Localizing the SDGs at the Governorate level in Egypt

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Introduction

In 2000 the United Nations proposed the Millennium Development Goals, which were adopted by almost all countries including Egypt. Egypt has succeeded in completely achieving some of these goals, while failed to achieve others. Gender equality in primary and secondary education enrollment, as well as reducing the under-five mortality rate, increasing prenatal care coverage, and increasing the proportion of access to improved drinking water source are among the goals successfully achieved by Egypt. Other goals have not been achieved due to many challenges.

In September 2015, the global community adopted the 2030 Sustainable Development Agenda, which aims to improve the quality of people's lives through 17 goals. The goals are linked to a total of 169 target goals.

The MDGs give some lessons learned that should be taken into account to guarantee achieving the SDGs. The study of the MDGs achievement at the governorate level reveals that the performance of different governorates has differed; while some have achieved their goals, others have not. The gaps among the governorates were not taken into consideration while planning for achieving the MDGs and there were no clear quantitative targets for each governorate that guarantee achieving the MDGs on the local and national levels.

This finding indicates that in order to achieve SDGs in Egypt, setting targets at the governorate level is essential.

Egypt population size reached 94.8 million in 2017. The population is distributed over 27 governorates[2]. The different surveys conducted in Egypt reveal that the wide gaps among the governorates in terms of the population characteristics, services availability, services quality, and the opportunities and challenges that face the governorates still exist.

In 2017, baseera center started an initiative to localizing the SDGs on governorate level through calculating quantitative targets for the SDGs indicator at governorate level in Egypt. In cooperation with ministry of planning, monitoring and administrative reform and the UNFPA Egypt office, baseera conducted a second phase for the localization process to roll-out the localization in 5 governorates in 2018.

This paper will present the methodology and results of SDGs localization, and the roll-out phase.

Objective of the study

To plan, monitor and evaluate the implementation of the SDGs, the United Nations has identified 232 indicators through for which governments can identify the targets.

The aim of this study is to set quantitative targets for each indicator at the national level, as well as at the governorate level. setting targets at the governorate level will promote the decentralization policies allowing the governorates to formulate their plans in more efficient ways to achieve the SDGs. It will improve the monitoring and evaluation methodologies and systems too.

Methodology

▪ **Population projections for 2030**

The size of the population in each governorate is a key factor influencing the identification of quantitative targets for the sustainable development goals at the governorate level.

The Spectrum DemProj package was used to develop population projections for the period from 2017 to 2030. The base year population size and age distribution were driven from Egypt's 2017 census.
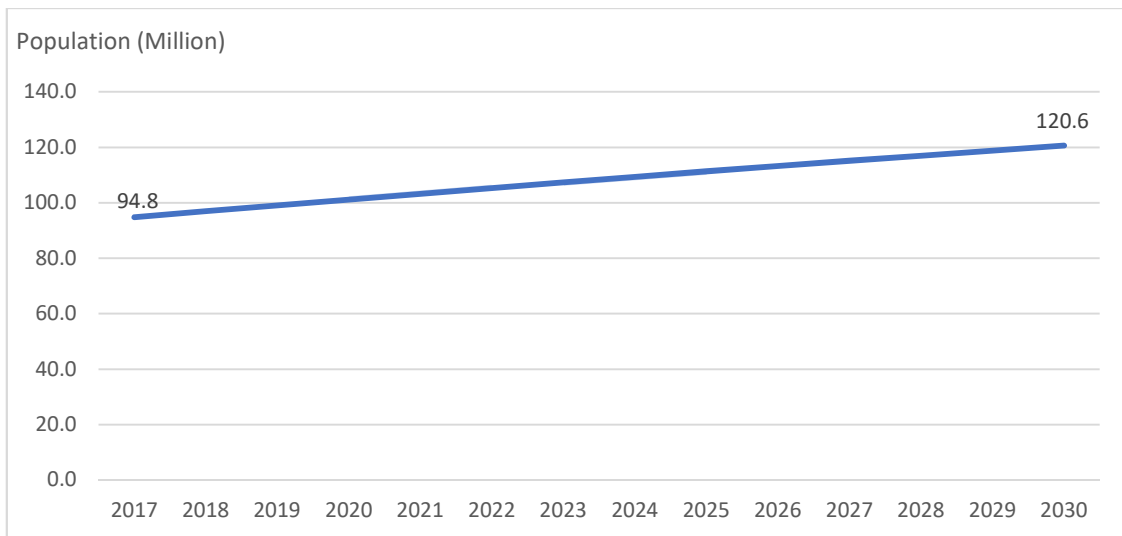
Although the National Strategy for Population and Development aims at reaching a total fertility rate of 2.4 children per woman in 2030, current birth rates show that fertility rates are still higher than those set out in the strategy. Thus, for the purposes of this study, the population size was estimated for 2030 assuming that the total fertility rate of Egypt will reach 2.7 children per woman by 2030 as stated in the average scenario of the national population strategy.

Other assumptions include:

- Life expectancy at birth in 2030 will reach 74 years for males and 76.4 for females,
- Egypt follows the Coal-Demny west model life tables,
- No external migration effect.

The following graph shows the estimated population size from 2017 to 2030 based on these assumptions.

Figure 1 Population Projections from 2017 to 2030 Based on Assumptions

Population (Million)

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140.0

120.0                                                                    120.6

100.0   94.8

 80.0

 60.0

 40.0

 20.0

  0.0
       2017 2018 2019 2020 2021 2022 2023 2024 2025 2026 2027 2028 2029 2030
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- **Identify the targets at the governorate level:**

Despite that Egypt has data at the national level for 40% of the SDGs indicators, the available data at the governorate level are limited. The availability of data at the governorate level was studied. It was found that the data at the governorate level are available for 30 indicators. The data of these indicators have been drawn from various sources, including the Central Agency for Public Mobilization and Statistics (CAPMAS) and the Demographic and Health Survey (DHS) of 2014.

The quantitative targets of the 30 indicators at the governorate level were determined using a new methodology that was developed by the author applying 2 scenarios.

The first scenario assumes that the rate of change in each target indicator at the national level will be applied to all governorates. For example, if the target on the national level is to decrease the indicator value by 50% then the target of each governorate will be to decrease the value of the indicator in the governorate by 50%. This scenario is simple in terms of calculations, but its main disadvantage is that it keeps the wide gap between the different governorates and may widen it in some cases.

Thus, for the indicators where there is a gap between the governorates, the second scenario was suggested.

The second scenario assumes that there is target limit which is the lower limit that the governorates cannot exceed if the national target is to decrease the value of the indicator or the upper limit that the governorates cannot exceed if the national target is to increase the value of the indicator. Therefore, any further improvements are distributed to the other governorates. To determine the lower or the upper limit of the indicator, the country that currently have a value for the indicator that is very close to the target value for Egypt in 2030 was selected and studied. If the target is to increase the value of the indicator by 2030, the higher value achieved by the provinces/governorates of the selected country is

considered the upper limit that an Egyptian governorate can achieve by 2030. If the target is to decrease the value of the indicator by 2030, the lowest value achieved by the provinces of the selected country is considered the lowest limit that an Egyptian governorate can achieve by 2030. Thus, after applying the 1st scenario, the governorates whose target value in 2030 exceeds the limit was set at that limit in 2030 and the further needed improvement was distributed on the remaining governorates.

The second scenario guarantee two criteria:

1- The targets assigned to the governorates will help narrowing the gaps among governorates, and
2- The targets of the governorates are achievable since they have been achieved by at least one of the provinces/governorates of a country that achieved Egypt overall target.

Before applying the methodology, the dispersion of the current values and the target values under the scenario 1 were studied. In the indicators in which Scenario 1 keeps or increase the gap among the governorates, scenario 2 was applied to narrow this gap.

The following section will present the application and results of 3 indicators under the 2 scenarios. The 3 indicators were selected to show different cases of target localization, how the methodology has been applied on them and the results of applying that methodology. The first indicator, poverty rate, presents the case of an indicator that is needed to be reduced by 2030, the second indicator, contraceptives prevalence rate, presents the case of an indicator that is needed to be increased by 2030, and the third indicator, the unemployment rate, presents the case of a 2-step indicator as we first need to localize the economic participation rate then in the second step we deal with localizing the unemployment rate.

Results

Goal 1: Eradicate poverty in all its forms everywhere

SDG Indicator 1.2.1: Proportion of population living below the national poverty line

Definition: The population below the national poverty line within the geographical boundaries of the country or a specific administrative unit at a specified time.

In 1995/96, population under the national poverty line in Egypt was 19.4%, declining significantly to 16.7% in 1999/2000[3]. The decrease in poverty from 1995-2000 were offset by the increase in poverty from 2000-2004 back to 19.6%. the increasing trend continued and the population under the national poverty line in Egypt reached 27.8% in 2015. The target of Goal 1 is to reduce this proportion in 2030 to half its value in 2015 to reach 13.9% in 2030.

Poverty rate was available in 2015 for 22 Egyptians governorates; represents all the Egyptian governorates except the frontier governorates that represent less than 2% of the Egyptian population. Analyzing the poverty rate on governorate level shows that there is a wide gap among the governorates, as it ranges from 6.7% in Port Said governorate to 66% in Assyout governorate with a range of 59.3 percentage points, 2.1 times the poverty rate of Egypt.

Scenario 1 that assumes reducing the poverty rate in each governorate in 2030 to half its value in 2015 will keep the wide gap among the governorates. Thus, scenario 2 was applied on the data of poverty in Egypt to set a target value for each governorate to achieve by 2030.

To determine the target limit for Egypt's governorates, the targets of the Egyptian governorates were compared to the current values of Slovenia. The poverty rate in Slovenia was 14.3% in 2014, which is close to the Egyptian 2030 national target and the lowest value in its provinces was 10.6% (State of Slovenia- Statistical office, 2014). Thus, 10.6% is considered the target limit for Egypt's governorates.

Comparing the targets at the level of governorates calculated under the first scenario, it was found that 13 governorates are lower than the target limit and one of them was less than the target limit in 2015. Consequently, the target for this governorate in 2030 was kept at the current level, and the other 12 governorates target was set at 10.6%. The size of population under the poverty line at the national level was estimated for 2030 under the assumption that Egypt will reduce the poverty rate to 13.9% and then the number of poor people in the 13 governorates was estimated. The remaining number of poor people and hence the remaining decrease in the poverty rates were distributed on the remaining governorates proportional to the number of poor people in these governorates in 2015.

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[3] Heba El Laithy, Arab Development Challenges Background Paper 2011/11: The ADCR 2011: Poverty in Egypt (2009), UNDP, 2011,
https://www.undp.org/content/dam/rbas/doc/poverty/BG_11_Poverty%20in%20Egypt.pdf

The following table presents the poverty rate in 2015 at governorate level, the target for 2030 under the first scenario and the target for 2020, 2025, and 2030 under the second scenario.

Under scenario 2, the poverty rate in 2030 will range from 6.7% in Port Said to 26.2% in Assyout, with a range of 19.5%, one third the range in 2015. While the poverty rate in Port Said remain the same in 2030, the rate in Assyout will decrease from 66% in 2015 to 26.2% which reflect a decrease to two fifth its rate in 2015.

Table 1: Population Poverty Rate in 2015 and Target Rates In 2030 According to the 2 Scenarios

Governorate	Population Rates Below Poverty Line[4] 2015	Target by 2030 under the first scenario	Target by 2020 under the second scenario	Target by 2025 under the second scenario	Target by 2030 under the second scenario
Cairo	17.5	8.75	15.2	12.9	10.6
Alexandria	11.6	5.8	11.3	10.9	10.6
Port Said	6.7	3.35	6.7	6.7	6.7
Suez	17.1	8.55	14.9	12.8	10.6
Damietta	18.0	9.0	15.5	13.1	10.6
Dakahlia	15.1	7.55	13.6	12.1	10.6
Sharkiya	14.1	7.05	12.9	11.8	10.6
Kaliobeya	13.1	6.55	12.3	11.4	10.6
Kafr El Sheikh	19.4	9.7	16.5	13.5	10.6
Gharbiya	16.5	8.25	14.5	12.6	10.6
Menoufia	16.0	8.0	14.2	12.4	10.6
Behira	23.7	11.85	19.3	15.0	10.6
Ismailia	24.1	12.05	19.6	15.1	10.6
Giza	28.6	14.3	22.9	17.1	11.4
Bani Sweif	43.1	21.55	34.4	25.8	17.1
Fayoum	35.7	17.85	28.5	21.4	14.2
Menia	56.7	28.35	45.3	33.9	22.5
Assyout	66	33	52.7	39.5	26.2
Sohag	65.8	32.9	52.6	39.3	26.1
Qena	57.8	28.9	46.2	34.6	23.0
Aswan	48.6	24.3	38.8	29.1	19.3
Luxor	41.2	20.6	32.9	24.7	16.4
Total Republic	**27.8**	**13.9**	23.2	18.5	**13.9**

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[4] Household expenditures, income and consumption survey of 2015, CAPMAS 2017.

Goal 3: Ensure healthy lives and promote well-being for all at all ages.

SDG Indicator 3.7.1: Contraceptives Prevalence Rate (CPR)

Definition: The number of married women of childbearing age (15-49 years) who use any means of family planning to the total number of married women within the geographical boundaries of the country or for a specific administrative unit at a period of time.

In Egypt, the percentage of currently married women who use contraceptives reached 58.5% in 2014 as per the 2014 EDHS. The data reveal gaps among the different governorates as the percentage increases from 31% in Souhag governorate to more than double this percentage in Menoufia governorate where it reaches 67.1% with a range of 36.1 percentage points.

Egypt national strategy for population and development 2030 target is to reach a contraceptives prevalence rate of 72% by 2030 which means increasing the current value by 23%.

The targets were calculated using two different scenarios:

Scenario 1: This scenario assumes that the proportion of contraceptive use in each governorate by 2030 is about 23% higher than it was in 2014.

The first scenario targets the increase of the contraceptives prevalence rate in all the governorates -even those that have already achieved high rates- which increases the gap among the governorates and needs more efforts to change the perceptions and values of more women towards contraceptives use. It is clear from the 2014 EDHS that the governorates that have lower contraceptives use have higher unmet need for contraceptives.

Scenario 2: This scenario was applied on the contraceptives prevalence rate so a maximum rate, target limit, is set for all governorates in 2030. In order to determine the target limit, the CPR of other countries was studied to find a country that currently has a CPR that is close to the CPR Egypt targets to reach by 2030. The closest rate was the rate of the Dominican Republic (Republic of Dominica, DHS, 2013), where the contraceptive use rate is close to the target in Egypt in 2030. The highest CPR on the provinces level in the Dominican Republic was 76.7%, thus the target limit of Egypt was considered to be 76.7%.

The governorates that under scenario 1 will reach more that 76.7% were set at that level under scenario 2 and the number of women who will be covered with contraceptives in these governorates by 2030 was calculated. The additional number of women who needs to be covered by contraceptives, so Egypt reach the rate of 72% by 2030 was then distributed over the other governorates.

The following table shows the targets of each governorate under the 2 scenarios.

Table 2: Contraceptives prevalence rate in 2014 and Target In 2030 According to the 2 Scenarios

Governorate	Women Using Contraceptive Methods 2014[5]	Target by 2030 under the first scenario	Target by 2020 under the second scenario	Target by 2025 under the second scenario	Target by 2030 under the second scenario
Cairo	64	78.8	68.8	72.7	76.7
Alexandria	60.2	74.1	66.4	71.5	76.7
Port Said	58.5	72.0	65.2	70.8	76.4
Suez	61.9	76.2	67.5	72.1	76.7
Damietta	65.8	81.0	69.9	73.3	76.7
Dakahlia	64.1	78.9	68.8	72.8	76.7
Sharkiya	59.7	73.5	66.1	71.4	76.7
Kaliobeya	63.1	77.7	68.2	72.5	76.7
Kafr El Sheikh	63.3	77.9	68.3	72.5	76.7
Gharbiya	63.2	77.8	68.3	72.5	76.7
Menoufia	67.1	82.6	70.7	73.7	76.7
Behira	66.4	81.7	70.3	73.5	76.7
Ismailia	61.7	75.9	67.3	72.0	76.7
Giza	63.9	78.6	68.7	72.7	76.7
Bani Sweif	58.3	71.8	65.0	70.5	76.1
Fayoum	57.4	70.6	64.0	69.5	75.0
Menia	51.3	63.1	57.2	62.1	67.0
Asyut	41.4	51.0	46.2	50.1	54.1
Sohag	31	38.2	34.6	37.5	40.5
Qena	37.8	46.5	42.2	45.8	49.4
Aswan	49.7	61.2	55.4	60.2	64.9
Luxor	48.4	59.6	54.0	58.6	63.2
Red Sea	57.5	70.8	64.1	69.6	75.1
New Valley	65.7	80.9	69.8	73.3	76.7
Matrouh	41	50.5	45.7	49.6	53.5
Total Republic	**58.5**	**72.0**	**63.6**	**67.8**	**72.0**

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[5] EDHS 2014, Ministry of health and El-Zanaty, 2015.

Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

Indicator 8.5.2: Unemployment rate

Definition: The number of jobless persons in the productive age group, able and desire to work, and seeking it, expressed as a percentage of the total number of individuals in the labor force within the geographical boundaries of the country or within a specific administrative unit at a specific period of time.

The target for this indicator in 2030 was set to be reduced to two-thirds of its current value. The target was calculated under two scenarios:

Despite that participation in labour force is not one of the SDGs indicators, determining a target for it is essential to be able to determine a target for unemployment rate since unemployment is calculated for people in labour force.

Indicator: Participation in the labor force

Definition: The number of females in the labor force, whether employed or unemployed, as a proportion of the total number of persons within the labor force.

For women participation in labour force, the National Strategy for the Empowerment of Women and the Egypt Vision 2030 aims to raise the participation rate of women in the labor force to 35%, thus raising the female participation rate by about 50% of its present value. The targeted participation rate at the governorate level was calculated by increasing the current rate in each governorate by 50% of its current value

For men participation in labour force, this paper assumes it will remain in 2030 at the same level of 2015.

Table 3: Labour force Participation Rate of Women in 2016 and Target in 2030

Governorate	Labour force Participation Rate of Women 2016[6]	Target by 2020	Target by 2025	Target by 2030
Cairo	24	27.5	31.8	36.1
Alexandria	19	21.8	25.2	28.7
Port Said	27	30.9	35.7	40.5
Suez	22	25.3	29.4	33.5
Damietta	24	27.5	31.8	36.1
Dakahlia	20	22.7	26.2	29.6
Sharkiya	26	29.8	34.6	39.4
Kaliobeya	24	27.4	31.7	35.9
Kafr El Sheikh	25	28.6	33.2	37.7
Gharbiya	26	29.6	34.2	38.7
Menoufia	30	34.2	39.5	44.8
Behira	40	45.8	53.1	60.4
Ismailia	29	33.3	38.8	44.2
Giza	17	19.6	22.8	26.0
Bani Sweif	30	34.6	40.3	46.0
Fayoum	17	19.5	22.7	25.8
Menia	27	30.9	35.7	40.5
Asyut	16	18.2	20.9	23.6
Sohag	14	16.0	18.6	21.1
Qena	14	16.0	18.4	20.9
Aswan	24	27.5	31.9	36.3
Luxor	14	16.1	18.7	21.3
Red Sea	23	26.2	30.2	34.2
New Valley	31	35.7	41.6	47.5
Matrouh	15	17.3	20.3	23.2
North Sinai	29	33.2	38.5	43.8
South Sinai	11	12.6	14.7	16.7
Total Republic	**23**	**26.4**	**30.7**	**35.0**

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[6] Statistical Yearbook, CAPMAS 2017

Indicator 8.5.2: Unemployment rate

Scenario 1: The targeted value of unemployment rate in each governorate will be reduced to two-thirds its current value.

Scenario 2: In this scenario the minimum unemployment rate was compared to the unemployment rate in the provinces of Austria (Statistics Austria "Austria national statistics office), which had an unemployment rate of 9.1% in 2015 and which is the closest to the national target in Egypt in 2030 (8.4%). The target limit among males was set at 4.4% and 11.2% among females.

Table 4: Male Unemployment Rate In 2016 and Target In 2030

Governorate	Male Unemployment Rate 2016 (3)	Target by 2030 under the first scenario	Target by 2020 under the second scenario	Target by 2025 under the second scenario	Target by 2030 under the second scenario
Cairo	11.20	7.80	10.2	9.0	7.8
Alexandria	9.60	6.70	8.8	7.7	6.7
Port Said	13.50	9.40	12.3	10.9	9.4
Suez	18.20	12.70	16.6	14.7	12.7
Damietta	6.10	4.20	5.6	5.0	4.4
Dakahlia	8.40	5.90	7.7	6.8	5.9
Sharkiya	9.20	6.40	8.4	7.4	6.4
Kaliobeya	9.70	6.80	8.9	7.8	6.8
Kafr El Sheikh	6.50	4.50	5.9	5.2	4.5
Gharbiya	9.30	6.50	8.5	7.5	6.5
Menoufia	7.10	4.90	6.5	5.8	5.0
Behira	7.00	4.90	6.4	5.7	4.9
Ismailia	7.10	4.90	6.5	5.8	5.0
Giza	9.90	6.90	9.0	8.0	6.9
Bani Sweif	8.90	6.20	8.1	7.2	6.2
Fayoum	6.40	4.50	5.8	5.1	4.4
Menia	7.10	4.90	6.5	5.8	5.0
Asyut	8.10	5.60	7.4	6.6	5.7
Sohag	8.60	6.00	7.9	6.9	6.0
Qena	8.10	5.60	7.4	6.6	5.7
Aswan	12.10	8.40	11.0	9.7	8.4
Luxor	9.90	6.90	9.0	8.0	6.9
Red Sea	16.90	11.80	15.4	13.6	11.8
New Valley	7.10	4.90	6.5	5.8	5.0
Matrouh	7.70	5.40	7.0	6.2	5.4
North Sinai	9.10	6.30	8.3	7.4	6.4
South Sinai	4.60	3.20	4.5	4.5	4.4
Total Republic	**8.90**	**6.20**	**8.1**	**7.2**	**6.2**

Table 5: Female Unemployment Rate in 2016 and Target In 2030 According To Both Scenarios

Governorate	Female Unemployment Rate 2016(3)	Target by 2030 under the first scenario	Target by 2020 under the second scenario	Target by 2025 under the second scenario	Target by 2030 under the second scenario
Cairo	26.5	18	24.0	20.8	17.6
Alexandria	31.9	21.6	28.8	25.0	21.2
Port Said	27.3	18.5	24.7	21.4	18.1
Suez	39.9	27.1	36.1	31.3	26.5
Damietta	26.1	17.7	23.6	20.4	17.3
Dakahlia	22.5	15.3	20.3	17.6	14.9
Sharkiya	27.7	18.8	25.0	21.7	18.4
Kaliobeya	24.2	16.4	21.9	19.0	16.1
Kafr El Sheikh	18.9	12.8	17.1	14.8	12.5
Gharbiya	24	16.3	21.7	18.8	15.9
Menoufia	9.4	6.4	9.4	9.4	9.4
Behira	21.6	14.6	19.5	16.9	14.3
Ismailia	29.2	19.8	26.4	22.9	19.4
Giza	25.2	17.1	22.8	19.7	16.7
Bani Sweif	9.8	6.6	9.8	9.8	9.8
Fayoum	19.1	12.9	17.3	15.0	12.7
Menia	24.1	16.3	21.8	18.9	16.0
Asyut	23.6	16	21.3	18.5	15.7
Sohag	16.8	11.4	15.2	13.2	11.2
Qena	24.7	16.7	22.3	19.4	16.4
Aswan	41	27.8	37.1	32.1	27.2
Luxor	45.3	30.7	40.9	35.5	30.0
Red Sea	38.7	26.2	35.0	30.3	25.7
New Valley	20.4	13.8	18.4	16.0	13.5
Matrouh	29.1	19.7	26.3	22.8	19.3
North Sinai	41.5	28.1	37.5	32.5	27.5
South Sinai	24.2	16.4	21.9	19.0	16.1
Total Republic	**23.6**	**16.0**	**21.4**	**18.7**	**16.0**

Localization roll-out phase

In 2018, the localization roll-out started in 5 governorates; Menia, Assyout, Souhag, Qena and Qaliubia. The localization roll-out started with developing a matrix for the projects and interventions that may help accelerating the achievement of the SDGs. The projects and interventions included in the matrix are meant to have impact on more than one SDG.

Then, A three-day workshop was conducted in the period from January 8th to January 10th in the ministry of planning. The workshop was attended by representatives of ministries of planning, monitoring and administrative reform, education, health and population, social solidarity, investment and international cooperation, local development, housing, food safety authority, the national council for women, the national population council, and the national council for childhood and motherhood. The methodology of localizing the targets, calculated targets and the projects and interventions matrix were discussed in the ministries workshop.

Since the governorates should be involved in the localization process as they are more aware about their governorates opportunities, challenges and competitive advantages, the localization roll-out was started in 5 governorates. The methodology of localizing the targets, calculated targets and the projects and interventions matrix were discussed with each governorate. The discussions revealed that the planning staff in the governorates and the ministries directorates in the governorates have a limited knowledge about the SDGs, the different national strategies and their targets. They emphasized on the importance of having clear and announced quantitative targets not only for the SDGs but for all the other strategies and objectives. Moreover, the planning staff in the governorates highlighted the competitive advantages of their governorates which helped re-design a projects and interventions matrix for each governorate to meet the opportunities, challenges and competitive advantages of the governorate.

Conclusion

- The gaps among governorates/provinces may hinder the ability of the countries to achieve the SDGs by 2030. Localizing the SDGs on the low administrative units level may accelerate the achievement of the SDGs and narrow the gaps among these administrative units. The methodologies adopted to calculate quantitative targets for the SDGs on the local level should guarantee that the calculated targets are achievable and will narrow the gaps among the governorates/provinces.

- The planning staff in the governorates and the ministries directorates have a limited knowledge about the SDGs, the different national strategies and their targets. This makes their assessments for the needs of their governorates not aligned with the targets that should be achieved by 2030. This suggests that the countries needs to start awareness campaigns for the employees of localities to raise their knowledge about the SDGs and their targets.

- The discussions in the workshops reflected lack of the capabilities needed for planning in the governorates. The discussions in the workshops revealed that planning staff needs to be trained on how to assess the needs on the lowest administrative level (village & shiakha), the sources of information they can use and how to use the indicators in planning, monitoring and evaluation.

- There is a need to establish information centers in the ministries' directorates in the governorates to provide planning staff with the indicators and information they need.