on supplies of equipment to utilities in Cairo and Alexandria, where about one-third of the country's population live and where water and sewerage problems were most acute and visible. Since 1990, even more

alarming environmental health problems in rural areas have been addressed in Fayoum Governorate, a priority region for Netherlands aid.

In agricultural and animal husbandry emphasis shifted from increased food production, in particular animal proteins, to horticulture. The need for a more effective use of scarce land and water resources justified this shift.

11.3.2 *Policy congruence*

Although both Egypt and the Netherlands considered economic growth and poverty alleviation to be the main objective, the relative importance and the approach towards its realisation differed. Egypt considered economic growth to be the main route to reduce poverty and preferred programme aid and commodity supplies. The Netherlands preferred more direct poverty alleviation through providing support to specific target groups. Differences of opinion were usually settled in accordance with Egypt's priorities and the aid programme had a strong orientation towards economic growth and self-reliance.

During the first decade of the aid programme the Netherlands did not elaborate its development aid policy for Egypt at strategic and sectoral levels, and discussions between the two countries were restricted to the project level. Since the mid-1980s the countries have exchanged views about needs and the general characteristics of economic reform. Although Egypt and the donor community, including the Netherlands, had differences of opinion about the pace of reform, especially regarding privatisation and public sector reform, disagreements rarely became contentious. The macro-economic aid provided by the Netherlands corresponded with Egyptian structural adjustment policies.

During the period 1986–96 the Netherlands also placed more emphasis on technical assistance, and policy priorities such as institutional development and women and development were often not shared by Egypt.

In project aid, policy congruence differed for the various sectors. The focus on water management and drainage complied with Egyptian priorities to restore the country's water and salt balance and to improve the management of an increasingly scarce resource. Netherlands' support was complementary to assistance provided by the two main donors in this field, USAID and the World Bank. For drinking water and sanitation, there was complete agreement during the first fifteen years between Egypt's expansion-oriented sector policy and the aid priorities of the Netherlands. Then followed a brief period in which donor policies, including that of the Netherlands, emphasised the need for fundamental sector reform and institutional strengthening. At first Egypt was reluctant to introduce

such reforms. However, the 1995 Presidential Decree restored policy compliance between Egypt and its main donors for the water and sanitation sector.

In the rather general terms in which the Netherlands justified its support to agriculture (high government investments) and formulated its priorities for the sector (food security), aid activities fitted well into Egyptian policies. In fact, Egypt's public investments in the agricultural sector were low throughout the full period of the aid programme, all activities submitted for donor financing were presented as priorities and could easily be related to the broad theme of food production.

The focus on hospital-based health care during the initial period of Netherlands support was in agreement with Egyptian priorities. The assistance given to primary health care and reproductive health since the late-1980s has differed from Egypt's actual policy priority, as reflected in the expenditure patterns for the sector, and the emphasis on curative services in modern hospitals.

11.3.3 *Effects on Egyptian policy*

The Netherlands is one of the smaller bilateral donors, with less than 1 per cent of total development assistance. This relatively small volume of aid is dispersed over several sectors, so that it is unlikely to participate intensively in policy discussions. Experiences in two main sectors, water management and drainage, and drinking water and sanitation, are illustrative in this respect. The policy framework for the water management and drainage sector was established under USAID and World Bank covenants, with these donors contributing almost two-thirds of external support to the sector. Likewise, fundamental sector reforms in drinking water and sanitation were the outcome of a policy dialogue between Egypt and the USA, by far the main donor for the sector.

Several activities supported by the Netherlands in both sectors were in line with these policies. Moreover, experiences gained in projects supported by the Netherlands resulted in relevant insights that facilitated the implementation of policies.

11.4 *Effectiveness*

The assessment of effectiveness encountered several problems. Objectives were often phrased in rather general terms and were not operationalised in concrete targets to be realised within specific time frames. Moreover, baseline studies were lacking in many cases, which prevented comparisons of pre-project and after-project situations. Cost-benefit

analyses were seldom made and monitoring and evaluations focused on inputs and problems of project management, with little attention for output and results for target groups. Under such conditions assessments of effectiveness (and efficiency) have necessarily been based on qualitative judgements of the achievement of objectives.

11.4.1 Programme aid

Programme aid comprised about one-third of the total development assistance of the Netherlands, but it represented less than 1 per cent of all macro-economic aid to Egypt. The effectiveness of the Netherlands contribution could therefore only be assessed in the framework of overall donor support. In this wider context the effect was favourable: macro-economic aid alleviated pressure on the balance of payments, and considerably reduced the debt service ratio. Macro-economic aid helped to stabilise the economy in the early 1990s in terms of reducing inflation, restoring economic growth and increasing foreign exchange reserves. Therefore, the effectiveness of Netherlands macro-economic aid as part of a joint donor effort to facilitate economic reform was high.

The contribution to the Social Fund for Development was in line with efforts by the international donor community to assist the Egyptian Government in fighting the negative effects of structural reform policies on the most vulnerable groups. Following a difficult start, the Social Fund largely achieved its objective of employment creation. It had difficulties in reaching the poorer sections of the population, however.

11.4.2 Project aid

The effectiveness of project aid differed for various activities within sectors.

The main objective of the support to water management and drainage was to halt the decline in land productivity caused by rapidly increasing waterlogging and salinity, through investments and by providing technical assistance to a series of government institutions and agencies. At a later stage the scope of the programme was widened to include the improvement of water management. Aid to water management and drainage was instrumental in strengthening the technical capabilities of recipient organisations, primarily through training and research support. The effectiveness of research projects was limited in terms of the application of results to irrigation and drainage activities. Research findings were used intensively in the case of contract research which responded to explicit requests by client organisations. This type of research covered only 30 per cent of disbursements.

The establishment of an effective in-house training facility in the organisation responsible for the execution of drainage works helped to speed-up their implementation rate. Water management support to Fayoum Governorate resulted in the improvement of overall irrigation efficiency, mainly through increased re-use of low quality drainage water. It did not lead to the intended more equitable distribution of drainage water.

The principal objective of support to drinking water and sanitation was to help to improve the living conditions of the population, including environmental health. The overall effectiveness was positive. The aid provided a (relatively small) contribution to the expansion of water production and to the improvement of related services, including sanitary drainage, in the two major cities of Cairo and Alexandria. In the latter, the effectiveness of technical assistance was restricted to operations and maintenance at the level of a single water plant. Lessons learnt at plant level were not applied at the authority's strategic management level.

In Fayoum support helped to strengthen the new water supply and sanitation authority, especially in financial management, technical skills and maintenance practices. Little progress was made towards establishing a financially viable economic authority. In 1996/97 more than two-thirds of water production was not sold commercially, and only one-third of the nominal operations and maintenance costs was recovered from consumers.

The main objective of assistance to the health sector changed during the programme. Up to the mid-1980s the aim was to improve the health situation of the population through better hospital-based health care. Later, the objective shifted to strengthening the primary level of socio-medical care. The effectiveness of various activities was mixed. It was high for the supply of equipment to university hospitals and for vaccine production. The equipment was used intensively and was effective in the diagnosis and curing of serious diseases, and in the production of vaccines against endemic diseases. The effectiveness of the supply of anti-biotics and help for the rehabilitation centres of handicapped was marginal. The main objectives of sustainable domestic drug production and the integration of the handicapped people in the regular labour market were not achieved.

In the support to reproductive health and family planning, and tuberculosis control, objectives were partially achieved. Effectiveness was high in terms of the rehabilitation of health infrastructure, staff training and increasing awareness of health issues. Efforts were less successful in strengthening management and planning capabilities, and the integration of project activities in the basic health system (Damietta and Fayoum), and for achieving the required cure rate effectivity (TB control).

The effectiveness of support to the agricultural sector was rather disappointing as one-third of activities, representing over 40 per cent of total disbursements, did not, or only marginally, achieve their objectives. Unsuccessful activities included most of the larger projects, such as the renovation of two milk factories, a large dairy project, the supply of half of the greenhouses, a chicken feed mill and a potato cold store.

Support to poultry production was largely successful, mainly because of a favourable government policy and the supply of good quality commodities with an effective after-sales service. Several activities in horticulture were also quite successful, partly because of good quality technical assistance. For the dairy industry, effectiveness was rather low due to the focus on weak public sector agencies. State dairy enterprises faced increasing competition by private firms and were affected by cheap imports caused by EU dumping practices. The construction of a 23,000 ton grain silo did not bring the envisaged advantages in cost effectiveness through bulk rail transport.

In general, projects with mainly technical objectives were more effective than those which combined technical, social and institutional objectives. Important priorities of Netherlands aid such as poverty alleviation, promotion of gender equality and institutional development seemed sensitive and required intimate knowledge of socio-political conditions, which was often not made available. It also needed mutual trust among parties involved on the side of the donor and the recipient country, which is usually realised over a long period of co-operation.

11.4.3 Technical assistance and institutional development

Technical assistance or technical co-operation encompasses the whole range of activities designed to develop human resources through improving the level of skills, know-how and productive aptitudes of the population. In the Netherlands aid programme for Egypt, technical assistance has been provided in various forms. First, it accompanied the supply of materials and equipment primarily with the aim to instal that equipment and to familiarise the staff of pertinent institutions with its operations and maintenance. Second, it was undertaken as a separate activity following commodity supplies if capacity utilisation remained low. A third form was free-standing technical assistance, usually directed towards institutional development in a more generic sense. The first of these modes was usually of fairly short duration and carried out by the commodity supplier. The others were of much longer duration, sometimes ten years or more, and were contracted-out to Dutch consultancy firms. Some two-thirds of disbursements for technical assistance were spent on consultancy.

Under the aid programme for Egypt substantial numbers of people have been trained, particularly in water management and drainage. As a result, the technical capacities of institutions have generally improved. For example, technical assistance to research institutes helped to establish data bases for monitoring systems, valuable scientific publications, and the design of computer models for water management. Research publications enhanced the scientific status of the institutes. The motivation of Egyptian staff was also stimulated through incentive payments supplementing low salaries, while access to auxiliary equipment and funds for operating expenditure was facilitated.

Technical assistance had favourable longer-term effects when it was oriented towards the solution of concrete technical problems and answered a specific client's demand. Examples include the re-use of drainage water, better adjustment of drainage practices to soil conditions, and the production of a virus-resistant tomato variety in horticulture. It was less successful as a follow-up to the earlier supply of equipment and when it operated at plant level rather than at strategic management level. This was the case, for instance, with technical assistance provided to improve urban drinking water supply in Alexandria and the renovated milk factories.

Technical assistance aims to bring about better performance of the organisations involved in terms of higher output, better quality of work and improved cost effectiveness. In most cases, the effect of technical assistance on overall institutional performance was limited. At project level this was due mainly to the aid approach. In project preparation little attention was given to inventorising human resource capabilities and identifying institutional constraints. During implementation technical training of staff was emphasised with the implicit assumption that improvement of technical capabilities was in itself an adequate means of raising overall performance of the institutions concerned. Moreover, there was a strong reliance on traditional engineering firms, and the potential for involving Egyptian expertise in institutional development efforts was not sufficiently used.

In addition, structural problems of the public sector could not be addressed effectively at the level of individual projects. At the sector level, the effects of technical assistance were unfavourably influenced by highly-centralised decision-making and prevailing personnel policies in the public sector. Compared to the private sector, the public sector is characterised by seniority-based staffing and career development and low salary levels. Such conditions allow no incentives for the improvement of managerial capabilities, which might infringe on vested interests.

This situation is changing gradually as a result of the economic reform programme, whereby privatisation includes more financial and management autonomy for (semi) government organisations. Recent technical assistance projects in water management and

drainage and in drinking water/sanitation explicitly include institutional strengthening and management training, and apply a broader approach to human resource development.

11.5 Efficiency

In general, efficiency in the aid programme for Egypt was low. It was affected by ad-hoc programme development and problematic project cycle management, largely caused by differences in priorities between the donor and the recipient country.

From the beginning, the aid programme was characterised by a predominance of project aid and a rather diverse package of projects. During the period 1975–86 the Netherlands invited Egypt to present project proposals. This resulted in a broad range of separate projects being forwarded by several ministries. The proposals focused on the supply of commodities originating from the Netherlands and targeted towards strengthening Egypt's physical and economic infrastructure and industrial sector. Despite a brief period in the second half of the 1980s when more emphasis was placed on commodity import support, project aid remained the dominant aid form.

The introduction of country policy plans in the second half of the 1980s and the identification of priority sectors did not lead to joint analysis of sectoral characteristics and constraints or to the design of sector-specific strategies. The policy plans rather reflected a summing up of a broad range of on-going activities supported in the various sectors, grouped under sectoral headings. Moreover, since the late-1980s these plans have incorporated an increasing number of donor priorities which broadened the aid programme. This has placed a high demand on aid management on both the Egyptian and the Netherlands side.

Aid management was problematic in all stages of the project cycle. Project preparation was often prolonged over several years and took a substantial amount of time and manpower. It was mostly a donor activity, i.e. carried out and financed by the Netherlands, thus reducing Egypt's commitment and ownership.

Delays were chiefly caused by differences of opinion about the type of commodities required and the need for and magnitude of technical assistance. Proposals were often based on a perceived shortage of technical expertise and limited financial capabilities of public institutions, rather than on institutional constraints. Projects with complex objectives, especially those referring to institutional and social development, were discussed intensively and were characterised by a longer preparation time. Most projects were not

appraised, however, in the sense that alternative solutions and approaches were taken into consideration before approval. Finally, bureaucratic rules and regulations on the side of both Egypt and the Netherlands prolonged project preparations.

In project implementation, frequent delays occurred in tendering and procurement. Execution of supply contracts took much longer than initially expected. Contractors who did not complete civil works on time delayed the installation of equipment. Although the commodities supplied were generally of good quality and contracts were either tendered or prices were checked externally, i.e. by the Netherlands Procurement Agency, delays in supplies and frequent project extensions raised cost levels. Moreover, equipment orders in several projects were over-sized in relation to objectives, which had an upward effect on costs and reduced capacity utilisation. Examples are the more than 100 greenhouses for training purposes, equipment for drinking water supply for Alexandria, including that for a plant that has lain idle since it was commissioned in 1995, and duplications in equipment for monitoring and laboratory tests in water management and drainage research. Also, most technical assistance projects were not completed within the original timeplan and frequent extensions were necessary, often requiring additional funding.

Monitoring was weak up to the mid-1980s, but improved after the deployment of sector specialists at the Netherlands Embassy. Monitoring focused on the use of inputs and on the financial aspects of project implementation, with little attention for output and results for target groups. External monitoring in the form of Steering Committees (as introduced in support for drainage research) was well-adjusted to the Egyptian situation, and instrumental in creating a conducive environment. It also made project management more complex. Use of external monitoring consultants, as applied in drinking water/sanitation and Fayoum rural health, did not necessarily reduce the workload of the sector specialists or in itself lead to more information on output and results for target groups.

Evaluations have been carried out systematically since the mid-1980s, implying that they focused on technical assistance. Commodity supplies have seldom been evaluated. There are also considerable differences in frequency of evaluations among sectors. For example, they were limited in drinking water and sanitation and quite intensive in drainage and water management. Evaluations were mostly used to assess the justification of project extensions and changes in project approaches. Limited attention has been given to effectiveness and the impact on target groups.

11.6 Sustainability

Policy choices in the Netherlands aid programme, such as priorities for certain sectors or themes, were not discussed with regard to the structural socio-political and financial dimensions and the expected effects on the sustainability of results. Also at the level of individual projects sustainability was not systematically appraised.

The Netherlands started its aid to Egypt during a period of overriding domination by the public sector over the country's economy. Since the introduction of the economic reform programme the role of the public sector has changed affecting the sustainability of aid achievements to public institutions. Macro-economic support was part of an international donor effort to assist the Egyptian Government in restoring the country's balance of payments, reducing its public account deficit and stabilising the economy. Indirectly, the support helped to restore investor confidence in government policies and encouraged the initiation of a private sector-led and market-based economic recovery.

Sustainability of project aid differs among sectors and activities within sectors. In water management and drainage the situation is most favourable for the implementation of improved drainage works, whose financial sustainability is ensured by high priority in government policy and increased emphasis on cost recovery. This also guarantees the sustainability of the in-house training facility. For research institutes sustainability of aid achievements hinges on institutional and management reform that has a positive effect on client orientation and contract research and, consequently, reduces dependency on the government budget. For achievements in Fayoum, prospects are uncertain as activities are not yet wholly integrated into regular organisational structures and substantial budget increases for the Irrigation Department are required in order to maintain project achievements.

In the agriculture and livestock sector, activities in poultry and horticulture were market-based and brought sustainable results because of the high demand for goods and services offered at competitive prices. Moreover, the financial and managerial autonomy of several state organisations had a favourable effect on sustainability, making it possible to use revenue for recurrent costs and salary improvements (e.g. in vegetable production in greenhouses at Bossailly and duckling production in Damietta). There are also institutions without such autonomy for which the sustainability of project results is less certain (e.g. Fayoum poultry production).

Until 1995, there was a fear in the drinking water and sanitation sector that sustainability of investments was threatened by the shortage of government funding for operations and maintenance and by financial and managerial weaknesses on the part of host organisa-

tions which had little autonomy in their financial and organisational affairs. The new legislation (Presidential Decree of 1995) allows those utilities which have acquired Economic Authority status to set up their own personnel regulations, retain tariffs collected, and to utilise these to meet costs for operations and maintenance. Despite this conducive legal framework, substantial improvements in management are still needed to increase recovery rates for services offered so as to ensure financial viability.

In the health sector, materials and equipment supplied to specialised clinics and hospitals and for vaccine production are intensively used and most patients pay for the services. Project results are therefore sustainable. The sustainability of project results in Damietta and Fayoum is uncertain and depends largely on the secure integration of the project's approach and staff into the governorates' health policies and organisations. This has not yet materialised. At a more general level, sustainability depends on the institutional and financial conditions of Egypt's public health system, which will be determined by the outcome of the current discussions on health sector reform.

In sum, technical sustainability has generally been good insofar as recipient organisations were capable of handling the technology provided. The provision of after-sales service by suppliers had a highly positive effect on sustainability. The principal factor which had a favourable effect on institutional and financial sustainability appeared to be the priority given to the various aid activities in government policy. The orientation towards client demand, and the degree of financial autonomy and management capabilities of relevant public institutions, were also of crucial importance. Recent government policies related to economic and institutional reforms give attention to cost recovery and allow for an increase of the financial autonomy of government institutions, thus enhancing the potential sustainability of project results.

11.7 Progress towards strategic objectives

11.7.1 *Economic self-reliance*

Netherlands aid has chiefly been oriented towards Egypt's economic growth and economic self-reliance. However, the volume of that aid, with less than 1 per cent of total development aid and an even lower percentage in terms of Egypt's GDP, is too insignificant to allow its effects on economic self-reliance to be measured in any quantitative terms. These can be indicated only in the framework of overall donor assistance.

Macro-economic support had a favourable effect on improvement of the balance of payments, increase of foreign exchange reserves and overall stabilisation of the economy.

Also, project support to drainage and water management and to the agriculture-cum-livestock sectors concentrated primarily on production growth of large farmers and state enterprises, thus contributing to economic self-reliance. There are indications that improved drainage has led to higher crop yields, increased food production and a reduction of imports relative to population growth. This in turn has contributed to GDP growth and balance of payments improvements. Moreover, technical assistance helped to improve the technical capabilities of Egyptian public sector staff which, in the longer term, will reduce dependency on foreign expertise.

11.7.2 Poverty alleviation

There are various strategies for poverty alleviation, such as: (i) identification of target groups and the design of concrete measures and activities with which to improve directly their production and living conditions; (ii) overall improvement of services which also bring benefits to poor segments of the population; and (iii) activities to stimulate economic growth, assuming that the benefits of growth will trickle down to the poor.

The emphasis on the poverty criterion in choosing Egypt as a priority country for Netherlands development aid, did not lead to the design of a specific strategy and concrete measures for particular target groups. In practice, the Netherlands opted for indirect poverty alleviation through economic growth and a general improvement of services.

Support to water management and drainage focused on increases in agricultural production through better drainage, expecting that production increases would lead to higher farm incomes for all farmers. The absence of baseline data and inadequate information on output and effects on target groups in monitoring and evaluation reports, hampers measurement of the effects of the programme in socio-economic terms. Consequently, its contribution to poverty alleviation cannot be assessed properly.

Support to the agricultural sector focused on government organisations, state farms and the larger farmers. There were two exceptions: the smallholder component of the Damietta dairy project and the credit facilities for poor women in the 'women's role in food production' project, both of which had a direct effect on poverty. In some poultry projects also, small farmers may have profited from the supply of chicks and ducklings. However, these activities represented only some 15 per cent of total disbursements to the sector.

The overall improvement in drinking water supply and sanitation in Cairo and Alexandria was also beneficial for low income groups. In these urban agglomerations almost all households are now served by house connections for drinking water and some three-quarters of

all households are connected to the sewerage system. The Netherlands support, although relatively small in relation to total aid to the sector, contributed to these improvements. In Fayoum Governorate, the support to drinking water supply raised the percentage of house connections to 55 per cent of the households and an estimated 15 per cent of the rural population benefited from the standpost rehabilitation programme. Concrete data about improved services for low income households are not available. Public standposts are principally used by the poorer segments of the population, who cannot afford the costs of a house connection. This implies that the contribution towards improving the living conditions of the poor was relatively small.

The support to primary health care activities, with increasing attention for reproductive health, raised the awareness of health issues among the rural population, who are characterised by a high degree of poverty. The support included the rehabilitation of public health care units, on which the poor depend for their health services. There are indications, however, that these improvements in the physical infrastructure did not result in a more intensive utilisation of these services.

As regards the Social Fund for Development, the main instrument intended to mitigate the negative effects of structural adjustment on the poor, the effect on poverty reduction is not accurately known due to insufficient targeting and weaknesses in monitoring and evaluation.

The evaluation findings indicate a lack of sufficient information with which to measure the effect of Netherlands aid in terms of direct poverty alleviation with any accuracy. Indirectly, several activities supported by the Netherlands have helped to improve production and living conditions, which were also beneficial for the lower income groups. Available data indicate that recent economic growth did not have a downward effect on poverty. Since the mid-1980s the proportion of the population living below the poverty line has stagnated at about 25 per cent.

11.7.3 Environment

Egypt is facing a rapid increase of environmental problems and a deterioration of its environment. This is caused by a high rate of population growth, a scarcity and vulnerability of natural resources, particularly limited quantities and deteriorating quality of water, rapid industrialisation, and sharply rising urbanisation. The Egyptian Government acknowledges these problems, and has issued legislative instruments and established pertinent institutions with which to address them.

In its support to water management and drainage, and drinking water and sanitation, the Netherlands implicitly addressed environmental problems. More explicit co-operation in environmental matters has focused on environmental profile studies and participation in the formulation of the national Environmental Action Plan. The former were followed-up to a limited extent by complementary action; the latter resulted in technical assistance to strengthen water quality monitoring capabilities.

In supporting water management and drainage, the aid programme addressed one of Egypt's most fundamental problems, i.e. to prevent the land becoming waterlogged and salinised, thereby reducing and ultimately losing its productive capacity. Support given to the executing agency for drainage works contributed to the recent increase in annual output and to the improved quality of drainage. As such, this support had a positive effect on sustainable land use. However, support to the re-use of drainage water for irrigation is a two-edged sword. While raising output in the short term, continued use of the present low quality drainage water may seriously endanger the agricultural production base in the longer term. Activities focused on the introduction of biological weed control methods stalled after research experiments were successfully completed. Attempts to introduce grass carp stocking of irrigation canals on a larger scale were not successful due to the priority given to other weed control measures.

The assistance to sanitation had a directly visible environmental impact in the urban agglomerations of Cairo and Mahmoudia. In Fayoum the sanitation problem is now being seriously addressed; concrete measures are expected to follow the strengthening of the institutions involved.

In the agricultural sector, none of the activities had any noteworthy adverse environmental effects, although questions were raised about the biocide sprayers and the greenhouses. The supply of these commodities did not aggravate the situation, but the opportunity it provided to consider environmental issues in horticulture was not used. The introduction of soluble fertilisers had a positive effect on the environment in that they are mostly absorbed by plants, in contrast to the usual chemical fertilisers, where part of the nutrients enter up in the drainage water.

In sum, the evaluation indicates a generally positive record of the aid programme in supporting the Government in identifying and monitoring the main problems in soil and water-related environmental conservation, and in contributing to improvements in urban drinking water and sanitation.

11.7.4 Improvement of the position of women

The Egyptian Constitution grants equal rights to women and men; gender inequality seems to be related primarily to deep-rooted traditions and value systems. Disparities between men and women appear from the low female participation in formal employment and their high representation among unpaid family workers. Female illiteracy is high and increased school enrolment for girls has not yet drastically reduced overall illiteracy rates for women. Also, maternal mortality is high, female circumcision is widely practised, and women are exposed to higher risks of death and morbidity than men.

Egyptian organisations intended to improve the position of women originate in the beginning of this century, but their effectiveness has been constrained by a relatively low priority in government policy, a tight institutional and legal framework and deficiencies in mutual co-operation.

Since the second half of the 1970s women and development has been a priority theme in Netherlands development co-operation. In due course attention for the subject has increased and it has gradually been integrated into policy implementation, especially since the late 1980s. Consistent attention for women and development in the Netherlands aid programme for Egypt started in 1992/93 after the theme had been incorporated in the country policy plan and a sector specialist for women in development had been deployed at the Netherlands Embassy.

The establishing of a Local Fund for Women allowed the sector specialist to operate swiftly in supporting priorities of the women's movement. Since its start in 1993 activities financed under the Local Fund for Women have focused on the participation of representatives of women's organisations and other agencies in conferences and seminars. The effects of these activities on the strengthening and improved operations of these organisations are not yet accurately known.

There were limited opportunities to incorporate the improvement of the position of women in the regular aid programme, mainly due to the initial emphasis on the supply of materials and equipment, the technical orientation of the programme, and its focus on government institutions and state enterprises. In other words, aid was provided to sectors, that were not identified on the basis of their relevance for women. This explains why activities in drainage and water management had little effect on women, apart from including female staff in regular technical training. In the support to drinking water and sanitation also women were not seen as a specific target group. However, in general, improvements in water supply have alleviated the daily burden of women in fetching water. Opportunities in the rural areas of Fayoum could have been better used by placing greater emphasis on the rehabilitation of public standposts.

In agriculture and livestock, activities have contributed marginally to improving the position of women. Apart from the special Women's Project for Improved Food Production, an activity with a very limited coverage and a few participants, women may have benefited indirectly and chiefly in terms of employment from poultry and horticultural projects in Fayoum and duckling production in Damietta. These projects represented only a small percentage of total disbursements for the sector.

The issue of women and development was most explicitly addressed in support to the health sector, and particularly in recent activities in basic health in Damietta and Fayoum Governorates. The approach was most comprehensive in Fayoum, where activities focused on reproductive health, and where health education by female health promoters was combined with the rehabilitation of public health services and credit facilities to increase women's income. Also the aid to tuberculosis control is gradually devoting more attention to the effects of tuberculosis on women.

Concrete effects in Damietta and Fayoum have so far been limited: there is no evidence that the quality of public health services meets local women's needs, that women and children have increased accessibility to these services, that visits by health promoters have led to an increase of family planning practices, or that credit facilities have brought about a substantial increase in the incomes of women.

In sum, the issue of women and development has been incorporated in the Netherlands aid to Egypt since the early 1990s. It follows a two-pronged approach: strengthening local organisations and integrating measures to improve the position of women in the regular aid programme. So far, concrete improvements have been limited.

11.8 General assessment of the aid programme

Development assistance to Egypt was part of the Netherlands foreign policy in the early 1970s to improve relations with Arab countries in general and with Egypt as a leading nation in the Middle East in particular. Since then, political relations with Egypt have intensified and improved. Commercial relations between the two countries have also expanded: exports from the Netherlands to Egypt have increased considerably, as did Egyptian exports to the Netherlands. It is a widely-held opinion among those involved on both the Egyptian and the Netherlands side that development aid has contributed positively towards improved relations between the two countries.

The main achievements in the aid programme have been the supply of technologically-advanced capital goods to public institutions and state enterprises, and the training of

substantial numbers of their staff. The commodities were generally of good quality, in high demand in Egypt, and increased the provision of services. The training enhanced the technical capabilities of the organisations involved. Usually, technical assistance has contributed to the effectiveness of commodity supplies.

Several activities were marginally successful in the sense that they achieved only a small part of their objectives or none at all. These rather unsuccessful activities were noticeable in all sectors. The proportion was high in the agricultural sector, and more especially in the support to the dairy industry. The main causes of this lack of success were the orientation towards ineffective public institutions and deficiencies in project preparation, i.e. the lack of a thorough analysis of sectoral constraints and of the position of state enterprises in the sector.

Commodity supplies and technical training did not result in a general improvement in the functioning of public sector institutions. Structural problems of the public sector could not be addressed effectively at the level of individual projects. Results were best in those cases where public agencies oriented their activities towards client' demand and had a certain degree of financial autonomy and, therefore, were in a position to raise additional revenues and attract and keep competent staff by offering better employment conditions.

ANNEXES

Annex 1 Comment of the Egyptian Ministry of International Cooperation



Arab Republic of Egypt
Ministry of International Cooperation
OFFICE OF THE ADVISOR TO THE MINISTER

Excellency,

I acknowledge receipt of a copy of the Evaluation of the Netherlands Development Programme with Egypt, 1975–1996, as prepared by the Policy and Operations Evaluation Department of the Ministry of Foreign Affairs in The Hague. I would like to take this opportunity to reiterate our thanks to the Government and people of the Netherlands for the valuable, professional and friendly support and assistance given to Egypt. I would also like to take this opportunity to provide the point-of-view of the Ministry of International Cooperation on a number of matters related to the report findings. The Ministry has also requested the various Sectors receiving assistance from the Netherlands to provide their individual reactions from their specific perspectives. Your Excellency should be receiving these shortly. The Ministry is also preparing a list whereby some of the figures mentioned in the IOB Report are rectified. This too will be forwarded to You as soon as it is completed.

Netherlands bilateral and multilateral assistance to Egypt has and remains to be very much appreciated. Egypt has certainly benefitted from the development assistance availed by friends, in its endeavour towards growth and prosperity of the economy, firstly in rebuilding the economy, after the onset of peace after October 1973, and subsequently in the process of comprehensive structural adjustment.

The decision of the Netherlands Government to join the fold of donors assisting Egypt back in 1975 has been received by Egypt as a clear expression of friendship, at a time when help from friends was needed. This, since then has also been further demonstrated

by the friendly positions adopted by the Netherlands in various international economic fora, such as the Paris Club and the Bretton Woods institutions.

The evolution of the Netherlands bilateral assistance programme for Egypt has demonstrated a gradual accommodating adaptation to the changing policy priorities of the Government of Egypt. In the earlier days of the cooperation programme, when Egypt was still undergoing severe foreign currency shortages, the programme provided financial assistance, balance of payments support and debt services relief. When the Netherlands discontinued the concessionary loans programme for Egypt, it was a sign that the Egyptian economy could not be allowed to be further burdened by additional debts. Instead the Netherlands converted loans to grants. With time, as the Egyptian economy demonstrated marked improvements, the Netherlands programme emphasized technical assistance. This technical assistance has been complementing activities supported by the Government of Egypt, and, in many cases, supported by other donors. The role of Netherlands technical assistance has also been extremely important in the process of institutional development, with the form in which this assistance has taken place changing and developing with time. In other words, the Netherlands development programme with Egypt has demonstrated a maturing process, reflecting the stages of economic development of Egypt.

As partners, Egypt and the Netherlands during annual bilateral consultations, have agreed on the priorities for cooperation. The governing principles for these consultations were Egypt's development objectives (the Five Year Plans), the Netherlands policy priorities of development assistance, and finally, the amount of funding available. Governed essentially by the latter, agreements have been reached on the geographical concentration as well as the sectoral concentration of the programme. The Ministry of International Cooperation, being the responsible liaising partner on the Egyptian side, has seen to it that the development policy priorities of Egypt were correctly matched with those of the donor, in as far as possible from an ownership perspective. For example, "women in development" per se, is a policy priority of the Netherlands as much as it is for Egypt. Equality between men and women is enshrined in the Egyptian Constitution. However, at the time when Egypt's objectives were essentially to rebuild the economy, means of economic growth were not specifically gender sensitive. More recently, due to the prevailing economic environment gender sensitization of economic growth and development has become more pronounced. In fact, Egypt has incorporated in its Five Year Development Plan a gender mainstreaming policy. Moreover, every year on the so-called "Egyptian Women's Day", under the auspices of Egypt's First Lady, a regional conference is held to follow up on the implementation of the ICPD & Beijing conference recommendations. It seems to the reader that the report has confused the issue of poverty alleviation with the position of women, but poverty does not differentiate between the sexes.

Netherlands assistance to Egypt has been instrumental in the Water Sector, namely in water management and drainage. It is our understanding that the Ministry of Public Works and Water Resources is separately preparing a letter regarding bilateral development cooperation in the water sector, as a reaction on the Evaluation Report. However, the Ministry of International Cooperation takes this opportunity to briefly express its appraisal of Netherlands assistance to the Water Sector. Through Netherlands development cooperation in water management and drainage, cadres of Egyptian specialized engineers and scientists have been created and strengthened. Human resources development has and remains to be a corner stone in all of Egypt's successive "Five-Year Plans for Socio-Economic Development. In an arid region like ours, sustainable and environmentally responsible water resources development and management are paramount, and cannot be achieved without properly trained human resources. The National Water Research Centre, one of the leading specialised research institutions in Egypt, has received technical assistance in a number of aspects; whereby scientific capacity building as well as institutional strengthening aspects were addressed, in a logical sequence. The Netherlands-Egyptian Panel, one of the oldest projects in the bilateral programme, has been a forum in which scientists and specialists from both countries have held discussions which have transpired into recommendations which have greatly influenced Egypt's water management and drainage policies. This too, has undergone a process of development and maturing. For example the policy to reuse drainage water, after a recommendation from the Panel, was introduced as an interim means of reducing waste in the water management system. As Egypt has continued to improve water management, which is a very long-term process in itself, the Panel recommendation for environmental management of groundwater resources are being taken up into Egypt's water resources plan. In fact, it is with Netherlands technical assistance, and also as a direct recommendation of the Panel, that a new bilateral project about to start, namely, The National Water Resources Planning Project, will be addressing matters of water quantity, coupled with water quality in the context of Egypt's water sector investment planning. Technical assistance projects have made it possible to experiment with, and locally develop/adapt new techniques to involve the end users themselves, thus replacing government in many of its traditional roles. Through the encouraging results achieved by a Netherlands technical assistance project, amendments in the irrigation law have been recently proposed by government and approved by parliament. The examples of success are numerous.

In the Agriculture/Animal Husbandry Sector, the situation is similar, whereby the successful Netherlands bilateral programme has undergone a process of development and maturity. The programme has also been composed of a well balanced mix of financial and technical assistance, with the accent on the latter in more recent years. While the bilateral programme was essentially implemented within a framework of government-to-government assistance, the programme not only greatly benefitted agricultural develop-

ment, but, also due to the fact that agriculture in Egypt nowadays is completely privatized, has passed on its rewards to farmers. By supporting Egypt's "Agricultural Strategy for the 1990's", the Netherlands has supported policies of the Ministry of Agriculture and Land Reclamation through the process of structural adjustment and economic reform. Apart from strengthening and enhancing the agricultural extension service, a number of innovative ideas, such as the introduction of soluble compound fertilisers, have contributed to land reclamation activities, through more efficient desert irrigation and fertiliser usage. Agriculture for Egypt is also a development policy priority in view of the role it plays in employment generation, food security and export potential. With water being the limiting factor, Egypt has embarked on a policy of land reclamation to expand its agricultural base. Recognizing the importance of horticultural production in both employment creation as well as export potential, the Netherlands and Egypt have agreed on a number of technical assistance projects serving these objectives. The role of the Fayoum Horticultural Development Project during the outbreak of the tomato virus problem has further guided the extension service nationwide. In a recent publication by the Ministry of Agriculture and Land Reclamation presented to the Cabinet of Ministers, it is reported that, due to the Netherlands funded Fayoum Horticultural Development Project, horticultural production in Fayoum has increased from 54 thousand tons in 1981 to 476 thousand tons in 1997. In the same document, it is reported that the productivity of an acre of wheat in Fayoum has increased 93% during the period 1981-1997. Clearly the implementation of the Netherlands funded Fayoum Grain Silo project has been very well timed in this regard. The National Potato Cultivation Project has also been instrumental in expanding potato cultivation to such an extent that Egypt's exports of ware potato to Europe is now a major item on the balance of trade. It must also be remembered that about 10% of seed potato produced in the Netherlands is exported to Egypt.

Similarly in the Health and Population Sector, Netherlands assistance has been valuable. Also this programme has undergone a process of development. More recently, the Fayoum Rural Health and Family Planning Project, complementing the government's efforts to raise public awareness for overpopulation and providing socially acceptable solutions to this problem, has provided to the Government of Egypt with a model which, to a very large extent, will be used in other similar projects nationwide.

Netherlands assistance in the Drinking Water & Sanitation Sector over almost the entire lifetime of the programme has also made an important contribution to the development objectives of Egypt. The process of assistance has not only developed and matured from one of financial assistance to technical assistance, but has also undergone a process of development and maturity of the quality and type of technical assistance. Aid for drinking water and sanitation has concentrated first on the two urban centres, Cairo and Alexandria, thereby addressing the needs of the larger portion of the Egyptian population. In

the beginning, the programme was characterised mainly by equipment supplies, demonstrating the state of the national economy, ie, vis-a-vis the budget deficit and foreign currency shortages. As a logical sequence, technical assistance was provided on operations and maintenance. In the Governorate of Fayoum, where Netherlands assistance is concentrated, assistance in the sector has been both financial and technical; infrastructure improvements have been taking place simultaneously with institutional development. The achievements of the Netherlands supported project, have served as a model to encourage the issuing of a Presidential Decree to enable the formation of drinking water & sanitation economic authorities in seven governorates (including the Fayoum), in line with Egypt's economic reform programme. Before this, drinking water and sanitation utilities, operating under the local governorate authorities, were totally dependant upon the government's limited financial resources to cover the costs of operations and maintenance.

On the national scale, institutional development/human resource development in the drinking water and sanitation sector has also been addressed by the Netherlands technical assistance project "Training in the Drinking Water and Sanitation Sector". This project is directly addressing Egypt's policy of reforming the sector, which aims at creating drinking water and sanitation economic entities, cost-effectively managed, service organizations capable of becoming financially independent from government funding.

Excellency, it is our intention to use the exposé provided above to illustrate the fact that Netherlands assistance has been, and remains to be a very important support to Egypt's development policies.

Though the report of the Evaluations Department contains a number of valid observations, the importance of the Netherlands assistance is perhaps not fully reflected in the process used to evaluate the programme. Matters of "Efficiency" and "Effectiveness" of the aid programme for Egypt are dealt with in the report, and conclusions are drawn which could be very misleading or misinterpreted. Furthermore, the report concentrates on possibly a Netherlands perspective and not so much the Egyptian perspective. Efficiency and effectiveness in the report are addressed against a backdrop of today, instead of the more realistic backdrop with a description of the macroeconomic environment at that time when the pertinent project was being implemented. In the beginning of the bilateral programme, like any relationship between two new friends, time was needed for both sides to understand each other, their wishes, policies and priorities. These policies and priorities were not set or fixed, but constantly revised. If efficiency was a target in itself, it may have been probably possible, from an efficiency point-of-view for the Netherlands to simply transfer funds to the Egyptian treasury to support the implementation of certain activities. In view of the fact neither side was, twenty years ago, fully familiar with the other, it was necessary for implementation procedures to follow the full project cycle. In recent years, due to a clearer understanding of each side to the other, the programme has

undoubtedly become more efficient than it used to be some twenty years ago. Evidence is presented in the report, as concerns the Netherlands contribution to the Social Fund for Development. This improvement is not clarified in the report. In fact, the issue in itself is given far more weight than it seems to merit. This is not to deny that inefficiencies on both sides have been there. Procedures on the Netherlands side have been far too lengthy at times, and similarly on the Egyptian side public sector reform in a developing country is a process which will continue to take time, with the help of friends. Also from the Egyptian perspective, about 50% of the value of technical assistance offered to Egypt has been used to cover the costs of Netherlands consultants. As a matter of policy, Egypt is now considering placing a ceiling on such a percentage.

Sustainability of the programme is also an issue raised in the Evaluation Report. Here too, the report uses the norms and standards of today to appraise activities and interventions made yesterday, without sufficient consideration for the unlaying circumstances of that period. The Evaluation Mission assumes in its report that all projects need to be sustainable after the donor contribution is concluded. This does not necessarily have to follow. In many cases, projects have continued to function well after the Netherlands contribution has ceased. On the other hand, especially in technical assistance activities, projects were only temporary structured, and were "dismantled" after objectives were achieved. As a casing point, the "Land Master Plan" which was one of the earlier technical assistance projects supported by the Netherlands, concluded some 12 years ago, is now the main guiding document used by the Government in the mammoth land reclamation schemes in Toshka and North Sinai. This is clearly evidence of sustainability. Clearly also, sustainability of activities supported through financial assistance must be defined in different terms than sustainability of technical assistance activities. The report does not make that distinction.

Other concerns that are raised by the Evaluation Report, which warrant a comment from the Egyptian side, concerns the fact that the Netherlands programme has hardly been directly addressing poverty alleviation. From the Egyptian perspective, it is our opinion that almost all Netherlands financing has been used in poverty alleviation, the environment, and more recently, though to a lesser extent, women in development. In cases where these Netherlands policy priorities were not directly and clearly addressed, that was because of a specific request from Egypt. As mentioned above, the Ministry of International Cooperation, being the main liaising partner in the bilateral programme, has continued to try to match the development priorities of Egypt with the policy priorities of the Netherlands, in as far as the principles of ownership would permit.

On the whole, the Evaluation Report focuses, as it probably should attempt to, on the direct impact of the Netherlands bilateral programme on Egypt. This is by no means an easy task, especially when the recipient's perspective is not adequately taken into account.

The report would have been better served if it had related the results of the projects under the Netherlands bilateral programme to the process of development (economic/social/etc) through which Egypt has progressed during the period of bilateral cooperation. Given the fact that the Netherlands has made clear contributions in specific sectors of the economy, it would have been a clear and foregone conclusion that the Netherlands development assistance programme to Egypt since 1975 has had a clear impact on the results achieved. Assistance to Egypt in any form, technical or financial, large or small, has been channelled in one way or another to realise a specific goal or objective in the development process. To rebuild an economy from a war economy since the onset of peace in 1973; to begin to address the various basic needs of an increasing population, presently over 60 million; to reconstruct a dilapidated, or sometimes non-existing infrastructure, etc. in a period of 25 years has not been an easy task for the Government, and any assistance which has been received from friends has made it that much easier. The report also missed an opportunity when it did not analyze and recommend possible future modalities of cooperation in the light of the rapidly changing and growing economic environment in Egypt, and in the light of future international and regional agreements such as the World Trade Organization and the expected European Parteneriate Agreement.

Excellency, it would be most kind of You to convey these comments to the Head of the Evaluations Department of the Ministry of Foreign Affairs in The Hague, and express our appreciation and commendation for the report.

We trust that our fruitful bilateral cooperation will continue to be carried out in an atmosphere of mutual respect and friendship.

Please accept Your Excellency, the assurances of my highest esteem.

Yours sincerely,
Ambassador Rafik Salah Eddin
Advisor to the Minister of State
for International Cooperation

Annex 2 The Policy and Operations Evaluation Department (IOB)

The Policy and Operations Evaluation Department, also known by its Dutch acronym IOB or *Inspectie Ontwikkelingssamenwerking en Beleidsevaluatie*, is responsible for conducting evaluations of Netherlands foreign policy.

IOB is part of the Ministry of Foreign Affairs. It is an independent unit which reports directly to the Minister concerned, who then submits the studies to Parliament. The Department was established in 1977, with a mandate that was restricted to the evaluation of aid programmes. Following reassessment of the Netherlands foreign policy in 1996, however, the mandate of the unit was broadened to include other fields of foreign policy.

From 1977 to the mid-1980s, IOB's emphasis was on individual project evaluations, the status of which was then confidential. During this period about 250 evaluation reports were produced.

Since the mid-1980s, emphasis has shifted from individual project evaluations to comprehensive thematic studies, focusing on policies and modalities of implementation and covering sectors, themes or programmes. The duration of these thematic studies averages two to three years. External independent experts participate in the various phases of the research, under responsibility of the Evaluation Department. Increasingly, institutions or experts in recipient countries are invited to participate in the fieldwork. A reference group consisting of independent experts and Ministry staff is appointed for each study, and advises on the methodology and approach of the evaluation.

The final reports, based on various field and desk studies, are written by IOB's own staff and published under its responsibility. They are discussed with the Permanent Committee on Foreign Affairs with respect to follow-up actions, and are also given wide distribution. Examples of recent thematic studies include: Evaluation and Monitoring, Inter-institutional Co-operation in Higher Education, Humanitarian Aid to Somalia, Environment and Development Co-operation, Fertiliser Aid, and Women in Development.

In 1994 studies were published on the Netherlands country programmes in India, Mali and Tanzania. In 1995, similar studies were initiated on the programmes in Bangladesh, Bolivia and Egypt. These latest studies also gave attention to non-aid bilateral relations between those countries and the Netherlands, in accordance with IOB's new mandate. Authorities in recipient countries are kept abreast of the progress of the evaluation and are invited to comment on draft reports.

Increasingly, IOB participates in multi-donor evaluations. Examples of this include the evaluation of: Rural Small-scale Industrial Enterprises (UNDP, ILO, UNIDO), the World Food Programme, the European Union Programme Food Aid, and Emergency Assistance to Rwanda.

Annex 3 Organisation of the study

1 Background

In 1991 the Policy and Operations Evaluation Department (IOB, then Operations Review Unit/IOV) started a series of country evaluation studies of the Netherlands bilateral aid programme. Three countries were selected, namely India, Mali and Tanzania. The main arguments for these country programme evaluations were: the share of Netherlands development assistance channelled through country programmes, the combination of various aid instruments with which to realise Netherlands policy objectives and priorities, and the opportunity to assess the organisation and management of aid.

In 1995, IOB was requested to embark upon another series of such studies, which would cover the bilateral aid programmes for Bangladesh, Bolivia and Egypt. The present series differs in several respects from the previous one. Following recent policy changes, notably the integration of development co-operation into the broader foreign policy framework, the aid effort is placed in the wider context of bilateral relations between two countries. Moreover, two priority themes of Netherlands development assistance, environment and women in development, and the changes in the programme during the period 1975-96 are given more explicit attention. And finally, the recipient countries have been involved more intensively in the evaluation. Conversely, the organisation and management of aid has not been a specific theme of study since it received ample attention in the previous series of country programme evaluations. Aspects of organisation and management at the level of activities and sectors have been included in the efficiency analysis.

2 Objective and scope of the study

The general objective of this study is to evaluate the policy relevance, effectiveness, efficiency and sustainability of the Netherlands bilateral development co-operation programme with Egypt. This objective is specified by the following key questions:

1. How does the Netherlands aid programme relate to the recipient country's main development problems and to Egyptian and Netherlands policies?

2. What were the results of the aid programme and how did activities contribute to the main objectives and priorities of Netherlands development assistance?
3. How efficiently were the activities organised and carried out?
4. To what extent are the results of Netherlands development assistance sustainable?

These key questions have been elaborated in a series of sub-questions and relevant indicators by which to assess aid performance. The main concepts included in the general objective were defined as follows:

Policy relevance refers to the degree to which the aid programme reflects the priorities of the recipient country and of the donor. The extent to which the programme addresses crucial development problems is also taken into account.

Effectiveness pertains to the extent to which project, programme and policy objectives have been achieved. The judgement on effectiveness is based on analysis of the direct output and effects of an activity and a comparison with objectives. Effectiveness differs from impact, which refers to the degree to which a process of further development is brought about, i.e. over a longer time perspective and with reference to certain target groups.

Effectiveness is measured in the first instance at the level of projects and programmes. Subsequently, it is assessed at the level of sectors and of the country programme with regard to the main objectives and priorities of Netherlands development co-operation: economic self-reliance, poverty alleviation, environmental conservation and improvement of the position of women.

Efficiency concerns the choice of instruments and the ways in which resources have been used. It examines the choice of instruments in achieving objectives, the use of resources wherever possible in terms of benefits and costs, and management of the project cycle.

Sustainability refers to the potential to retain the achievements of development aid after major financial, managerial, and technical assistance from the donor comes to an end. The principal aspects on which sustainability is assessed have been obtained from the DAC/OECD study on sustainability (DAC/OECD, 1989). Emphasis was placed on financial viability (including policy support), the appropriateness of technology and the capacity of local institutions to manage activities.

The country evaluation study covers some two decades of Netherlands aid to Egypt, i.e. from 1975 when Egypt was selected as a priority country up to and including 1996. Although the full period is covered in the study, the main emphasis is on the period 1986–96.

The evaluation includes aid made available through the regular bilateral programme and that provided through special programmes. The aid channelled through the co-financing programme for Non-Governmental Organisations (some 3.6 per cent of disbursements) has not been included.

An inventory of all activities and programmes financed over the past twenty years has revealed the wide scope of the Netherlands aid programme in Egypt. This has entailed that it was virtually impossible to examine all supported activities in detail, and a selection therefore had to be made of those to be included in the evaluation. First, activities were grouped into two main categories of aid form: non-project aid or programme aid and project aid. Subsequently, programme aid was sub-divided into commodity import support and financial programme aid. Commodity import support was classified according to main sectors and combined with project aid in those sectors in order to obtain an overall picture of Netherlands assistance to a particular sector. Financial programme aid was evaluated separately on the basis of available secondary sources, in particular evaluation and completion reports.

Finally, project aid was clustered into five main categories: (1) water management and drainage; (2) agriculture and animal husbandry; (3) drinking water and sanitation; (4) health and population; and (5) infrastructure and transport. Activities that did not fit into these five categories were classified under miscellaneous. The first four categories were included in the evaluation on the basis of two criteria: their importance in financial terms and their relevance for the programme in the period 1986–96.

In each sector included in the evaluation projects were selected for more detailed assessment of their policy relevance, effectiveness, efficiency and sustainability. Activities evaluated in the selected sectors represent 60 per cent of all disbursements for the full period of Netherlands aid and 75 per cent of support during the last decade. If macro-economic support is included, the evaluation study refers to 70 per cent of all disbursements under the Netherlands aid programme for the period 1975–96. A separate study has been made of Netherlands aid to the Fayoum Governorate, a concentration area which now receives some 30 per cent of bilateral project aid. The Fayoum field study focused on the value added of geographical concentration and the perception of the relevance and effects of Netherlands aid at governorate and community level. The results of the activities carried out in Fayoum and assessed in the sector studies have been used as an input.

3 Approach and methods of data collection

Four main methods of data collection have been applied to obtain the information with which to deal with the key questions:

1. A review of relevant literature regarding Egyptian economy and society, the selected sectors and relevant themes;
2. A desk study of policy documents on Netherlands development aid, project files, progress reports and evaluation studies;
3. Interviews with Egyptian officials, staff of the Netherlands Ministry of Foreign Affairs and the Netherlands Embassy, representatives of other donor organisations, project staff and intended beneficiaries;
4. Field studies of the main sectors of Netherlands aid to Egypt.

Desk studies culminated in project profiles for all major activities (i.e. those over Dfl. 0.1 million in disbursements), written according to a standard format. These profiles contained information concerning a project's justification, history and implementation record, objectives and approach, results and bottlenecks. In addition, they included a tentative assessment of effectiveness and efficiency based on previous evaluations. Desk studies were undertaken by Mrs H. Schledorn, Mr K. Jungheim and Mr A. Jansen.

The project profiles were an input in the field studies, which were contracted-out to specialised consultant teams consisting of Egyptian and European experts. For each field study separate Terms of Reference were formulated, which included more detailed key questions, main aspects of evaluation and indicators with which to measure effectiveness.

All field studies were carried out by joint Egyptian-expatriate teams of consultants. The field study on water management and drainage was undertaken by Matrix Consultants at Utrecht and Chemonics Egypt at Cairo. The team consisted of Mr A. Hordijk (Matrix Consultants), Mr T. van der Zee (Netherlands Government Service for Land and Water Use), Dr A. Gaber, Dr A. Bazaraa, Mr M. Hamwazi, Dr E. Imam and Mr Y. Zahran (Chemonics).

The evaluation of the support to agriculture and animal husbandry was contracted out to Pardec at Wageningen. The exercise consisted of three parts: a desk study of the agricultural sector, a field study of agricultural and horticultural projects and a study of the support to animal husbandry. The consultants teams were headed by Mr E.P. Riezebos of Pardec and consisted of Dr E.W. Verhey, Dr A. El-Bilassi and Dr W. Shawky for agriculture/horticulture and of Mrs I. Hegazy, Mr A. Nell and Mr C. Gootjes for animal husbandry.

The field study for the health and population sector was carried out by Mr S. Annys (teamleader), Dr N. Khalil Nosseir (American University/Cairo), Dr P. Mercenier, and Mr W. Mounir Aziz.

A team of SA3 Limited-Social Analysis Consultants at Oxford undertook the evaluation of the aid to the Governorate of Fayoum. The team consisted of Dr C. Fawzi El-Solh (teamleader), Ms H. El-Kholy, Dr J. Hinderink and Dr M. Maghawry Hassan. A desk-study report by Mr W. Flikkema formed an important input for the field evaluation.

The study of the bilateral relations between the Netherlands and Egypt was contracted out to the Foundation for Research and Advice on the Middle East (FRAME), for which Mr P. Aarts and Mr M. Tempel carried out the research.

Consultant reports were discussed in two advisory groups, one in Egypt and one in the Netherlands. Comments made by these advisory groups, consultants reports and other data provided the information for the draft final report, which has been submitted for comment to most Egyptian organisations involved, the advisory groups and staff concerned at the Netherlands Ministry of Foreign Affairs and the Netherlands Embassy in Egypt.

The Egyptian Advisory Group consisted of Amb. Rafik Salah El Din Hassan (chairman of the meetings and Secretary of State of the Ministry of International Co-operation), Dr Maaly Kamal Guimei (University of Alexandria), Dr H. Nassar (Cairo University), Dr I. El-Assiouti (private consultant), and Dr S. Youssef (American University). The meetings were also attended by staff members of the Development Co-operation Section of the Royal Netherlands Embassy in Cairo.

The Advisory Group in the Netherlands consisted of Ms H.I. von Metzsch (Director IOB; chair), Dr J.A. Allan (School of Oriental and African Studies, University of London), Dr M.S. El-Namaki (Maastricht School of Management), Dr L. Horst (Agricultural University of Wageningen), Mrs M. van der Most-van Spijk (independent consultant) and Mrs L.M. Anten and Mr G.S. de Jong (respectively Head of the Egypt and the Middle East desk of the Ministry of Foreign Affairs).

The IOB evaluation of Netherlands development co-operation with Egypt was coordinated by J. Sterkenburg (IOB) and R. Rodts (independent consultant). The co-ordination team was responsible for designing the evaluation study, drafting the terms of reference, supervising the desk and field studies, and for the writing of the final report. The co-ordination team was assisted by T. Kliest (IOB) and Mrs H. Schledorn. In the final stage, Mrs J. Sanders corrected the proofs of the report.

Annex 4 Netherlands bilateral co-operation programme with Egypt: programme and project aid, 1975-96

This annex lists the programmes and projects financed under Netherlands bilateral aid to Egypt in the period 1975-1996 (expenditures in Dfl. 1000).

Table A1 Summary

	1975-80	1981-85	1986-90	1991-96	TOTAL
Programme aid	20,049	0	106,843	81,459	208,351
Food/emergency aid	16,359	0	8,695	638	25,692
Debt relief	3,690	0	47,148	64,821	115,659
Co-financing structural adjustment	0	0	20,000	16,000	36,000
Direct balance of payment support	0	0	31,000	0	31,000
Commodity import support (CIS)	21,970	6,994	77,309	18,349	124,622
Water management and drainage	0	1,855	10,053	5,542	17,450
Agriculture/animal husbandry	0	0	20,330	10,528	30,858
Drinking water/sanitation	2,500	0	35,518	2,279	40,297
Health and population	0	2,489	10,851	0	13,340
Infrastructure/transport	17,770	2,650	0	0	20,420
Miscellaneous	1,700	0	557	0	2,257
Project aid	79,841	222,344	162,548	161,634	626,367
Drainage and water management	19,704	23,260	36,527	61,752	141,243
Agriculture/animal husbandry	30,131	53,030	27,974	16,394	127,529
Drinking water/sanitation	2,013	32,539	145	12,159	46,856
Health	5,611	6,027	40,837	29,121	81,596
Infrastructure/transport	10,230	83,816	21,660	4,466	120,172
Miscellaneous	12,152	23,672	35,405	37,742	108,971

Table A2 Programme aid

	1975-80	1981-85	1986-90	1991-96	TOTAL
Food/emergency aid	16,359	0	8,695	638	25,692
Wheat	6,359	0	0	0	6,359
Seed potatoes	5,000	0	0	0	5,000
Wheat flour	5,000	0	0	0	5,000
Milk powder	0	0	2,229	0	2,229
Other food aid	0	0	6,466	0	6,466
Emergency aid	0	0	0	638	638
Commodity import support	21,970	6,994	77,309	18,349	124,622
Debt relief	3,690	0	47,148	64,821	115,659
Debt service remission 1977	190	0	0	0	190
Debt service remission 1979	3,500	0	0	0	3,500
Debt service remission 1987	0	0	7,656	0	7,656
Debt rescheduling 1987-88	0	0	5,145	0	5,145
Debt remission 1991/92	0	0	0	51,358	51,358
Debt rescheduling 1992	0	0	0	4,263	4,263
Debt guarantee fund	0	0	34,347	9,200	43,547
Co-financing structural adjustment	0	0	20,000	16,000	36,000
Direct balance of payment support	0	0	31,000	0	31,000
Total	25,660	6,994	175,457	99,170	307,281

Table A3 Water management and drainage

	1975-80	1981-85	1986-90	1991-96	TOTAL
Advisory Panel on Land Drainage	0	1,659	3,610	1,593	6,862
Drainage Research Institute (DRI)	3,386	7,626	6,821	9,311	27,144
Advisory Panel on Land Drainage	2,657	2,793	0	0	5,450
Drainage technology and pilot areas	0	854	2,322	1,793	4,969
Re-use of drainage water	0	2,831	2,075	3,124	8,030
Drainage research programme	0	0	0	2,515	2,515
Re-use monitoring programme	0	0	615	276	891
Monitoring/analysis of drainage water	0	0	0	1,155	1,155
Associate experts	729	1,148	1,809	448	4,134
Research Institute for Groundwater (RIGW)	0	2,700	8,334	9,037	20,071
Hydrology training programme	0	2,700	1,400	0	4,100
Development/management groundwater	0	0	5,421	2,007	7,428
Environmental management of groundwater resources	0	0	0	3,055	3,055

(Table A3 continued)

	1975-80	1981-85	1986-90	1991-96	TOTAL
Vertical drainage study	0	0	450	0	450
Feasibility groundwater development	0	0	858	114	972
Programme aid	0	0	205	1,068	1,273
Control of waterlogging and salinization	0	0	0	2,481	2,481
Associate experts	0	0	0	312	312
Hydraulics Research Institute (HRI)	0	0	3,275	5,857	9,132
Hydraulic studies	0	0	3,275	5,857	9,132
Channel Maintenance Research Institute (CMRI)	8,891	6,832	170	513	16,406
Aquatic weed control	6,720	700	0	0	7,420
Grass Carp project	2,171	2,572	0	0	4,743
Delta breeding station	0	3,560	170	513	4,243
Egyptian Public Authority for Drainage Projects (EPADP)	7,427	4,912	12,276	17,279	41,894
East Bahr Saft	7,427	2,417	23	0	9,867
Drainage V	0	0	6,125	3,752	9,877
Pvc raw material	0	1,855	1,125	0	2,980
Drainage executive management	0	640	5,003	13,267	18,910
Associate experts	0	0	0	260	260
Fayoum Irrigation Department	0	1,358	11,883	19,982	33,223
Water and salt balance study	0	1,013	642	0	1,655
Batts pumping station	0	0	5,374	1,474	6,848
Water management and irrigation development	0	0	2,030	3,645	5,675
Weed control	0	0	3,605	3,849	7,454
Water management	0	0	0	10,496	10,496
Associate experts	0	345	232	518	1,095
Other studies and projects	0	28	211	3,722	3,961
Strengthening water resources planning	0	0	0	3,034	3,034
National water quality monitoring network	0	0	0	682	682
Others	0	28	211	6	245
Total	19,704	25,115	46,580	67,294	158,693

Table A4 Agriculture and animal husbandry

	1975-80	1981-85	1986-90	1991-96	TOTAL
Agriculture	2,049	9,748	31,547	22,913	66,257
Fayoum grain silo	0	0	0	12,123	12,123
Supply of greenhouses	0	3,600	8,538	776	12,914
Fayoum horticulture project	0	1,807	3,509	5,636	10,952
National programme potato cultivation	0	501	1,587	2,121	4,209
Olive-mango multiplication	0	1,379	20	0	1,399
Food Industry Development Centre	0	0	1,728	0	1,728
Ifad/Miniya rural development	0	0	1,725	0	1,725
Onion project	693	698	0	0	1,391
Promotion of women's role in food production	0	0	1,113	119	1,232
Cold storage potatoes	0	790	0	0	790
Rural extension methods project	444	254	0	0	698
Ice plant food prod. industry	650	0	0	0	650
Supply of mistblowers	0	0	3,800	0	3,800
Supply of fertilisers	0	0	3,000	0	3,000
Supply of soluble fertilisers	0	0	4,999	0	4,999
Supply of agricultural inputs	0	0	1,065	2,001	3,066
Others	262	719	463	137	1,581
Animal husbandry	28,082	43,282	16,757	4,009	92,130
Poultry project Fayoum	7,630	2,990	2,686	263	13,569
Damietta pilot farm	8,038	4,462	0	0	12,500
Animal Husbandry Training Centre	1,165	8,771	947	0	10,883
Poultry project Helwan	10,400	0	0	0	10,400
Misr Milk renovation	0	17,849	1,268	0	19,117
Misr Milk technical assistance	0	0	1,929	2,368	4,297
Damietta Duck Station	1	2,369	201	0	2,571
UHT milk line	0	1,760	0	0	1,760
Artificial Insemination Centre	725	170	0	0	895
Supply of foot and mouth vaccins	0	0	5,799	0	5,799
Supply of fodder seeds	0	0	392	1,378	1,770
Supply of grass seeds	0	0	778	0	778
Supply spare parts Qena milk factory	0	0	759	0	759
Supply of hatcheries	0	4,000	0	0	4,000
Supply of animal feed mill	0	0	1,800	0	1,800
Others	123	911	198	0	1,232
Total	30,131	53,030	48,304	26,922	158,387

Table A5 Health

	1975-80	1981-85	1986-90	1991-96	TOTAL
Tuberculosis control	0	3,480	2,243	5,371	11,094
Urology-nephrology Mansoura	1	7,727	1,066	159	8,953
Rehabilitation Centres	1,957	4,190	2,805	0	8,952
Damietta Primary Health Care	0	19	5,216	2,299	7,534
Production tetanus vaccin	1,119	5,181	0	0	6,300
Radiology-radiotherapy Mansoura	0	550	2,204	0	2,754
UNFPA Population and Development	0	2,552	56	0	2,608
Fayoum Rural Health	0	0	350	5,451	5,801
Marg Unit Tahrir Society	0	1,990	0	0	1,990
Agouza Vaccin Production	0	1,002	968	0	1,970
Support population/family planning	0	0	0	437	437
Production of orthotics	0	0	1,598	0	1,598
Cardiological surgery unit	0	1,580	4	0	1,584
Bilharzia gall bladder cancer	731	376	11	0	1,118
Raw material pharmaceuticals	0	2,480	10,852	0	13,332
Radiology Mansoura	0	0	8,000	0	8,000
Other	705	1,412	290	721	3,128
Total	4,513	32,539	35,663	14,438	87,153

Table A6 Drinking water and sanitation

	1975-80	1981-85	1986-90	1991-96	TOTAL
Sanitation	3,100	8,449	15,385	4,124	31,058
Helwan Sewerage Project	0	979	6,485	4,124	11,588
GOSSD-Supply of valves, pumps, spare parts	3,100	7,120	0	0	10,220
Mahmoudia Sewerage Project	0	0	1,600	0	1,600
Supply of valves	0	350	3,150	0	3,500
Supply of screw pumps	0	0	4,150	0	4,150
Water supply	2,511	67	36,303	24,997	63,878
AWGA Maintenance Project	0	0	0	1,793	1,793
Phase I + Extension	0	0	0	4,023	4,023
Phase II	0	0	0	342	342
Water Supply Plan	0	0	0	467	467
Water Quality Feasibility Study	0	0	0	467	467
Supply of pumps, valves, spare parts	2,500	0	27,796	2,279	32,575
Fayoum drinking water and sanitation project	0	0	785	12,917	13,702
GOSSD-Roda Plant Rehabilitation	0	0	0	1,126	1,126
Supply of aluminium sulphate	0	0	7,722	0	7,722
NOPWASD-Training Drinking Water and Sanitation	0	0	0	1,677	1,677
Other	11	67	0	373	451
Total	5,611	8,516	51,688	29,121	94,936

Table A7 Infrastructure/transport

	1975-80	1981-85	1986-90	1991-96	TOTAL
Supply Fokker Aircraft	0	26,000	0	0	26,000
Rural electrification	3,950	20,620	31	0	24,601
Suez Canal Rehabilitation	5,370	0	0	0	5,370
Supply gas pressure valves	0	0	9,299	0	9,299
Solar cells project	18	725	34	0	777
Supply of wind diesel generators	0	0	0	1,483	1,483
Helwan railway bridges	4,700	10,300	0	0	15,000
Supply railway switches ENR	0	0	4,710	0	4,710
Supply of tugs	10,000	0	0	0	10,000
Supply tug/pontoon	0	1,040	2,440	0	3,480
Inland water transport project	0	800	4,994	2,766	8,560
Supply of dredging equipment	0	6,800	0	0	6,800
Harbour improvement Esbid El Borg	42	3,400	0	0	3,442
Renovation Aswan Dam locks	0	0	152	217	369
Study Jonglei structures	3,820	1,900	0	0	5,720
Supply DAF trucks	0	14,881	0	0	14,881
Other	100	0	0	0	100
Total	28,000	86,466	21,660	4,466	140,592

Table A8 Miscellaneous

	1975-80	1981-85	1986-90	1991-96	TOTAL
Metal cutting technology	0	845	2,532	1,924	5,301
Spares bakeries	0	556	0	0	556
Equipment bakeries	1,700	0	0	0	1,700
Land Master Plan	0	4,934	1,410	0	6,344
Miniya soil analysis laboratory	0	40	910	223	1,173
Water and plant analysis laboratory					
Fayoum	0	0	0	93	93
Shore protection panel	0	100	591	0	691
Mapping evaporation	0	0	440	0	440
Environmental profile Fayoum	0	0	0	433	433
Productive levels and land use planning	0	257	166	0	423
Sea level rise vulnerability assessment	0	0	0	361	361
Lake Burullus study	0	0	0	349	349
Soil and plant analysis	0	0	0	330	330
Beach nourishment Baltim	0	0	277	0	277
Land use planning	0	153	0	0	153
Coastal Zone Management	0	0	0	75	75
Local Environmental Fund	0	0	0	61	61
Environmental Action Plan	0	0	0	140	140
Productive families programme	0	335	6,404	1,409	8,148
Credit line development banks	0	0	0	5,001	5,001
North Sinai Women Income Generation and Training	0	0	218	169	387
Arab Women solidarity association	0	0	45	0	45
Productive activities of women settlers	0	0	636	28	664
Local women fund	0	0	0	1,652	1,652
Beijing Support Office	0	0	0	321	321
Coptic monuments conservation	0	0	0	372	372
Eastern Desert Antiquities project	0	0	0	168	168
Archeological research Tell Ibrahim	0	0	288	153	441
Restoration coptic icons	0	0	800	382	1,182
Conservation coptic icons	0	0	0	710	710
Museum lighting	0	0	0	13	13
In-country training ECO musea	0	0	0	164	164
Local culture fund	0	0	0	225	225
General cultural activities	89	0	46	95	230
Fellowships	4,552	3,618	3,584	2,990	14,744
Netherlands Management Consultancy Programme	0	17	151	111	279
Multilateral associate expert programme	1,066	1,347	985	1,234	4,632

(Table A8 continued)

	1975-80	1981-85	1986-90	1991-96	TOTAL
Sector Specialists programme	0	0	1,466	3,192	4,658
Embassy micro projects	0	0	1,217	1,933	3,150
Project support fund	0	0	0	1,363	1,363
Studies and missions	336	1,494	2,385	473	4,688
Small Project Umbrella Fund	0	0	0	260	260
Other	976	912	1,110	1,033	4,031
NGO co-financing programme	5,133	9,064	10,301	10,302	34,800
Total	13,852	23,672	35,962	37,742	76,428

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1975-1996" consists of three volumes:

1. Summary Report
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