



# Evaluation Summary



International  
Labour  
Office

Evaluation Unit

## *Pro-poor horticulture value chains in Upper Egypt Final Joint Evaluation*

### Quick Facts

**Countries:** *Egypt*

**Mid-Term Evaluation:** *June 2013*

**Mode of Evaluation:** *Independent*

**ILO Administrative responsibility:**  
*EMP/SEED*

**Technical Area:** *poverty alleviation and  
employment creation*

**Evaluation Management:** *MDG AF*

**Evaluation Team:** *Martin Caldeyro and  
Mohamed Khafagy*

**Project Code:** *EGY/11/50/UND*

**Donor:** *MDG AF Japan (US\$ 7,500,000)*

UNDP: 3,246,561                      ILO: 1,005,800

UNIDO 2,521,455                      UNIFEM: 721,555

**Keywords:** *Agriculture, value chains,  
poverty alleviations, rural development,  
poverty alleviation, enterprise development*

### Executive Summary of the report

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million with the aim of contributing to progress towards the MDGs and other development goals through the United Nations System. In this context, the **MDG-Achievement Fund** supports Joint Programmes that seek replication of successful pilot experiences and impact in shaping public policies and improving peoples' lives in 50 countries by accelerating progress towards the Millennium Development Goals.

The MDG-F operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a Joint Programme mode of intervention, and has approved 130 Joint Programmes (JPs), within eight thematic windows that contribute in various ways towards progress on the MDGs, National Ownership and UN reform.

The *Development and the Private Sector Thematic Window* aims to contribute to economic growth as a means to human development. PSD models focus on the "inclusion" of the poor at various points in the value chain: on the demand side as clients and customers, and on the supply side as employees, producers and business owners. They build bridges between businesses and poor people for mutual benefit in the supply chain, in the workplace and in the marketplace. The benefits from inclusive business models go beyond immediate profits and higher incomes. For business they include driving innovations, building markets and strengthening supply chains. And for the poor they include higher productivity, sustain-able earnings and greater empowerment. MDG-F selected 12 joint programmes within the window in four continents and allocated US\$63 million to support them. These contribute to achieve the MDG 1 goal of eradicating extreme poverty and hunger; also tackling the gender gap and women empowerment (MDG3), ensuring environmental sustainability (MDG7), and developing a Global Partnership for Development (MDG8).

The **SALASEL Joint Programme** aims to support pro-poor horticulture value chains in Upper Egypt with a view to improving their position in export and domestic markets. This was done by promoting equitable partnerships between small farmers and private sector investors in efficient pro-poor horticulture value chains in the poorest six Upper Egyptian Governorates namely, Beni Suef, Luxor, Sohag, Menya, Qena and Assiut. The

programme approach is innovative with an integrated concept of assisting service providers and end beneficiaries with the objective of developing sustainable agribusiness. The JP implementation strategy is built upon improving the existing structure and capacities of 3 Post-Harvest Centres (PHCs) and 6

Farmers' Associations (FAs) developed in previous donor assistance in Upper Egypt. The programme focus on small farmers through assisting their Farmers Associations (FAs) to deliver needed business services (extension services, input supplies, information services, legal and contractual advice, etc.) thus enabling them to participate in the governance of the supply chain. It also aids the entrepreneurial development of small farmers, through raising their business awareness and skills and supporting their incorporation into entrepreneurial forms. Finally, utilizing the lessons learned and best practices the JP will engage with the GoE in a policy dialogue over constraints facing pro-poor private sector-based growth in the Upper Egyptian horticultural sector.

The **SALASEL JP has 3 expected outcomes:**

- Outcome 1: Small farmers and agricultural workers are more equitably integrated into domestic and international value/supply chains of horticultural products through enhanced efficiency, productivity and viable business partnerships with private sector investors.
- Outcome 2: Entrepreneurial forms of organization are established by small farmers
- Outcome 3: Policy and regulatory changes to promote pro-poor private sector-based growth in Upper Egypt's horticultural sector are identified and discussed with the GOE.

The present Final Evaluation was initiated by the UNRC-Egypt. Its principal characteristics are that it is independent and summative. It intends to provide information about the worth of the programme from an outside view and seeks to measure development results and potential impacts generated by the SALASEL Joint Programme and compare these results against the expected outcomes set at the outset of the JP. The evaluation also generated substantive evidence in identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability). The findings of this final evaluation are based on the desk review of project documents and on interviews with key programme informants, staffs members and end beneficiaries, including a 12 day field visit to Egypt. The methodology included the development of an evaluation matrix to guide the entire data gathering and analysis process. The findings were triangulated with the use of multiple sources of information when possible and the

evaluation report is structured around the (DAC/OECD) five major evaluation criteria: *Relevance, Effectiveness, Efficiency, Results/Impacts* and *Sustainability*.

## Main Findings & Conclusions

### *Relevance*

- The SALASEL JP has been relevant in supporting the horticulture value chain in Upper Egypt, but the initial strategy for the value chain was incomplete and pro-poor approach continues to be unclear
- The SALASEL JP has been relevant according to the UNDAF priorities, the MDG Goals and the MDG-F Thematic Window, and in "Delivering as One"

### *Effectiveness*

- The expected results of SALASEL JP will be mostly achieved, but to differential and uneven extent
- The SALASEL JP has developed ways to unlock incremental innovations and processes to win new markets, through Good Agricultural Practices (GAP)

### *Efficiency*

- The SALASEL JP has been well managed, according to its limitations
- The funds management has permitted the use of the financial resources.
- Process ownership at national and local level is positive
- The monitoring and evaluation system did not completely fulfil its objective.

### *Impact*

- The JP achievements will have a long term positive impact on the consolidation of the horticultural sector in Upper Egypt.

### *Long-term sustainability*

- The achievements of the JP in showing a way to develop the horticultural sector in Upper Egypt and in implementing a sustainability plan generated the interest and the inclusion of organizations necessary for its continuation through post Project interventions. But these require some minimal coordination, and some degree of political and institutional stability of the country.

### *Overall Conclusion:*

- The JP has generated important knowledge about how to develop the horticultural value chain in Upper Egypt. It would have benefited from a broader pro-poor approach

and longer implementation period. The use and dissemination of results by Governmental partners is the key for its long term impact.

### **The main lessons learned are:**

#### ***JP Project Level:***

- The SALASEL JP has demonstrated that farmers of Upper Egypt can clearly improve productivity and be “included” in the value chain development process.

- Future Pro-poor projects for rural areas require a clear definition of beneficiaries (pro-poor target), with an adequate strategy to benefit the selected population through resources allocation. This clear definition of “who” the project targets will contribute to avoid some bias, such as Goodies and FA not representing poor farmers. Also, the field Team agronomist requires a good technical agricultural knowledge but complemented with a pro-poor rural development approach. Including women in field office facilitate the daily work with farmers.

#### ***UN System:***

- Multiple UN agencies’ programme implementation processes may hinder smooth programme implementation, thus preventing successful implementation of the “ONE UN” concept. Applying this concept effectively requires harmonizing these rules and procedures. SALASEL evidence shows that the agencies’ differing financial procedures placed an additional problem on the PMU.

- JP government bodies, with the support of the UN system, have provided contention and institutional balance in a time of strong national institutional instability, which has allowed the continuation and completion of the JP.

- Lost time is not retrieved within a short span project. The skills and abilities of the UN system as a whole were not visualized at their best. The fast track methodology with the needs assessment in the inception period was not adequate in this case for a good strategic implementation.

#### ***Government Key Partners:***

- The existing legal status of producers’ organizations is inadequate for actual farmers’ requirements in order to attain consistent socio-economic development of rural areas. The JP project has sought institutional alternatives, such as the development of Companies and / or cooperatives. Discussion Forums have been implemented. A national policy which adapts or creates new legal frameworks for farmers’ organizations is required.

- Despite all the problems, the national government is the only one which can change the situation, building on the positive aspects of this project, in conjunction with other governmental social policies.

### **The main recommendations are:**

#### ***For the Joint Programme***

- To disseminate the achievements, lessons learnt and technical knowledge developed by the JP, at several levels.

- To allocate remaining/non committed funds of the JP to implement/disseminate the appropriate technologies developed by SALASEL.

#### ***For the MDG-F Initiative***

- To strengthen formulation, M&E guidelines and their implementation

- To formulate JPs with a longer period in order to provide sufficient time to achieve poor farmers’ sustainable development

- To review the management and administration modalities of UN agencies and explore how to better harmonize and unify these modalities for future JPs

#### ***For the Government of Egypt***

- Define a comprehensive development strategy of Upper Egypt, including a pro-poor focus and building on the knowledge generated by SALASEL JP.

- To take advantage of the developed knowledge, the organized structure/staff and the manner of insertion at the farmers’ level for integral replication and scale up in Upper Egypt.

- Inclusion of Ministry of Agriculture in future programmes with pro-poor farmers’ approach

- Design appropriate technological packages for the production by poor farmers

- Coordination and cooperation between national partners, UN agencies and donors is required to continue and scale up the JP activities

- Analyse in greater depth the extent of results of the project within a pro-poor approach

- Draw up an analysis of the strategy of developing new Companies, example SALASEL Co.

- Link with environment issues and irrigation systems.