



## PROJECT EVALUATION

# Egyptian National Railways Restructuring and Gender Phases I & II

## Egypt

Op ID: 45284

IEvD ID: PE23-610



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This report was prepared by IEvD independently and is circulated under the authority of the Chief Evaluator, Véronique Salze-Lozac'h. It was prepared under the supervision of **Samer Hachem, Director of Sector, Country and Project Evaluations Division of IEvD**, by **Karin Becker, Principal II, Evaluation Manager**, and internally reviewed by **Beatriz Perez Timermans** and **Tom Bartos, both Associate Directors, Senior Evaluation Managers**.

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## Project Investment and TC Assignment Data

### Investment operations

Operation Name	Egyptian National Railways Restructuring	Country	Egypt
Portfolio Class	State Sector	Industry Classification	Railroad Rolling Stock Equipment
Company / Borrower	Egypt Sovereign	Board Doc. Code	BDS14-81
Op ID	45284	Project Status	Active
Project Type	Senior Debt	Operation Type	Standalone
Operation Leader	Hany Nabil Mustafa	Original Commitment	Up to €126 million
Environmental Cat.	B	Investment Status	Repaying

### Technical Cooperation assignments

#### TC1 – TCRS ID 931

Name	C30700 Corporate Governance Plan	Donor	SEMED Cooperation Funds Account
Consultancy firm	Talal Abu-Ghazaleh 1 Associates Ltd.	Amount	€250,000 (approved) <b>€249,150 (contracted)</b>
Start Date	June 2015	End Date	December 2017

#### TC2

Name	C31594 & C40965a1 Procurement implementation assistance	Donor	SEMED Multi-Donor Account
Consultancy firms	2015-Aug 2018 RINA, formerly known as D'Appolonia 2020-2023 AECOM in association with MENA Rail	Amount	€500,000 (at Board approval) <b>€471,325 (Rina contracted)</b> <b>+ €165,020 (AECOM contracted, approved in grant review)</b>
Start Date	July 2015	End Date	October 2023

#### TC3

Name	C31247 Environmental Health and Safety Capacity Building	Donor	SEMED Cooperation Funds Account
Consultancy firms	Corporate Solutions in association with MENA Rail; Railistics Rail; Environics	Amount	€300,000 (at Board approval) <b>€144,129 (contracted)</b>
Start Date	May 2015	End Date	July 2016

#### TC4

Name	Due Diligence Energy Efficiency Audit	Donor	Energy Efficiency Framework for SEMED
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Consultancy firms	D'Appolonia	Amount	€43,630
Start Date	N/A	End Date	July 2013
<b>TC5</b>			
Name	C29101 Gender Advisory Services Expert Panel - Gender Needs Assessment and Recommendations	Donor	Gender Advisory Services Programme
Consultancy firms	Vectos Transport Planning Services	Amount	€67,500 (at Board approval) <b>€2,000 (contracted)</b>
Start date	June 2014	End Date	July 2015
<b>TC6 – related to second 2017 investment project for locomotive renewal and freight reform</b>			
Name	C38983 Gender Technical Support Phase II: Gender Safety Capacity Building and Awareness Raising	Donor	Gender Advisory Services Programme, Government of Japan
Consultancy firms	CID Consulting	Amount	€250,000 (at Board approval) <b>€275,000 (contracted, and grant review approved)</b>
Start Date	May 2018	End Date	October 2021

### Post-Evaluation Responsibility

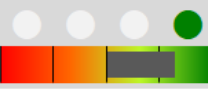


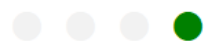













Evaluator	Karin Becker	Internal reviewer	Tomasz Bartos
IEvD PE ID	PE23-610	Operations team reviewer	Hany Nabil Mustafa
Field Mission	Yes	Management comments	November 2024

## Abbreviations

<b>AER</b>	Annual Environmental Report	<b>OL</b>	Operation Leader
<b>AESR</b>	Annual Environmental & Social Report	<b>O&amp;M</b>	Operations and Maintenance
<b>COOs</b>	Countries of Operation	<b>PE</b>	Project Evaluation
<b>CRM</b>	Concept Review Memorandum	<b>PMM</b>	Project Monitoring Module
<b>CRS</b>	Credit Review Summary	<b>PMR</b>	Project Monitoring Report
<b>DAQs</b>	Directors' Advisers' Questions	<b>PSD</b>	Project Summary Document
<b>EBRD</b>	European Bank for Reconstruction and Development	<b>PR</b>	EBRD Performance Requirement
<b>ESAP</b>	Environmental and Social Action Plan	<b>RO</b>	EBRD Resident Office
<b>ESD</b>	Environment and Sustainability Department	<b>SEI</b>	Sustainable Energy Initiative
<b>ESDD</b>	Environmental and Social Due Diligence	<b>SIP</b>	Strategy Implementation Plan
<b>EU</b>	European Union	<b>TC</b>	Technical Cooperation
<b>IEvD</b>	Independent Evaluation Department	<b>TIMS</b>	Transition Impact Monitoring System
<b>FRM</b>	Final Review Memorandum	<b>TQ</b>	Transition Quality
<b>GET</b>	Green Economy Transition initiative		
<b>OECD-DAC</b>	The Organisation for Economic Co-operation and Development's Development Assistance Committee		
<b>DTM</b>	Deal Tracking Module		
<b>IFI</b>	International Financial Institution		

# Project Performance Ratings

Table 1: Summary of IEvD's project performance ratings

Criteria / Sub-Criteria	EvD Ratings
	<i>[recommended rating]</i>
<b>1. Relevance</b>	 <b>Outstanding</b> [Standard or Outstanding]
1.1 Strategic Relevance	 <b>Outstanding</b>
1.2 Specification of Design & Expected Results	 <b>Below Standard</b>
1.3 Additionality	 <b>Outstanding</b>
<b>2. Effectiveness</b>	 <b>Standard</b> [Below Standard or Standard]
2.1 Achievement of Outputs	 <b>Standard</b>
2.2 Contribution to Expected Outcomes	 <b>Below Standard</b>
2.3 Contribution to Expected Impacts	 <b>Standard</b>
<b>3. Efficiency</b>	 <b>Standard</b> [Standard]
3.1 Financial Performance of Project/Client	 <b>Below Standard</b>
3.2 Bank Investment Profitability	 <b>Standard</b>
3.3 Bank Execution Performance	 <b>Outstanding</b>
<b>Overall Project Performance Rating:</b>	 <b>Good</b> [Good]
<b>4. Derived Ratings</b>	
4.1 Transition Impact	 <b>Standard</b>
4.2 Environmental & Social Performance	 <b>Below Standard</b>
4.3 Additionality	 <b>Standard</b>
4.4 Sound Banking	 <b>Standard</b>

The following rating scales apply:

Criteria and sub-criteria: Outstanding – Standard – Below Standard – Deficient – No Opinion Possible, Not Applicable

Overall performance: Excellent – Good – Satisfactory – Marginal – Unsatisfactory – Highly Unsatisfactory



## Key Messages

1. **EBRD's first project in the rail sector in SEMED to Egypt for on-lending to Egyptian National Railways (ENR) was broadly successful in improving rail services, including for women.** The EBRD's loan to Egypt which was on lent to ENR, as part of ENR's broader investment programme, led to the purchase of six passenger trainsets under a six-year supply and maintenance contract with the private sector as planned, with all trains fully operational on the Cairo-Alexandria route and some on the Cairo- Aswan route since June 2023, despite procurement and pandemic delays. The loan included TC support to improve EHS including for women and corporate governance standards and energy efficiency across ENR.
2. **The investment project facilitated the first ERBD gender initiative in SEMED within the transport sector.** It resulted in a Phase I Gender Needs Assessment for ENR being carried out with recommendations leading to a later Phase II institutional capacity building and pilot public awareness campaign to tackle gender-based violence and promote safer travel for women.
3. **Capacity building under a Phase II gender component helped ENR embed systems to address gender-based violence incidents.** It included staff awareness raising and passenger reporting mechanisms. Evidence shows this was achieved, with the support of the National Council for Women.
4. **A pilot public awareness campaign was successfully carried out after the COVID-19 pandemic in 2021 at seven main stations and via media including social media.** An impact assessment of the pilot showed evidence of multiple posts, articles and interactions from the public, and a passenger count exercise at two main stations showed a rise in women users.
5. **The rise in women passengers was not fully understood since the passenger survey planned after the event was never completed (due to delays in approval from authorities).** Notwithstanding the gender campaign there was an overall trend of increased footfall following the pandemic as people returned to the new normal.
6. **The operations and gender teams showed strong commitment and persistence in engaging with counterparts in policy dialogue to obtain agreement to implement the pilot campaign, despite the pandemic.** This included the Ministry of Transport, ENR and the National Council for Women, and led to a Memorandum of Understanding between ENR and the National Council of Women to further women's empowerment.

## Executive Summary

This evaluation is an ex-post assessment of the first EBRD transport project in SEMED with a gender component, approved by the Board in April 2014 for Egyptian National Railways (ENR) - Restructuring Project, OpId: 45284. The Bank's loan was provided to purchase six new trainsets on the Alexandria-Cairo route and potentially also the Cairo – Aswan route. The project incorporated five TC assignments supporting the Restructuring project including a Phase I gender component followed by a Phase II for gender in 2017.<sup>1</sup> The evaluation was completed based on information provided to the evaluation team in late 2023 including project document analysis, interviews with client counterparts from ENR and the National Council for Women, EBRD operations staff, consultants, and a project site visit.

The Bank provided a €126m 15-year sovereign loan with a three-year grace period to Egypt for on-lending to ENR to support its 10-year investment programme. There was no external co-financing but ENR pledged to contribute €45m towards the purchase and maintenance costs of the six new trainsets.

The project's main objective was to replace some of ENR's aging fleet and improve the quality and safety of passenger services, towards a long-term goal to increase ridership and support a modal shift from road to rail. The project also aimed to deepen private sector involvement through the introduction of a supply and maintenance contract for rolling stock, and implement environmental and energy efficiency management systems, improved corporate governance and business

planning. The project transition qualities were Green and Competitive.

The Phase I gender component aimed to assess gender needs and develop recommendations for implementation of an action plan.

The Phase II gender component consisted of institutional capacity building and an awareness raising campaign to improve safety for women travelling by rail and to tackle gender-based violence.<sup>2</sup> This was approved under the second 2017 project with ENR - the Locomotive Renewal Programme, OpID 48309, which set out three gender indicators under the 'Inclusive' transition quality.

## Findings on Overall Performance

**EBRD's first project in the rail sector in SEMED for Egyptian National Railways (ENR) was broadly successful**, with the proceeds of a loan leading, as part of the Client's broader investment programme, to the purchase of six passenger trainsets under a six-year supply and maintenance contract with the private sector as planned, with all trains fully operational on the Cairo-Alexandria and Cairo - Aswan line since June 2023, despite procurement and pandemic delays.

**Importantly, the investment project provided an opportunity, not only for the implementation of environmental and safety management systems and improved corporate governance and energy efficiency across ENR, but also for the first EBRD gender initiative in SEMED** in the transport sector and led to a Phase I Gender Needs Assessment for ENR being carried out with

<sup>1</sup> The 2017 Phase II gender component was introduced as part of a second investment operation for ENR - The Locomotive Renewal Programme. Technical support provided for the freight locomotive renewal programme is evaluated as part of IEvD's 2024 'Evaluation of EBRD's support to sustainability

and private sector participation in transport' so evaluation of these TCs and the second investment operation are not covered here.

<sup>2</sup> The phrase "Gender Based Violence" is used throughout the report as this was agreed as the culturally appropriate form of reference with the Egyptian National Council for Women.

recommendations leading to a later Phase II institutional capacity building and pilot public awareness campaign to tackle gender-based violence and promote safer travel for women.

**Based on evaluative findings, the overall rating for the 2014 project and gender Phases I and II is *Good*, derived from *outstanding* ratings for Relevance, a *standard* rating for Effectiveness, and a *standard* rating for Efficiency.**

**The strategic relevance and additionality of the project were strong whilst project design showed room for improvement.** The project demonstrated a coherence with Egypt's national rail strategy and the work of other development partners.

**Outputs set out ex-ante were mostly achieved.** With the help of EBRD's loan, ENR was able to purchase six new trainsets under a supply and maintenance contract with the private sector lasting six years. Donor TC support together with the client's commitment enabled a pilot gender awareness campaign to be implemented and some progress towards the corporate governance, environmental health and safety and energy efficiency systems. Some limitations were experienced with regards to expanding the campaign to promote safe travel for women, energy efficiency and compliance function targets.

**Outcomes include some steps towards safer rail travel for women and improved procurement, governance, environmental management and safety management systems.** Impacts of the project included continuing use of private sector suppliers in rail, and access to improved services and safe travel for women, but the post campaign impact survey was not achieved.

**Bank investment profitability remains as expected to date,** with the loan being disbursed and repaid according to the extended availability date. The financial performance of Egypt as the sovereign borrower was weak during the post pandemic period of 2022 and 2023 but

showed signs of recovery in 2024, and ENR revenues below expectations at approval in 2014.

**The Bank executed the project with care, with the gender and operations teams expending additional effort** through policy dialogue to keep the gender project on course following the pandemic.

**Some sustainable results were achieved** towards improved procurement, governance, environmental health and safety including for women.

## Specific Findings

**The project was designed and approved in 2014, under the Strategic Gender Initiative prior to the linking of gender with transition impact, involving a first step needs assessment and recommendations so most outcome and impact indicators were absent.** Whilst detailed output benchmarks with expected implementation timing were provided at Board approval, most outcome and long-term impact indicators were absent and were inferred by IEvD during reconstruction of the results framework, with no evidence monitored as part of the design. This included an absence of indicators to track policy dialogue achievements.

**Outcome indicators for the Gender Phase II capacity building within ENR were incomplete, lacking specification, baselines and measurement.** The evaluation team relied on anecdotal evidence that trainings were successful in raising awareness of gender-based violence complaints within ENR, but there was no staff survey to demonstrate increased knowledge.

**Due to the Gender Phase II project being developed under a more infant version of the transition system, some potential indicators for systemic policy dialogue and ENR capacity building for dealing with gender-based violence complaints were not included.** This leaves out a large part of the narrative of the gender components, and means that they are not specifically credited, where much work took place.

**The planned impact assessment of the gender Phase II TC was only partly achieved, meaning rises in women travelling through Cairo main station could not be attributed to the campaign.** The intended passenger survey to gather data on reasons for travel and campaign feedback was not approved by the authorities in time to be conducted.

**Despite this, campaign stakeholders including staff at ENR, the National Council for Women and the delivery consultants were very positive about the campaign success in reaching a wider audience on media channels, social media and during the launch.**

**The post campaign passenger perceptions survey was not carried out due to delays in approvals, showing the need to obtain agreement with the client at ToR stage.** Beyond ENR approval, the approval cycles of some types of surveys can take up to three months with no clear timeline as requests are not only approved by ENR.

**The expectation at approval that the campaign would be expanded to the entire network in the aftermath of the pilot, without client commitment at signing or additional resourcing was unrealistic.** The TIMS indicator for the Phase II gender component on expansion of the campaign to the whole network was not linked to specific commitment, planning, resourcing, scheduling and reporting, therefore it was not achieved.

**The phased approach to gender with ENR was highly successful, building the work and the relationship over time.** The Gender Phase I assignment successfully led to an extensive Gender Phase II involving capacity building and a pilot awareness raising campaign focussing on tackling gender-based violence and promoting safe travel for women. In follow up conversations during a field trip in 2023, the evaluation team learnt that ENR, after consultation with NCW and both female and male staff members, put into place an implementation plan leading to the Phase II gender TC. ENR decided to focus on tackling gender-based violence,

and this was exemplified with the appointment of an ENR gender focal point. The decision to implement a Phase II gender component which combined institutional capacity building with an awareness campaign was a very positive outcome of Phase I, even if multiple other gender recommendations may have been set aside due to capacity and cost restraints or lack of management support.

**Policy dialogue was instrumental to ensure implementation of the gender campaign stayed on course.** An unforeseen attribute not captured at Board Approval for the Gender Phase II project in association with the 2017 locomotives renewal project was the successful use of policy dialogue. This was twofold: towards a Memorandum of Understanding (MoU) between the government's National Council for Women and ENR; and policy dialogue conducted with the Ministry of Transport to convince them that the public awareness campaign should move ahead, due to its benefits not just for safer travel for women, but also in terms of visibility in connection with the national strategy and resulting revenue from increased passenger numbers. The MoU between ENR and NCW to cooperate on promoting women's empowerment was signed at the campaign launch.

**ENR lacked the financial resources to install expert staff and computer technology needed to complete a full roll out of new corporate governance and environmental management functions.** This led to partial achievement in areas of compliance and environmental and safety management systems at all the depots across ENR, with further work needed.

## Lessons

Leading on from the main findings, this evaluation identifies **five lessons** considered worth capturing for future interventions, two of which were also identified during the 2024 Project Cluster Evaluation 'Paving the way for gender equality: Evaluation of EBRD's support to gender equality.'

### **Strong state owned client and stakeholder buy-in is needed for public awareness campaigns on sensitive topics to work**

Policy dialogue via local EBRD banking staff to gather national level support can be crucial to take a campaign forward, especially in challenging circumstances such as the post-pandemic environment. Government policies towards the empowerment of women can help catalyse support for addressing gender gaps on transport when working collaboratively with large state-owned enterprises and other key counterparts.

Whilst client priorities and support may change over time, consistent commitment from the government makes it possible to progress through dialogue and take an innovative approach to old problems.

For consultancy assignments involving gender public awareness campaigns, it is prudent to ensure that all components in the ToR have been scrutinised and signed off by the client. This can avoid a situation where unexpected delays can occur due to the need to obtain high level authorisation of aspects such as running surveys, focus groups and language used for sensitive topics.

Banking staff should be closely involved on the ground to ensure that consultants are a good fit for the client and can work smoothly as a team before moving ahead with the assignment.

### **A phased approach to addressing gender gaps is effective to facilitate and scale up work with large state owned clients**

For a first gender project with a large state-owned company, starting with a phase one gender assessment and practical

recommendations can break the ice and strengthen the relationship and commitment of the client to a more fruitful phase two effort where practical elements to evoke behavioural change can be introduced with support.

To scale up a public awareness campaign across an entire transport network, a successful pilot is needed together with additional resources to ensure client and stakeholder commitment. Without this, other priorities may take precedence.

### **Sustainability must be embedded into project design taking into consideration limitations to the capacity and resources of state owned clients**

A key challenge remains for ENR to continue resourcing corporate governance and environmental management functions with staff and computers needed to produce the reporting required. This issue was raised in the consultant's final report on the delivery of the corporate governance action plan and is also of concern in relation to environmental health and safety functions. In meetings with consultants this evaluation found that lack of computers and software remains to be the major issue for ENR to embed these functions efficiently.

In addition to the above, two lessons from the 2024 Evaluation of EBRD's Support to Gender Equality Cluster Evaluation 'Paving the Way for Gender Equality' are equally applicable to this project.

### **Strong collaboration between key project stakeholders, including clients, bankers and gender specialists is vital to the implementation of projects' gender components, even in time of crises.<sup>3</sup>**

This project also showed that effective collaboration among project stakeholders is

<sup>3</sup> This lesson was also reflected in the Project Cluster Evaluation discussed at the Audit and Risk Committee in April

2024, 'Paving the way for gender equality: Evaluation of EBRD's support to gender equality.' P17

a key dimension of successful implementation.

This emphasises the importance of a holistic and results-driven approach when mainstreaming gender in investments and TC projects.

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**Timely and comprehensive reporting, coupled with systematic data management, are crucial to assess a project's achievements and foster accountability. <sup>4</sup>**

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Evaluation work on this project was also challenged by a lack of adequate indicators, baselines and targets. This may lead to reputational risk for the Bank and undermine the accountability dimension of the whole evaluation function (both independent and self-evaluation).

Monitoring and reporting require both strategic and operational foundations that are essential to improve the Bank's overall results culture.

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<sup>4</sup> This lesson was also reflected in the Project Cluster Evaluation discussed at the Audit and Risk Committee in April

2024, 'Paving the way for gender equality: Evaluation of EBRD's support to gender equality.' P17



# 1. Setting the scene: the first EBRD rail project with gender components in SEMED

## 1.1. Project description: A €126 million loan to Egypt for purchase of six new trainsets with donor support for improved governance, environmental, health and safety management, including for women

In 2014, EBRD approved a senior €126 million sovereign loan to the Arab Republic of Egypt for on-lending to Egyptian National Railways (ENR) for replacement of passenger train rolling stock to serve the Cairo – Alexandria and potentially the Cairo-Aswan route as part of its 10-year investment programme. The loan was provided without co-financing from other IFIs but included a €45 million contribution from ENR and five technical cooperation (TC) assignments, including a Phase I gender assessment and recommendations. The loan has a 15-year tenor, with a 3-year grace period.

A second project with ENR was approved by the Board in 2017 (Locomotive Renewal Programme OpID 48209). It provided a €290 million 15-year sovereign loan to finance the purchase of 100 new locomotives, and in addition to multiple TCs, included Gender Phase II awareness raising campaign to tackle gender-based violence, and a freight reform TC.

The second project was evaluated as part of a case study for IEvD's 2023 evaluation of the Transport Sector (SS23-196). Therefore it is not evaluated as part of this report, except for the gender TC which constitutes the continuation of Phase 1 of the Bank's first project with ENR. A third project with ENR, a €35 million sovereign loan for ENR's 10<sup>th</sup> Ramadan Railway Link, to be co-financed by ENR and AFD, was approved by the Board in November 2024.

The loan approved in 2014 was intended to finance six new air-conditioned trainsets of 10 carriages each plus two locomotives as part of the Company's plans to renew its ageing fleet and improve the safety and quality of its passenger rail services. The loan agreement was signed in 2014 and declared effective in 2016.

The transition impact of the Project was expected to be derived from deeper private sector participation through its involvement in rolling stock maintenance to ensure full life-cycle availability and quality of the new trainsets; improved energy management practices by setting up an energy management unit at ENR and implementation of an energy efficiency action plan; and, improvements in corporate governance and business planning.

TC support evaluated as part of this project evaluation includes:

- €250,000 was provided by the SEMED Cooperation Funds Account for a corporate governance plan;
- €500,000 was provided by the SEMED Multi-Donor Account for procurement implementation assistance;

- €300,000 was provided by the SEMED Cooperation Funds Account for environmental health and safety capacity building;
- €43,630 was provided by the EU Neighbourhood Investment Facility's (NIF) Energy Efficiency Framework for SEMED for an Energy Efficiency Audit as part of due diligence; and,
- €67,500 was provided by the SEMED Cooperation Funds Account Gender Advisory Services Expert Panel for Gender Advisory Services for a gender needs assessment and recommendations; and
- A second gender TC of €250,000 was provided by the SEMED Cooperations Funds Account Gender Advisory Services to ENR for gender safety capacity building and awareness raising. This was approved in 2017 under EBRD's subsequent investment for rail locomotives renewal.

## 1.2. Country context: A Vision for Egypt 2030, empowerment of women and an investment programme for the railways

**There are several aspects of the country context of relevance to this project with ENR for upgrading rail services which are more well-governed, green and inclusive.** These include the backdrop of large population growth and the Arab uprisings in 2011, a new master plan for transport in Egypt, the new constitution in 2014, the introduction of the 2016 “Vision for Egypt by 2030” reflecting the UN’s sustainable development goals (SDGs), and the establishment of a new National Council for Women in 2018. The economy has seen steady growth in GDP despite the pandemic in 2020-21, although debt pressures have increased in 2023. The government’s “Vision for Egypt by 2030” programme has led to a focus on the SDGs, particularly for an inclusive, prosperous growth and to improve operations and governance of state-owned enterprises (SOEs) like ENR.

**The ENR Restructuring project was approved in 2014, the same year that ENR introduced a 10 - year \$10 billion investment programme in railways, the new president was appointed and a new constitution for Egypt was introduced enshrining gender equality.** Three years had passed since the 2011 Arab uprisings and the economy was recovering, helped by fundamental macroeconomic and structural reforms, and two IMF programmes. Growth reached 5.6 per cent in fiscal year (FY) 2018-19 through significant public investments and domestic consumption, a primary budget surplus, sustainable debt levels and stronger foreign reserves.

**In 2015 Egypt launched a five-year national strategy to combat violence against women, led by the National Council for Women.** Its goal is to safeguard the dignity of women and protect them from acts of violence, as well as placing them on an equal footing to men in the domestic and public spheres, allowing women to thrive in their lives. Preceding this in 2014 a new law criminalising gender-based violence was introduced.

**In 2016 President Al-Sisi launched the “Vision for Egypt 2030” programme to work towards alignment with the SDGs.** This is to address pressing needs in Egypt to improve welfare and prosperity through sustainable development, social justice and a balanced, geographical and sectoral growth. Egypt’s population has doubled in the last forty years to over one hundred million leading to strains on education, and youth employment. Egypt’s growing population is exerting pressure on public services, including transport.



In 2018, a law was passed to institutionalise the National Council for Women to reflect the equal rights of women in the Constitution and women's empowerment to further Egypt's development. The role of the NCW is to ensure that Egyptian women are treated on equal footing with men in terms of political, economic, social and cultural rights.

As an SOE, ENR is a vertically integrated railway authority solely responsible for the administration, operation and maintenance of Egypt's railway network under the Ministry of Transport ("MoT"). It is predominantly passenger focused, offering passenger services primarily for millions of Egyptians. Although some reform steps were introduced in the past promoted by other IFIs and development partners, ENR remains largely a socially focused enterprise. Private sector participation in railway operations in Egypt at approval was very limited apart from the EBRD projects and the sector required substantial reform to increase efficiency, commercialisation and the use of market-based mechanisms. In 2018 some progress was made when parliament approved amendments to the law governing ENR to allow private sector companies to build, manage, operate and maintain the railway network.<sup>5</sup>

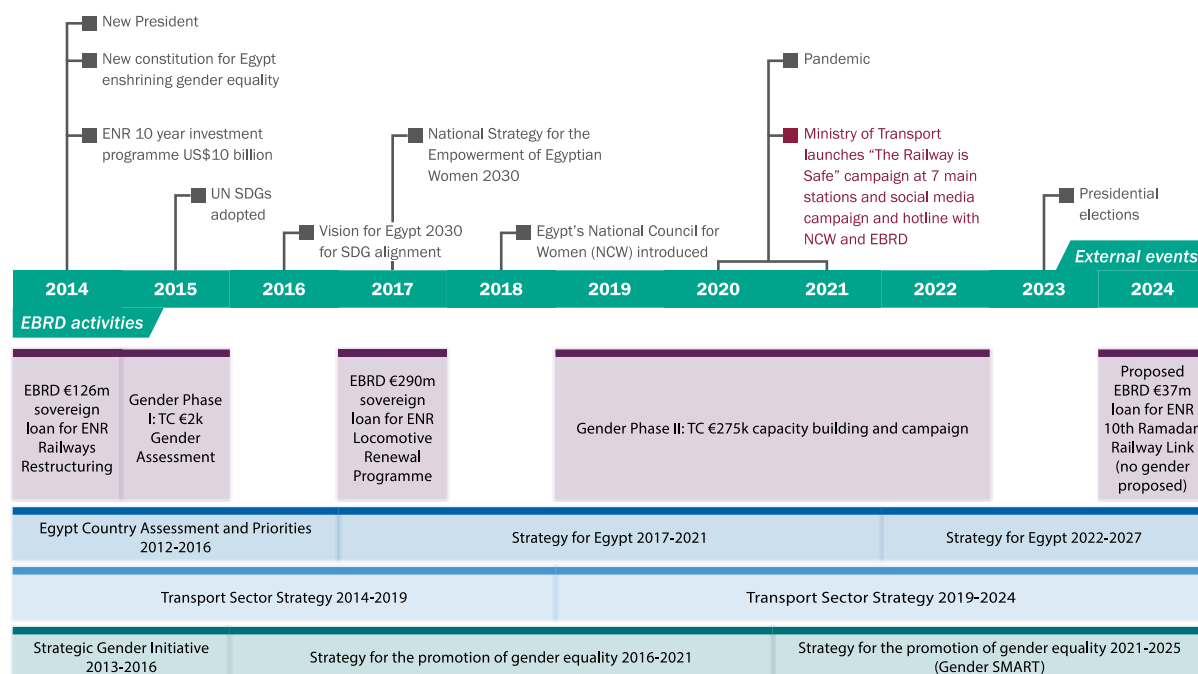
ENR operates an extensive network covering all major population centres and concentrations. The network comprises over 10,000 km of rail tracks, one third of which is double track and is concentrated in the Nile Delta region, connecting Alexandria and Cairo with the main cities in the north of the country and with all the cities in the Nile River basin down to Aswan and Safaga on the Red Sea. A few branch lines connect the eastern and western desert regions for transportation of mineral ores.

### 1.3. EBRD context: This was the first transport project with gender components in SEMED, introduced prior to the new transition qualities

This project was introduced in an evolving strategic context for the EBRD, with operations just beginning in Egypt, a new country, sector and a first of its kind gender initiative. EBRD began operations in Egypt, together with Morocco and Tunisia in 2012 with priorities set out in the 2012 Egypt Country Assessment. In 2013 EBRD introduced its first Strategic Gender Initiative for a more systematic and focussed approach to gender across the Bank's projects. At that time, the Gender team resided within the Environmental and Social Department and a specific gender expert was assigned to the project. The 2013 Transport Sector Strategy re-emphasised the need for commercialisation of SOEs and private sector participation. Following the first Strategy for Egypt introduced in 2017, and the institution wide introduction of new transition qualities in 2017, by September 2023 the EBRD had built a portfolio of €7.4 billion across all sectors the Bank's sovereign portfolio was €1.96 billion and the operating assets is €616.7 million.

<sup>5</sup> The amendments give ENR the right to establish joint-venture companies that can be listed on the stock market. The move will allow for increasing the transportation of goods via railways, which will in turn lead to preserving and safeguarding highway networks.

Figure 1: Timeline of EBRD strategies, projects and key country events relevant to project



EBRD has a small and very diverse transport portfolio of seven projects in Egypt signed since operations began in 2012, worth €683 million ABI. Two of these are sovereign and are the ENR projects.<sup>6</sup> The remainder are in the private sector and include: a December 2023 approved Damietta Port project for a second container terminal (US\$125m); the 6<sup>th</sup> October Dry Port project (approved 2021 as part of the Green Cities Framework for US\$36.3 million), two projects with an offshore oil services company (approved 2016, US\$ 26.5 million loan plus working capital), and an SME Direct Financing Facility project with Abou Ghaly Motors, an electric cab company based in Cairo (EGP 10 million).

## 1.4. Evaluation rationale and methodology covers the inclusive agenda, following best practice standards and OECD DAC criteria

IEvD's Work Programme and Budget anticipates the delivery of project-level evaluations. IEvD's Work Programme is supportive of EBRD's priorities and is designed to include coverage of EBRD's efforts on the green and inclusive agendas.

This project evaluation is presented with a supplementary review which complements a Project Cluster Evaluation IEvD delivered in 2024 entitled 'Paving the way for gender equality: Evaluation of EBRD's support of Gender Equality – Phase 1 (2017-2021)', which was discussed at the Audit and Risk Committee in April 2024. This project cluster evaluation reviewed investment projects that contained a gender additional or gender transition impact component in Albania and Morocco between 2017 and 2021. Whilst the subject of this evaluation is in Egypt, and was approved in 2014, it was considered a good candidate for evaluation because it was one of the first major gender projects implemented by the EBRD that was not part of the previously

<sup>6</sup> In addition, two EBRD urban transport projects for the Cairo Metro Lines I (2018) and II (2015) are indirectly related to the two ENR rail projects, since ENR has a 49% ownership stake in the operator, the Egyptian Company for Metro (ECM), with the remaining 51% by owned by the National Authority for Tunnels (NAT).

evaluated women in business programme. This project in Egypt was considered fully completed by the Operations team and therefore it was possible to see some results on the ground. Some of the synergies found during this project evaluation with the projects in the cluster evaluation include issues with lack of adequate indicators, baselines and targets and sufficient reporting especially on outcomes. This project also shows the importance of effective stakeholder collaboration effective collaboration as a key dimension of successful implementation.

**The project evaluation follows IEvD's methodology to assess the project's performance, as of December 2023, against operational objectives and TI benchmarks stated in approval documents.** It also assesses the achievement of targets as defined in a reconstructed results framework prepared by IEvD, based on the information presented in these documents (Annex 1). IEvD's methodology aligns to the Evaluation Cooperation Group (ECG) good practice standards and applies the OECD-Development Assistance Criteria (DAC). It covers EBRD's additionality, sound banking and environmental and social compliance. The evaluation assessed whether financing led to the intended improvement to the quality, safety and inclusiveness of passenger rail services with private sector participation.

**Two rail projects with the client fall outside the scope of this evaluation: the 2017 investment operation for the Locomotive Renewal Programme and the upcoming 10<sup>th</sup> Ramadan Railway Link.** However, it presents the contribution of the rolling stock renewal for the Cairo / Alexandria and Cairo Aswan routes to the ENR's improvement programme, and evaluation of the gender advisory programme's media awareness campaign for regional passenger rail approved in 2017.

## 2. Findings on relevance and coherence

### 2.1. The project's strategic relevance and additionality were strong whilst project design showed room for improvement

IEvD's overall rating of relevance is *outstanding*. This synthesis rating reflects the matching respective ratings for each of the sub criteria: *outstanding* strategic relevance, *below standard* specification of design and expected results, and *outstanding* additionality.

#### 2.1.1. The project remained closely aligned with EBRD's strategies and with Egypt's objectives for rail improvement and women's empowerment

This evaluation assesses the extent to which, at approval and at evaluation, the project could plausibly have helped the Bank deliver on its strategic agenda and contributes to national strategies of Egypt. The assessment of relevance covers the degree of the project's alignment with the "Vision for Egypt 2030" programme and Egypt's National Strategy for Empowerment of Women; the EBRD's 2013 Strategic Gender Initiative and subsequent gender strategies; the 2012 Country Assessment (no strategy for Egypt existed at that time); the 2013 Transport Sector Strategy; and the 2012 Sustainable Energy Initiative Phase 3.<sup>7</sup>

**This project contributes directly to the development of the national railway networks, one of the priority areas listed in Egypt's 2016 Sustainable Development Strategy Egypt Vision by 2030.** The Vision describes a key step on the way towards inclusive development and balanced regional development, a roadmap for maximising the competitive advantage of Egypt. By aiming to provide safe transport services to women, the 2014 ENR project indirectly addressed three of the four main pillars in the 2017 National Strategy for the Empowerment of Women. The most relevant pillars to the improvement of railway services relates to protection of women, and their economic and social empowerment.

**The project and gender components under evaluation were relevant to all EBRD's gender, and inclusion strategies in force during implementation.** This included the 2013 Strategic Gender Initiative which set out to address gender gaps in the SEMED countries, the 2015 Strategy for Promotion of Gender Equality 2016-2020, and the Economic Inclusion Strategy 2017-2021 (the Gender Phase II component), addressing the inclusive transition quality for the first time. The gender TC support to ENR is also particularly relevant to the Strategy for the Promotion of Gender Equality 2021-2025 which adds the need to address the cross-cutting issue of freedom from gender-based violence and harassment.

**This rail restructuring project was aligned and remains aligned at the sector level with the 2012 Country Assessment (no country strategy was in place at the time).** It attempted to address the key challenge of reforming and commercialising the state-owned transport infrastructure provider and service operators.<sup>8</sup> It addressed the 2012 Assessment's strategic priority of private sector participation in rail predominantly through a supply and maintenance contract for the new rolling

<sup>7</sup> The subsequent 2015 Strategy for the Promotion of Gender Equality and the 2015 Green Economy Transition Approach were approved by the Board after this project was approved, so these strategies were not considered.

<sup>8</sup> BDS14-081 Egyptian National Railways Restructuring, p11.

stock. Project components do not however address the objective for a strategic shift to market-based pricing mechanisms in transport services but do introduce business planning.

The *2017 Strategy for Egypt* continues, to prioritises quality and sustainability of Egypt's public utilities through gender responsive and safe rail services, private sector participation and commercialisation. The project also remains highly relevant to the *2022 Strategy for Egypt* calling to continue deepening engagement in support of gender responsive transport services, including to combat gender-based violence and harassment, including gender aspects addressing challenges for women passengers with ENR.

**The project is aligned with the EBRD's 2013 Transport Sector Strategy which mirrors the key objectives outlined in the country assessment for Egypt.** It prioritises private sector participation, institutional reform, increasing competition, financial sustainability, and improving regulation.<sup>9</sup> The ENR project of 2014 and gender components of 2014 and 2017 remain aligned with the *2019-2024 Transport Sector Strategy*.

**The project's Board report states the intention to address the 2012 Sustainable Energy Initiative (SEI) and the sustainability focus in the Transport Strategy** although there was no reporting provided to the evaluation team on energy efficiency objectives. According to the SEI, replacing old rolling stock reduces CO2 emissions, in part due to an increased quality of rail services, which in turn should lead to the shift from road transportation to rail.<sup>10</sup>

Overall, this evaluation finds the project's strategic relevance to be *outstanding* across the key relevant gender strategies, country strategies, and sector strategies.

### 2.1.2. Specification of project design and expected results showed room for improvement with need for more explicit, resourced and agreed output, outcome and impact indicators

No results framework was required at the time of the 2014 investment project and Gender Phases I and II, and is still not required, however, the Board approval document discusses objectives and indicators.<sup>11</sup> Using this information, IEvD retrospectively prepared a results framework including both the investment and gender components (see Annex 1.) To assess specification of design and expected results, the evaluation covers three sub-criteria. These include: i) completeness and clarity of expected results specification; ii) plausibility of expected transition impact sources; and iii) evidence of use of experience and lessons to shape design.

**Table 2: Assessment of specification of design and expected results**

Sub-Criteria	Assessment
Completeness and clarity of expected results specification	Partly achieved
Plausibility of expected transition impact sources	✓
Evidence of use of experience and lessons to shape design	×
Risk factors have been adequately identified and taken into account	✓

**In terms of completeness and clarity of expected results, the 2014 Board report sets out detailed output benchmarks with expected implementation timing.** This included a supply and maintain contract, effective operation of the new fleet with 90% availability, and maintenance of

<sup>9</sup> BDS13-205 Transport Sector Strategy p 26

<sup>10</sup> BDS14-081 Egyptian National Railways Restructuring, p11.

See also BDS12-020 (Final) Sustainable Energy Initiative Phase 3 2012-2014 p68.

<sup>11</sup> See under Chapter 2: 'Measuring / Monitoring Success', and elaborated on under the Summary Facto Sheet and a section on transition impact.

the fleet by a private contractor with regular payments by ENR. There were five detailed indicators provided for improving energy efficiency, a corporate governance action plan and introduction of a 5-year business plan.

**In hindsight, the scale of ambition for the Gender Phase II component of both conducting a pilot campaign then expanding it across the entire network as set out in the 2017 Board report was much greater than what was realistic since expansion was not part of the scope in the Project Agreement with the client, and would require additional resourcing given the scale of the rail network.** Phase II transition impact was set out in the Board document under the new transition quality of inclusive, with three indicators, only two of which aligned with the actual scope of the legal agreement with the client and gender consultancy contract.<sup>12</sup> The target to replicate the campaign to the rest of the ENR network by June 2021 was not a project obligation in the Project Agreement with ENR, nor was it included in the consultant's terms of reference.

**Potential indicators for systemic policy dialogue and ENR capacity building for dealing with gender-based violence complaints were not included.** This leaves out a large part of the narrative of the gender components, and means that they are not specifically credited, where much work took place.

**Outcome and long-term impact indicators compared with baselines following implementation of new procedures were mostly absent in the design across corporate governance, environmental health and safety system matters and gender-based capacity building work and were inferred by IEvD during reconstruction of the results framework, without monitored evidence.** For example, although new environmental and safety management and complaints systems were set up, and implemented, as required by the Environmental and Sustainability Action Plan, it is not possible to show improvements in reported statistics over time due to the lack of capturing of baselines in year one of implementation followed by progress in year two, three and so forth. The Operations team explained they exercised caution in including long term impact indicators due to the fact that the purchase of 6 new trainsets only represented a small part of ENR's modernisation programme, and could not alone address major issues around congestion, punctuality and safety across the network.

**TIMS reporting was transferred to the new transition qualities for the 2014 project and sources of transition impact were plausible to contribute to a more competitive and green rail network, although the project design remained mainly focussed on outputs rather than outcomes.** For the Competitive Transition Quality (TQ) these were the supply and maintenance contract and 5-year business plan and for the Green TQ the corporate governance action plan and energy efficiency action plan.

**There was no specific evidence in the Board report of identification of lessons from past experience and addressing them in the structure in part due to this being EBRD's first rail project in Egypt.** Lessons from other countries or other IFIs were not mentioned. The evaluation found 34 lessons in the EBRD's Lessons Investigation Application from past projects in rail sector restructuring and purchase of rolling stock, 24 of which came from self-assessments, the remainder from IEvD past project validations.<sup>13</sup> Many of these lessons cover the topics of procurement, preventing delays, securing client commitment to reform, and capacity issues.

<sup>12</sup> BDS17052 ENR – Locomotive Renewal Programme p16 and TIMS

<sup>13</sup> See Applications on the Intranet: Lessons Investigation Application search under Primary SIC Rail transportation', 'Railroad Rolling Stock'



Several risks were mitigated, for example, potential resistance to institutional change in an SOE, delays and risks of non-payment which are commonly encountered in EBRD projects.

Specification of design and expected results is rated *below standard*, due to a lack of incorporation of past experience from other countries and rail projects in the structure as this was the first transport project in Egypt, and SEMED as a region. There was also a lack of adequate outcome and impact indicators. Specification of outputs was very clear and the sources of transition impact were plausible but not always linked to adequate TC resourcing or client agreement, a bank-wide issue at the time with the old transition methodology used for this project.<sup>14</sup> For example client commitment and associated resourcing was lacking to ensure ENR implemented the campaign across the entire network, ‘to increase women’s access to/and use of transport services which are essential to access jobs and economic opportunities’ as set out in the transition impact objective for Economic Inclusion - Gender in the 2017 Board approval document.

### **2.1.3. The project remained highly additional both financially and due to additional conditionalities across gender matters, corporate governance and environmental health and safety systems.**

At approval the project was considered highly financially additional and continued to be throughout the period since signing. Local commercial banks are not able to offer lending at this longer tenor of 15 years with a three year grace period, or in hard currency (euros) for large scale investment projects such as this. International commercial banks were also not active in the rail sector in Egypt. IEVD agrees, adding that other IFIs are active in the rail sector, and with ENR on the railways restructuring, particularly’ African Development Bank, World Bank Group, EIB and AFD. However, other IFIs generally finance only railway infrastructure (tracks, signalling) and not rolling stock. Thus EBRD’s strong financial additionality.

No commercial finance was mobilised for this project since the railways are still in the early reform stage. ENR is not yet able to attract commercial financing for projects due to the need for further reform. This further confirms EBRD’s strong additionality.

Sources of non-financial additionality were reform conditionalities and covenants in the project agreement between ENR and the EBRD. As seen in the loan and project agreements, and reporting, EBRD included clauses in the loan and project agreements regarding ENR work with consultants across all areas including; a corporate governance action plan, energy efficiency work, and environmental and social action plan and inclusion for women. This remained true throughout the project, with ENR and the National Council for Women working together with the gender consultant on the campaign.

EBRD’s attributes, namely experience in rail sector restructuring and private sector participation used as a source of non-financial additionality at approval, were less explicitly demonstrated in the project design.

An unforeseen attribute not captured at Board Approval for the Gender Phase II project in association with the 2017 locomotives renewal project was policy dialogue. This was twofold: towards a Memorandum of Understanding (MoU) between the government’s National Council for Women and ENR; and policy dialogue conducted with the Ministry of Transport to convince them

<sup>14</sup> Transition methodology was updated in 2017 to introduce a new set of Transition Qualities and the Compendium of Indicators, but the previous methodology was used in the design of this project.

to proceed with the campaign. The MoU between ENR and NCW to cooperate on promoting women's empowerment was signed at the campaign launch.

**The second loan agreement for ENR's locomotives renewal incentivised ENR to agree to the use of a consultant to implement the gender awareness campaign.** Despite this, gender was not cited as a source of additionality for the 2017 locomotive renewal project at approval, since this predated the Strategy for the Promotion of Gender Equality 2021-2025 and introduction of the Gender SMART tagging for Gender Additional.

**After review of the relevant documentation and evidence available, this evaluation rates the 2014 project's additionality as *outstanding*.** EBRD was virtually the only institution able to provide a large, long-term loan, needed to finance ENR's new trains. Claims justifying important areas of additionality were plausible at the time of approval and continued to be during implementation. Overall, EBRD introduced important conditionalities for reform around corporate governance, environmental and social, energy efficiency matters and EBRD for the first time supported a major gender awareness campaign, addressing issues around safety for women on public transport, also a first for EBRD in the SEMED region.

## 2.2. The project demonstrated coherence with Egypt's national rail strategy and the work of other development partners

This section examines the compatibility of the intervention with other interventions conducted both internally through the government's strategy for the rail network, and externally by other development partners, finding that the project was coherent in addressing common goals to restructure, build capacity, and increase reliability, efficiency and safety of the network.

**Towards coherence the EBRD's restructuring project with ENR and loan for six trainsets coincided with ENR's 2014 announcement of a ten-year investment of US\$10bn to upgrade the railway network.** This was the culmination of the government committed to a Transformation Plan in 2006 to implement a restructuring plan, covering a sector framework, new operating model including improved corporate governance, asset infrastructure investment including fleet renewals, revenue optimization and safety upgrades. The 10-year investment programme includes US\$5.4 billion to renovate existing rolling stock, track signalling and maintenance and safety, and US\$8.6 billion for new infrastructure projects including Phase I of the High Speed Rail project in Sokhna – Alamein – Matrouh, a Phase II high-speed train from Alexandria to Aswan and a Phase III high-speed train from Luxor to Hurghada. In addition there were public private partnership projects expected for 10 of Ramadan and 6 October Dry Ports.

**In terms of external coherence, multiple development finance counterparts are contributing to ENR's investment programme with similar objectives, including the World Bank Group, European Commission, EIB and African Development Bank, necessary for the large scale investment required for reform and renewal of the large railway network (Table 3).**

**A key risk is areas of overlap on environmental and safety management and governance, although the Operations team conducts regular meetings with partners to discuss defining areas of responsibility with ENR, and required ENR to share information on the work of other partners on safety work.** To mitigate the risk of overlap this evaluation found that the Project Agreement between EBRD and ENR required that the client provide progress and final reports on the safety focussed twinning projects with international partners.



**Table 3: Work of other IFIs and development partners with ENR**

Development finance partner	Project	Similarities with EBRD	Comment
WBG	Approved in 2009 a restructuring project for the Cairo/Alexandria line, for signalling and management modernisation	Similar indicators were used to measure increase in the reliability, efficiency and safety of the Cairo to Alexandria service.  These included: number of passengers travelling in air-conditioned carriages, punctuality, reducing fatalities, and increasing trainings days for staff per year	IEG assessed the project moderately unsatisfactory, services since at project closure all activities were not completed.
WBG's IBRD	2 loans  In 2021 a US\$ 440m loan for rail improvement and safety on the Alexandria-Cairo-Nag Hammadi railway corridor)  In 2022 a US\$400m loan for Cairo/Alexandria trade and logistics development.	EBRD also targeted rail improvement and safety on the Alexandria- Cairo route in the 2014 passenger rolling stock project, and trade and logistics was addressed in the 2017 locomotive renewable project.	WBG's loans followed on from EBRD investments
European Commission	From 2013 to 2017 the European Commission provided a grant for EUR 1.3m for Spanish experts from ADIF and RENFE to provide support to ENR for railway safety management	Similar to EBRD's ESAP	The EBRD donor funded ESAP consultants found overlap with their work and reached an agreement with the Spanish experts to avoid duplication.
EIB	In 2019 a EUR 221m loan was provided to ENR for the Tanta-El Mansoura-Damietta railway upgrading		

African Development Bank	EUR 145m loan to ENR in 2021 for the Egypt National Railways Modernization Project (ENRMP) project to upgrade signalling	Similar objective to EBRD, to contribute to reliability, safety and capacity of the rail network to increase socio-economic development.	
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**Overall, although there is no separate rating for coherence, IEvD assesses the level of coordination of EBRD's and other IFI's interventions with ENR as standard.** There have been clearly defined separate areas of specialisation among IFIs, which ensured financing of different assets. Some minor overlaps in the provision of technical assistance occurred but these were identified in an early stage and addressed.

### 3. Findings on results effectiveness

This section presents the results of the project as outputs outcomes and impacts, and assesses the extent of achievement for each area covered.

#### 3.1. Outputs set out ex-ante were mostly achieved, with some limitations to expanding the campaign to promote safe travel for women, energy efficiency and compliance function targets

The evaluation team assessed outputs across specific indicators for procurement, the gender components planned for Phases I and II, corporate governance, environmental health and safety matters and energy efficiency. Overall, the outputs for the main objectives of the gender components and procurement were achieved, whilst those for corporate governance and environmental health and safety and energy efficiency matters were partly achieved, reflecting the scale of the size of the rail enterprise and network.

**Table 4: Procurement outputs**

Expected Project Operational Objectives (Outputs)	Assessment
<b>Purchase of new rolling stock for Cairo -Alexandria route and potentially the Cairo – Aswan route</b>	<b>Achieved</b>
Procurement of six new train sets under a Supply and Maintain contract with private sector of <i>at least 5 years in duration</i>	✓
<b>Procurement - Supply and Maintain Contract with private supplier</b>	<b>Achieved</b>
Rolling stock financed from the proceeds of the Bank's loan according to EBRD procurement rules	✓
Adequate maintenance of the fleet by the private contractor and regular and adequate payments by ENR	No opinion possible yet
Design and implementation of the contract supported by specialist procurement consultants who assist ENR in all aspects of the tender preparation, including preparation of a draft contract, making decisions on payment structures driving the risk allocation between ENR and the private sector, and arrangements for contract management	✓

**A two-stage tendering process was followed for the supply of trainsets, resulting in the selection of a supplier, and maintenance contract of six years with an option to extend it for a further six years, exceeding the target of ENR entering into a five year supply and maintain contract.<sup>15</sup>** Rolling stock was financed with disbursements totalling €124 million with EBRD proceeds.

**Trainset deliveries were delayed due to the impact of COVID on the supplier.<sup>16</sup>** All six trainsets were delivered between April 2022 and May 2023.

**Implementation of the process was slower than originally anticipated due to the client's first-time experience with EBRD procurement rules, and parallel internal processes at ENR.**

**The private contractor, Talgo, is maintaining the fleet with personnel on the ground in Cairo.** A few items remain open in the contract (power coach noise, speed testing, spare parts and

<sup>15</sup> PMM report 2020

<sup>16</sup> PMM report November 2022

maintenance service costs), these are currently being resolved before the final technical acknowledgement is signed by ENR.

**Procurement consultants guided ENR in the process of preparing the two-stage tender, contract, implementation and monitoring.** Procurement consultants were initially D'Appolonia, now known as Rina, leading to the award of the supply and maintenance contract to Talgo. Following the conclusion of Rina's contract after five years, AECOM consultants together with MENA Rail on the ground in Cairo provided supplementary support to ENR during implementation of the contract, providing advice to ENR on Talgo's delivery of contractual items.

**Table 5: Gender TCs Phases I and II outputs**

Expected Project Operational Objectives (Outputs)	Assessment
<b>Gender TC Phase I: Gender-related improvements in the provision of rail services</b>	<b>Achieved</b>
A gender informed needs assessment	✓
Recommendations for the Company	✓
Training of ENR's key staff to raise awareness and responsiveness to women's needs.	✓
<b>Gender TC Phase II: Awareness raising campaign to combat gender based violence</b>	<b>Achieved</b>
Development and implementation of ENR's Institutional Strengthening Action Plan (ISAP).	✓
Development and implementation of ENR's Gender-Based Violence Prevention Policy and Response Protocol	✓
Capacity building on the new policies and procedures	✓
Large scale social marketing campaign to combat gender-based violence, piloted and implemented <u>on main stations and lines</u>	✓
Campaign replicated to the rest of the ENR network	<b>Not achieved</b>
Action plan for associated measures	✓

The outputs from the Gender Phase 1 TC assignment were completed successfully by July 2015, with a detailed gender needs assessment and training workshop conducted by consultants Vectos resulting in 30 recommendations for ENR to choose from. It involved a review of initiatives taken in other countries improving transport for women; focus group discussion between passengers, non-passengers and ENR management; a survey of 2000 rail-users at Cairo's Ramses station; analysis and presentation of recommendations with implementation suggestions. Results of a workshop were also detailed in the report. The consultants held the one-day training workshop at the conclusion of the gender assessment and recommendations, to give staff the chance to discuss and validate recommendations, , leading to development of the Phase II TC..

For the Gender Phase II TC assignment taking place from 2018 to 2021, an awareness raising campaign to combat gender-based violence and ensure safe travel for women was carried out by CID consulting together with ENR and the National Council for Women.

An institutional strengthening action plan was also designed by CID consulting for ENR to prevent and respond to gender based violence incidents and following an initial process with the support of the NCW, complaints from women experiencing this were mainstreamed within the overall complaints system. CID consulting trained ENR employees on the gender-based violence incident reporting protocols and policy. This included training staff serving on the Executive Committee and the Complaints Committee and 35 trainers. CID consulting also developed a Gender-Based Violence Prevention Policy for ENR.

During a site visit, the evaluation team met with the former ENR gender champion who was assigned the role to oversee implementation measures and learnt that the complaints

**mechanism and staff training had been mainstreamed.** After the conclusion of the gender awareness raising campaign, the ENR gender champion position and prevention committee were mainstreamed into the regular complaints mechanism, but it was not clear to IEvD the extent to which this mainstreaming improved the system for gender related complaints.

**Following hesitation from ENR and the Ministry of Transport to implement the campaign in the aftermath of the pandemic, EBRD conducted extensive policy dialogue between ENR, NCW, MOT and EBRD, to reach agreement to implement the pilot large scale social and behavioural change communication (SBCC) campaign.** Whilst not stated as an expected output ex-ante, a Memorandum of Understanding (MoU) was signed between ENR and the NCW at the launch of the campaign.

**“El Sekka Aman” or “The Railway is Safe” campaign was launched in 2021, instead of prior to the pandemic in 2019.** This targeted members of the public with key messages of empowering women through creating safe transport for women and girls, and around the new reporting hotline system for incidents of gender-based violence and harassment and a zero-tolerance policy towards offenders.

**The pilot campaign was disseminated on the ground at seven main stations, via press releases on TV channels, on the ground via posters, billboards, and large banner stands and virtually on TV channels and social media.** The seven main train stations covered: Ramses Station in Cairo and train stations at Itay Albaroud, Nekla, Kafr Dawoud, Menouf, Ashmoun, and Tanta. Audio visual announcements were displayed in the main station in Cairo, Ramses. Facebook and Twitter were used to disseminate social media messages. The campaign launch was attended by senior officials and representatives from ENR, NCW, and EBRD.<sup>17</sup> On social media, the “El Sekka Aman” campaign consisted of 12 posts published over two weeks.

**One of the key objectives at Board approval, expanding the campaign to the rest of the railway network, was not achieved as it was not in the project agreement signed with the client, was not within the scope of the TC, and lacked resourcing and agreement from stakeholders, although this may be adopted on other lines in the future.** The reason why expansion to the entire network was not part of the project agreement was because this was the first time the client was doing such a campaign, and they only agreed to pilot it on a smaller scale first. Client agreement was not obtained on the details of the gender awareness programme until after EBRD Board approval, when discussions with the client led to agreement on a more gradual approach to addressing this socially sensitive public issue.

**The evaluation team finds that including transition indicators for both a pilot campaign and expansion to the entire network as part of the same project was overambitious.<sup>18</sup>** Rolling out the campaign on the ground for such a vast network would require a larger budget and human resources. All campaign material has been handed over to ENR, so that it can be reused in the future.

**Table 6: Corporate governance outputs**

Expected Project Operational Objectives (Outputs)	Results
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<sup>17</sup> P 27 CID Consulting Final Report Lessons

<sup>18</sup> This is assessed under project design, rather than outputs.

<b>Corporate Governance and Business Planning: Modernized corporate governance framework</b>	<b>Partly Achieved</b>
Corporate Governance Plan for ENR developed by December 2014 satisfactory to the Bank and adoption of the key measures according to the timetable therein.	Partly achieved
Business Plan: commencing year following the first disbursement, ENR to annually prepare and Introduction of annual 5-year Business Planning. Starting from 3 years from first disbursement, produce annually by 30 June.	✓

The corporate governance plan was covenanted in the loan agreement, developed by consultants, and approved by ENR in May 2016 although OCCO notes a lack of progress on compliance pillar. The work covered systems for governance, internal audit, compliance and procurement. OCCO found that ENR had made good progress on the governance, internal audit and procurement systems. It adopted a procurement manual, restructured its internal audit function and created the Central Department for Internal Audit and Governance.

ENR is producing 5-year business plans, with the evaluation team shown the plan for 2019 to 2024, prepared in accordance with the loan agreement. TIMS reports confirm that a 5-year business plan has been produced since 2018. An affirmative covenant in the loan agreement was to furnish EBRD with a 5-year business plan within 30 days of its adoption.

**Table 7: Environmental, social and energy efficiency outputs**

Expected Project Operational Objectives (Outputs)	Results
<b>Formal systems for environmental management introduced</b>	<b>Partly Achieved</b>
PIU with consultants develop and deliver of a comprehensive support package to assist in implementation of the ESAP (EHS capacity building)	✓
Identify other potential enhancements to service provision to ensure an adequate response to passenger safety and other needs	Partly achieved
Environmental and Social Action plan implemented as targeted <ul style="list-style-type: none"> <li>– EHSS requirements for the new rolling stock in tender requirements,</li> <li>– Accident reporting and investigation and emergency response follows best practice standards (procedures)</li> <li>– Stakeholder engagement activities implemented</li> <li>– Contractors are managed on OHS matters,</li> <li>– Staff are trained in OHS matters</li> </ul>	Partly achieved
<b>Introduce steps towards improving energy management in ENR</b>	<b>Partly Achieved</b>
Adoption of Energy Efficiency Action Plan satisfactory to the EBRD by June 2015	2016
Appointment of a Senior Manager with a small team in Charge of Energy Efficiency by December 2014	2015
Development and introduction of a basic Energy Monitoring/Management System by July 2016	2018
Improved reporting standards : Adoption of KPIs and reporting these to Bank from June 2015	2021
Monitoring and disclosure of KPIs on ENR's website	2016

Consultants for the ESAP from Corporate Solutions completed their work on environmental health and safety capacity building by 2016 and submitted a detailed final report which was shared with the evaluation team. Implementation of the ESAP was divided into five components including environmental and safety management, EHS in Procurement, training and stakeholder engagement. The environmental management consultants reported that they were working in parallel with the European Commission on safety matters with ENR, therefore the scope of their assignment was amended to avoid duplication.<sup>19</sup> The Environmental, Health and Safety (EHS) Capacity Building Project lasted 13 months, from 13 August 2015 until 13 September 2016. The

<sup>19</sup> Corporate Solutions Final Report

ESAP is a mandatory pre-condition for ENR to receive EBRD-funding. Components included environmental management, safety management, EHS in procurement, EHS training and stakeholder engagement.

**During interviews with the evaluation team, ENR project management confirmed that the Phase I implementation of the ESAP had been adopted, with procedures and management for ENR's first environmental management system (EMS), although this has not yet been rolled out in full across the entire network due to lack of resources.** Phase II of the work on the EMS (and now completed) involved a pilot of staff training on the EMS at a workshop El Farz as part of the 2017 Locomotive Renewal Programme. It included personal protection equipment for emergencies. Lack of resources make rolling out the EMS in full a difficulty.

The EHS capacity building report details other potential enhancement to service provision to respond to passenger needs. It is not clear to the evaluation if all these recommendations were adopted, although ENR has continued to pilot the new environmental management system. **Towards improved accident reporting and investigation of emergency response, the EHS consultants prepared a report with recommendations for upgrading the existing system.** These would ensure standardisation of practices across ENR and address gaps. Emergency response plans were prepared for fixed and mobile sites.

**EHS consultants recommended EHS compliance to be included in the contract as part of procurement.** The evaluation team witnessed Talgo implementing health and safety features in one of ENR's trainset depots during a field trip. The EHS consultants also suggested that EHS performance be assessed by ENR throughout the contract.<sup>20</sup> **Stakeholder relations activities at ENR were already well embedded serving the various interest groups according to the consultant's review.** In addition however the consultant recommended revival of the ENR magazine, train bulletins, and TV advertisements.

**On improving energy management and increasing energy efficiency at ENR, TIMS reports indicate that a senior manager with a small team was appointed in 2015, and the energy efficiency action plan adopted in 2016.**

**There is some doubt whether the energy KPIs were intended to apply to the whole ENR network or just the six new trainsets operating on the Cairo-Alexandria and Cairo – Aswan lines, and from when. since the new rolling stock was only introduced in in 2023, the energy efficiency gains are not yet apparent for the Cairo/Alexandria line specifically.**

**The achievement of project outputs is rated *standard*** since key outputs were achieved in the areas of procurement, purchase of rolling stock, and towards safer transport for women with a gender assessment and capacity building and a pilot public awareness campaign, and work towards embedding environmental and safety management systems, and improved corporate governance.

<sup>20</sup> 2016 Corporate Solutions Project Final Report, ENR Environmental Health and Safety Capacity Building August 2015 to September 2016 p 25



### 3.2. Outcomes include some steps towards safer rail travel for women and improved procurement, governance, environmental and safety management

The evaluation team assessed outcomes across procurement targets, the gender components phases I and II, corporate governance and environmental social and energy efficiency matters.

**Table 8: Intended Business Results - Procurement outcomes**

Intended Business Results (Outcomes)	Assessment
<b>Overcrowding addressed on the Cairo-Alexandria route</b>	<b>No opinion possible</b>
IEvD comment: There was no indicator provided or baseline	No opinion possible
90 per cent availability of the new fleet and adequate quality and comfort for users (effective operation)	✓
<b>ENR capacity developed in procurement standards</b>	<b>Achieved</b>
transfer knowledge to ENR staff from Contractors of Supply and Maintain Contract on tender and contract preparation on payment structures and risk allocation (1.2 Transition Impact BD p 13)	✓

The six new trainsets came into full operation in 2023, with the final trainset delivered in June 2023, with the trains containing modern features of quality and comfort for users.

No indicator to determine whether overcrowding has been addressed was provided ex-ante at Board approval. Since the new rolling stock only became operational in June 2023, insufficient time had passed to judge whether over the course of a full year of operations, this objective to address overcrowding had been met.

The supplier Talgo provided training to ENR staff on the new trainsets in two initial sessions plus an additional session in the USA and a follow up session in Egypt. During the field trip the evaluation team witnessed Talgo representatives on site assisting ENR staff with maintenance in one of the depots.

Consultants assisted ENR and the Project Implementation Unit with procurement of the six trainsets but noticed some capacity limitations at ENR due to lack of technology which remain unresolved, and lengthy approval processes.

**Table 9: Gender outcomes**

Intended Business Results (Outcomes):	Results
<b>Gender TC Phase I: Gender-related improvements in the provision of rail services</b>	<b>Achieved</b>
Staff more responsive to women's needs (suggested)	✓
Plan agreed and adopted by the client to proceed with capacity building and awareness raising campaign (suggested)	✓
<b>Gender TC Phase II: Awareness raising campaign to combat gender-based violence - Increase in women passengers</b>	<b>Achieved</b>
Media monitoring exercise, two weeks following the launch of the campaign: Tracking number of social media posts made by media publications Facebook total number of campaign posts, total number of engagements, total number in reach and total number of followers	✓
*Unexpected policy outcome: Continuity of the campaign to the present day	✓



<b>Gender TC Phase II: ENR has institutional capacity to prevent and respond to gender based violence</b>	<b>Partly achieved</b>
<i>Number of complaints processed successfully (suggested)</i>	No opinion possible
<i>Staff are aware of protocols to combat gender based violence, incidents are reported by staff and customers, and followed up on (suggested)</i>	✓
<i>Users of public transport express awareness of complaints reporting process (suggested)</i>	No opinion possible

The gender outcomes of the project with ENR were generally not articulated with specificity ex ante in the approval documents or TIMS. The evaluation team therefore generated some suggested indicators emanating from the output indicators however there is no specific monitoring data to demonstrate their completion, and results are therefore drawn from evaluation interviews with the client and observations on the ground during a field visit.

**Following the gender assessment, recommendations and one day training workshop with ENR, there was some evidence to show that staff were more responsive to women's needs, with ENR showing a willingness to adopt some recommendations for a Phase II gender TC.** There was sufficient momentum and support from the Vice Chairman of ENR to move forward with the Phase II gender awareness raising campaign three years later.

**The Gender Phase I assignment successfully led to ENR agreeing to a Gender Phase II capacity building and awareness raising campaign focussing on safe travel for women as part of a second project for the Locomotive Renewal Programme in 2017.**

**Quantitative analysis was conducted on the impact of the social media campaign, but the consultants only gathered data on the number and reach of posts, there were no clear KPI's that were set to measure the effectivity and success of the campaign.** The analysis shows successful reaction on social media to posts about the campaign especially for posts made by direct stakeholders ENR (total reach not available), EBRD (13.7%), NCW (2.5%) and CID Consulting (10%).<sup>21</sup> The impact of the campaign through broader media outlets was more difficult to assess.

**The campaign billboards were still visible at the time of evaluation in 2023 at Cairo main station, Ramses, showing ENR has welcomed the messages and continues to promote them to passengers today.** During a site visit and interviews, it was clear that the campaign is well remembered and recognised as a great success amongst staff at ENR, NCW and EBRD.

**No data was available on the number of complaints received and processed by ENR about incidents of gender-based violence.** This indicator could have been very usefully included at approval and signing as part of the design of the project, to show the system is functioning, and to track the prevalence of incidents across the network.

**There was general awareness of the policy and protocols to address gender-based violence amongst ENR staff handling these issues.** CID consultants had indeed trained key staff on the policy and protocols.

**The project did not include tracking of passenger awareness of protocols to address gender-based violence.** According to ENR staff the evaluation team spoke with, the most direct route to launch a complaint was via the ENR website or hotline.

<sup>21</sup> An engagement rate above 2% is considered excellent, see CID Final Report p 25

**Table 10: Intended Business Results - Corporate governance outcomes**

Intended Business Results (Outcomes)	Assessment
<b>Improved transparency and accountability within ENR's managerial and operational structure</b>	<b>Partly Achieved</b>
Corporate Governance Plan implemented	Partly achieved
Reporting on Business Plan; clarity of direction and focus	✓
Fleet operating in good working order	✓
Payments regularly received	✓

With the support of ENR top management, and the project committee team, consultants were able to help implement a corporate governance plan, although as stated under the outputs section above, the compliance function needs further work. Implementation of the plan was delayed due to the need for external government agency approvals for structural changes within ENR. A key challenge remains for ENR to continue resourcing these functions with staff and computers needed to produce the reporting required.

ENR has provided EBRD with its five-year business plan which sets out expected timing, cost and description of upcoming infrastructure projects. Projects cover signals electrification, line renewals, rehabilitation and track doubling, new junctions for freight transport, level crossings and control systems development, maintenance and technical support.

Overall the fleet has been put into operation in good working order, with just a couple of outstanding contractual issues which are currently under discussion (power coach noise, speed testing, spare parts and maintenance service costs).

ENR has completed all scheduled payments to Talgo for delivery of the trainsets, with a schedule remaining for payment of maintenance and spare tools and final payment for trainsets due by end of 2025. The procurement consultants recommended withholding 5% of the total payment until all issues are resolved satisfactorily and issuing the Final Technical Acknowledgement.

**Table 11: Intended Business Results – Environmental and Social Action Plan outcomes**

Intended Business Results (Outcomes)	Assessment
<b>Safer more environmentally friendly train services responsive to needs</b>	<b>No opinion possible</b>
<i>Accidents are reported on, investigated and responded to swiftly (suggested)</i>	No data available
<i>Reduction in OHS incidents (worker accidents and any subsequent train crashes involving the public) compared with baseline (suggested)</i>	No data available
Internal and external grievance mechanisms and active review of complaints taking place	Partly achieved
Accessibility needs addressed by new carriages	✓
<b>Improved energy management practices</b>	<b>Partly Achieved</b>
Basic energy monitoring system functioning 2016	Partly achieved 2018
Monitoring and disclosure of KPIs on ENR's website (TIMS Indicator detail, 45284)	Partly achieved 2016
Improved reporting standards : Adoption of KPIs and reporting these to Bank (TIMS Indicator detail, 45284) target June 2015	Partly achieved 2021

The Environmental Health and Safety Capacity Building Phase I and II technical support provided by EBRD to ENR focussed on some improvements to occupation health and safety

**rather than operational train safety for the public.**<sup>22</sup> It resulted in introduction of procedures, controls and an Environmental Management System manual, training of staff, a new Environmental Department and policy, along with an implementation plan and pilot of the system at one of the depots, El Farz.

**The Occupational Health and Safety Management System for ENR still has gaps according to the consultant's report, and requires more resources, although there are no statistics available to IEvD of the number of OHS incidents each year to show improvement or decline.**<sup>23</sup> Further investment and resources are required to upgrade occupational safety standards across the vast rail network.

The ESAP was unable to address the operational safety management system aspect for the general public including the issues of aging track infrastructure and signalling systems for example, which is being supported by the EU. These elements are planned as part of the subsequent broader investment programme supported by the EU.

**Work is still in progress to roll out an internal worker grievance mechanism at all depots as part of the environmental management system at ENR.**

**The external grievance mechanism functions already through the Complaints and Customer Service Directorate, with complaints often dealt with immediately.** The consultants recommended the inclusion of EHS and gender matters within the standard complaints system and raising staff awareness of those matters. This pre-dated the Gender Phase II TC in which consultants recommended a separate system.

**The new carriages contain features for disabled access, including seating and toilet facilities.** Wheelchairs are also available in stations to move passengers. Both aspects were witnessed by the evaluation team during the field trip.

**The evaluation team found that despite some progress, ENR's team was still working to improve energy management practices due to delays in new rolling stock coming into operation.** During the field trip, the evaluation team heard that all locomotives will be fitted with tags and chips to monitor fuel consumption. Each fuelling station has a scanner to collect data from all trains.

**IEvD rates the contribution to expected outcomes as *below standard*. There was a lack of measurable key outcome indicators for improvements to safety and overcrowding on the passenger service line, and only partial evidence of improvement to energy management practices.** Whilst much work has taken place within ENR to raise awareness of the system for reporting on gender-based violence, no precise data on the number of complaints or survey of passenger awareness of the system was available for this evaluation. The corporate governance action plan was partly achieved, with progress in governance, procurement and internal audit, but more work to do on compliance. The environmental management system including the internal grievance mechanism for workers is yet to be rolled out to all depots but has been trialled at one depot.

<sup>22</sup> Operational safety management for train safety and the public concerns level crossings and aging track infrastructure, areas funded by the EU.

<sup>23</sup> 2019 Egyptian National Railways, Environmental, Health and Safety (EHS) Capacity Building Phase II: Project Final Report

### 3.3. The project's impacts included continuing use of private sector suppliers in rail, and some improved services and safe travel for women

The assessment of impact covers the contribution at the time of evaluation to the achievement of impacts at the project or company level, and at the sector or economy level. For this project, the impacts are mainly at the project, company and sector level, with the gender impacts also targeting the rail sector and safer travel for women leading to economic empowerment of women. Gender impact indicators included the pre and post campaign survey two months after the campaign, and passenger count four months after the campaign.<sup>24</sup> Other project impact objectives included safer, more accessible, reliable and faster services on the Cairo/Alexandria route and ENR engaging other private sector companies to supply goods and services.

**Table 12: Impacts**

Contribution to Project, Company, Sector and Country-level Impacts:	Assessment
<b>Gender TC Phase II: Prevention and response to gender-based violence on the Egyptian railways. Women rail passengers feel safer, are able to report incidents, have greater mobility and therefore access to opportunities in Egypt</b>	<b>Partly achieved</b>
<i>Post campaign ENR passenger survey on the impact of the campaign on male and female travel behaviour, perceptions and challenges</i>	Not achieved
<i>The proportion of women who use the train to commute increases by 3 percentage point (from currently 20% to 23%). (TIMS)</i>	✓
<i>ENR follows up on passenger complaints related to gender based violence swiftly and effectively</i>	✓
<b>Safer, more accessible, reliable and faster services on the Cairo/Alexandria route</b>	<b>Partly achieved</b>
<i>New rolling stock with state of the art safety features, and disabled access</i>	✓
<i>Faster services in operation on the route</i>	✓
<i>Positive general passenger feedback/reviews (implied)</i>	No Opinion possible
<i>Punctuality, cancellations and reasons for first year of new rolling stock operations, compared with previous period (implied)</i>	No Opinion possible
<i>Fewer accidents reported compared with the period preceding new rolling stock in operations (implied)</i>	No Opinion possible
<b>ENR engages other private sector companies to supply goods and services</b> <i>Number of contracts with private companies following EBRD project (suggested)</i>	<b>Achieved</b> ✓
<b>Energy efficient rail operations in line with Sustainable Development Goals</b> – Reduced energy consumption and lower carbon emissions – Operating cost savings	<b>No opinion possible</b> No Opinion possible No Opinion possible

Regarding the Gender Phase II awareness raising campaign, on the planned impact assessment, one component, the planned post campaign impact survey of passenger perceptions to confirm the economic empowerment of women did not take place. Other indicators such as the social media campaign tracking and passenger count were insufficient to provide information on women's increased empowerment and access to opportunities.

The post campaign passenger perceptions survey was not carried out due to delays in government approvals, showing the need to obtain agreement with the client at ToR stage.

<sup>24</sup> The social media campaign count of reach and number of posts and engagement is considered an outcome because it does not gauge changes in public behaviour or attitudes.

Beyond ENR approval, the approval cycles of some types of surveys can take up to three months with no clear timeline as requests are not only approved by ENR.

**The awareness raising campaign to combat gender-based violence may have partly contributed to an overall increase in female passengers by 3% at the time of the ticking exercises four months after the campaign, although attribution is problematic.** Data gathered during the impact evaluation showed that female passengers increased overall between the two main stations which formed part of the campaign, Tanta and Ramses, with a 49% increase in female passengers and 54% increase in male passengers passing through Ramses, but a decrease through Tanta due to COVID restrictions and seasonal fluctuations. The exact increase of women travelling for work and education purposes cannot be assessed without a monitoring survey. \

**Towards safety for women on rail services, the hotline and online complaints procedure is embedded and complaints are dealt with swiftly, according to ENR staff, although feedback from customers or complainants is not gathered systematically.** The lack of any survey means there is no specific data on whether women found this system to working.

**In terms of faster services on the Cairo/Alexandria route, the train journey has decreased from 3 and a half hours to 2 hours 15 minutes with the new Talgo trainsets, although the quality of the line prevents an increase of speed beyond 120 km p/hr.**

**Safety for passengers on the Cairo/Alexandria line improved on board as a result of the new rolling stock, but not due to track safety, since trespassing and track quality continues to be a problem.** The new state of the art safety features were visible to the evaluation team inside the coaches such the emergency exits, fire extinguishers, passenger announcement system and screens. Train services include a security guards, train manager and staff on board, although this was not necessarily a new feature. Rail accident statistics reveal that Egypt continues to suffer incidents, due to issues around staff training and track trespassing. Accident statistic reporting before and after the project was not possible as the trains only went into operation in June 2023, just before this evaluation.

**The new state of the art rolling stock makes rail travel more accessible for all passengers, with air conditioning, wheelchair access and refreshment cart. This was confirmed during the evaluation team's field visit.**

**Towards the reliability of the trains, insufficient time had passed to measure this at the time of evaluation.** Talgo trains have a track record of running hundreds of millions of commercial service kilometres yearly, in USA, Germany, Russia and Spain, indicating some reliability.

**Project design issues limit the ability of this evaluation to opine on the safety reliability and accessibility of the services on the Cairo /Alexandria and Cairo/Aswan route.** Although the supply and maintain contract requires effective operation of the new fleet with 90% availability, there is no indication of what constitutes effective operation and how it is measured. Availability of the fleet does not provide information about the smooth running of the actual service in terms of punctuality. The project design did not contain indicators with statistics regarding punctuality and number of cancellations due to technical faults for a period after starting operations. No passenger survey was included in the design to measure customer satisfaction levels, or to gather feedback on the services. The rolling stock purchased contains state of the art safety features and disabled access.

Since this project, ENR has signed multiple other supply and maintain contracts with private sector suppliers of rolling stock, including with GE, Transmashholdings, Wabtec International Inc and another Talgo contract for overnight trains. The Ministry of Transport and Talgo signed an agreement to examine the feasibility of manufacturing rolling stock in Egypt, and a new manufacturing facility is to be established next to the existing train workshop in Kom Abou Rady. In 2023 ENR for the first time signed a €1 billion supply and maintain contract with Škoda Group of the Czech Republic for up to 280 new locomotives.<sup>25</sup>

Energy efficiency impact goals were not achieved at the time of evaluation, with no available reporting provided on reduced emissions to date or cost savings or in relation to the new passenger rolling stock due to delayed implementation. Work is still underway within ENR at the company level to produce this.

IEvD rates the achievement of impacts as *standard* based on the information provided by the client, consultants and operations team. Four of the proposed indicators were verified, two related to the Gender Phase II (increase in female passengers, and ENR follow up on complaints), one to ENR's continuing contracting the private sector and the achievement of more accessible services operating more safely, at greater speed on the Cairo/Alexandria route. There is no doubt that the public awareness campaign was highly visible and tackled a prominent issue of gender-based violence although the lack of an ex-post impact survey with the passengers makes it impossible to conclude the impact of the campaign itself on women's decision to travel.

### 3.4. Overall effectiveness rating

An overall rating of *standard* reflects the underlying ratings for output, outcome and impact achievement. The project delivered on most of its intended results anticipated at approval, although some key indicators for outcomes were missing and one of the transition impact indicators to expand the campaign to the entire network was not agreed up front with the client or resourced. The achievement of results is assessed using the OECD-DAC criteria of outputs, outcomes and impacts. The reconstructed Results Framework for the project is presented in Annex 1.

<sup>25</sup> <https://www.railtech.com/rolling-stock/2023/06/27/skoda-expands-to-middle-east-with-first-egyptian-locomotive-overhaul/>



## 4. Findings on efficiency of implementation

### 4.1. Project financial performance suffered due to COVID disruption and downgraded sovereign credit rating but increases in tariffs and financial restructuring were positive outcomes

The project is funded via a sovereign loan to Egypt, and loans are on-lent to ENR, so financial performance is closely tied to Egypt's macroeconomic performance, and ENR's reliance on subsidies. Growth is expected to slow in the short term due to global uncertainties and the slow pace of public sector reform in Egypt, leading to limited budget for large projects.

Despite post pandemic downgrades in Egypt's credit ratings in 2022 and 2023, they experienced upgrades in 2024, and have a large domestic funding base and sufficient foreign exchange reserves to cover liabilities in the near term. Egypt's credit rating from Moody's went from B2 negative in May 2022 to Caa1 stable by October 2023 but was upgraded to Caa1 positive in March 2024 and S&P from B- stable in October 2023 upgraded to B- positive in March 2024. Fitch downgraded Egypt to B- in November 2023, but upgraded it again to B stable in November 2024.<sup>26</sup> However Egypt has a large and diversified economy, a large domestic funding base and projected foreign exchange reserves that remain sufficient to cover maturing external liabilities over the next three years.<sup>27</sup>

Like other railways, ENR has historically depended on government support in the form of Public Service Obligation (PSO) payments to support operating costs and capex investments. The Ministry of Finance ("MoF") covers ENR budget deficits on annual basis.<sup>28</sup>

The government initiated a financial restructuring plan for ENR to replace the Public Service Obligation ('PSO') system. This new form of budgetary support is designed to help bring about more discipline in ENR's financials. The MoF support is based on an agreed sum in advance based on a study of ENR's projected costs and revenues.<sup>29</sup>

The client introduced annual reporting on farebox and working ratios following the EBRD loan. Based on the financial statements for the FY2021/2022 and FY2020/21 ENR's working ratio was 127.5%, higher than the 100% projected at approval for every year from 2014 to 2023. The projection was based on the anticipated infrastructure PSO from the MoF. In 2012 it was reported at 146% due to operational difficulties and strikes and due to the financial restructuring plan, reflecting greater discipline in reporting.

The farebox ratio is subject to the government concessionary policy and tariffs controlled by the Ministry of Transport, and passenger tariffs have increased.<sup>30</sup> For the FY2021/2022 the farebox ratio was 37.9%, compared with the previous year of 43.7%.

IEvD rates the financial performance *standard* noting that passenger tariffs have increased and recent increase in profitability, but progress is constrained on the basis of the uncertain global

<sup>26</sup> Credit Analysis report Operations Team p2, November 2023

<sup>27</sup> Ibid. p 2

<sup>28</sup> See Credit Analysis November 2023 and 2014 Board approval document

<sup>29</sup> Credit Analysis November 2023

<sup>30</sup> Credit Analysis and Board approval document

conditions, downgraded credit ratings for Egypt, slow pace of reform, and large dependence on state subsidies to maintain rail operations.

## 4.2. Bank investment profitability remains as expected to date, with the loan being disbursed and repaid according to the extended availability date and revised schedule

Due to a lack of comparable ex poste figures, the expected rate of return cannot be confirmed, but the loan performed as expected, with repayments made from ENR cashflows, supplemented as required by the sovereign state.

**The €126 million loan is still being disbursed and repaid.** The loan was declared effective in December 2016, the Loan availability date extended to 30 July 2025, first loan repayment in November 2017 and final repayment due May 2029. As of December 2023, the total disbursed amounts for the six trains totalled €108,144,600. Repayments are on a semi-annual basis. The loan is to the sovereign and loan repayments are made in first instance from ENR operating cash flows, with shortfalls being covered for by the state.

**The interest rate is variable based on the six-month EURIBOR + 1% per annum margin, with an option to fix the EURIBOR rate.** All repayments have been received on time without exception. From November 2017, there has been a total of 13 repayments up until November 2023, with remaining scheduled repayments totalling €105,362,562 until May 2029.

**The evaluation rates bank investment profitability of the project *standard*** since this is a sovereign loan and the terms cannot be changed apart from the extension of the loan availability period, all repayments have been received on time, and there is low risk of non-payment, despite the sovereign risk ratings increasing with increasing global uncertainties and increased inflation.

## 4.3. The Bank executed the project with care, with the gender and operations team expending additional effort through policy dialogue to keep the gender project on course following the pandemic

Sub-criteria to assess Bank execution performance included the effectiveness of the Bank's structuring; timeliness of disbursement; adequacy and timeliness of procurement and contracting; completeness of monitoring reports on project status and risk issues including quality of credit, covenants and TIMS and environmental and social performance; response to issues and effectiveness of any staff handovers.

**The Bank's structuring was effective.** EBRD's appraisal of investment risk including both financial and restructuring of the SOE was grounded on the basis that procurement implementation support was provided, and a supply and maintain contract would ensure trainsets were operational.

Loan effectiveness was extended twice upon request from the client from November 2014 to December 2016 to allow ENR more time to fulfil conditions for effectiveness in both the loan



**agreement and project agreement.** One covenant in relation to installation of an energy management system remained in exception with a waiver requested by ENR until July 2017. This was due to a change in the appointment of the energy efficiency manager.

**Procurement was delayed by approximately 18 months due to a protracted tendering and contract award process, arising from the Client's lack of familiarity with EBRD and ENR processes run in parallel.** Features new to ENR included EBRD's procurement rules, a two-stage tendering approach and the use of a supply and maintenance contract. ENR had existing procurement rules they were running in parallel.

#### 4.3.1. Timeliness of implementation

**The loan has been disbursed to Egypt on time according to the revised schedules for the payment of Talgo invoices to date.**

**The delivery schedule for the six Talgo trainsets originally due by August 2022 was expected to be delayed by 20 months due to the COVID pandemic.**<sup>31</sup> The Contract Amendment was signed on 31 May 2022. Final delivery of the sixth trainset took place in June 2023. The contractual operational and safety tests on all trainsets were conducted and accordingly ENR has issued the relevant Provisional Operational Acceptance Certificates. The final Operational Acceptance Certificates and the disbursement of the final payments under each trainset will be done after the fulfilment of the technical comments listed by the Procurement consultants.

#### 4.3.2. Completeness of monitoring reports

**Annual monitoring reports have been submitted by the Operations team and filed in Projectlink on time in November of each year, containing updates on progress regarding the procurement.** The reports describe the status of financial non-financial covenants in exception including reasons for delays.

**EBRD filed transition reporting for the 2014 restructuring project annually but there was a lack of baseline data for reduction of overcrowding on the Cairo/Alexandria line and no indicators were provided for the Phase I gender component.**<sup>32</sup>

**Transition reporting under the Inclusive quality for the Gender Phase II component for the 2017 Locomotive Renewal Programme have been filed annually with narrative comments on achievement, but there was a lack of indicators for the capacity building component and some lack of specificity for others.**

**The operations team monitored TC assignments in relation to the ENR restructuring project closely, and the first procurement consultants were replaced due to delays and some inadequacies in performance.** The second consultants AECOM who were also involved in the procurement for the second project of 100 locomotives, successfully completed the assignment for the six trainsets, taking over from Rina Consultancy and followed up with Talgo on outstanding questions in relation to the contract.

**Whilst ENR submitted an energy efficiency action plan to EBRD, progress reporting apart from reports on fuel consumption appears not to be received by EBRD, and the non-financial covenant was declared in exception in EBRD reporting for 2018, 2019 and 2020. No reporting**

<sup>31</sup> PMM 2020

<sup>32</sup> as it was purely a gender assessment with recommendations to develop an implementation plan

was provided to the evaluation team to verify claims that KPIs were being monitored and reported on by the client. In 2016 the EBRD monitoring report shows that the energy management system development originally due as a non-financial covenant by June 2016 was not delivered in time, but the client requested it to be waived until June 2017, as a new energy efficiency manager was appointed.<sup>33</sup> According to the PMM report, 2018 KPIs were delivered to EBRD for energy efficiency monitoring but EBRD had to request reporting of progress against the previous year. Energy efficiency progress reporting was not received on time in 2019, 2020 either, with the EBRD operations team following up. No breach of the covenant was reported in 2021 or 2022.<sup>34</sup>

**The operations team prepared a report which was provided to the evaluation team on the Gender Support to ENR, detailing lessons for future projects.** This report has been used internally within the Bank to share knowledge from the gender project.<sup>35</sup> All consultant reporting was received in full and was of a satisfactory quality.

**The EBRD monitored the client's compliance with the terms of the investment and enforced conditions and covenants thoroughly, with any amendments formally requested and approved in writing, according to procedures.** The client requested a waiver and extension for the non-financial covenant to implement an energy management system to due to the appointment of a new energy efficiency manager. Monitoring reports track the timeliness of client submission of reporting, with the operations team following up on any items not received on time. ENR reports its farebox ratio and working ratio to EBRD annually. EBRD monitored risks and ensured mitigations as set out in the integrity report prepared in 2022 on ENR mentioned above.

### 4.3.3. Staff efficiency

**The EBRD showed flexibility by adapting the schedule to overcome procurement hurdles and delayed delivery due to the pandemic, ensuring full implementation of the contract.** OAD processed extensions to the loan effectiveness date and last available date showing flexibility to adapt to the amended schedule due to the delays created by the client's inexperience with EBRD's procurement processes and implementing a supply and maintain contract.

**ESD has proactively followed the progress with ENR, conducting a site visit in 2019, and provided annual reporting and TC reports to the evaluation team.** In 2019 EBRD ESD team visited ENR to check progress on the consultant's capacity building work with ENR, and progress on the ESAP. ESD submitted a back to office report on progress, confirming areas of progress and concern. ESD also confirmed to the evaluation team the receipt of all ESAP reporting since 2016, when the loan was declared effective. According to the project monitoring report, client's reporting on the ESAP requirements was delayed in 2017. The initial version only reported on items relevant to the purchase of 6 trainsets, rather than to the whole of ENR, and EBRD then requested the full report.

**The current OL has been in place since 2019 and received a full handover from the previous OL.** Full detailed knowledge of the design of the project resides with Infrastructure staff initially involved in the project who also provided information for this evaluation.

**The assigned gender specialist to the gender Phase I project left the Bank in 2019 and was replaced by a new member of the GEI team, with handover provided.** The gender adviser had

<sup>33</sup> PMM 2016

<sup>34</sup> See PMM reports 2019, 2020, 2021, 2022

<sup>35</sup> Presentation Gender and Economic Inclusion Team - Gender Support to ENR 2022.

extensive experience and worked closely with the local banking staff and EBRD HQ to ensure the campaign was executed with the support of all main counterparties.

**Towards the Gender Phase II capacity building and awareness raising campaign, the local EBRD banking operation leader and gender adviser, supported by senior HQ staff, worked tirelessly to conduct policy dialogue, build strong relationships and support from all stakeholders to ensure implementation went ahead.** This included use of a local NGO for training content and involving the Civil Society Unit to resolve issues. It involved EBRD team leaders close liaising with the Ministry of Transport, bringing the National Council of Women on board, and reaching agreement over the use of language for the campaign, despite strong sensitivities, differing views and the client wanting to cancel the campaign at one stage. Most important was to link the campaign with Egypt's national strategy for empowerment of women, and in the case of the Ministry of Transport, to connect it with increased passenger usage and thereby raise visibility and more revenue.

**The gender TC assignment was proactively overseen by EBRD local banking and gender staff and brought to conclusion despite ENR and the NCW expressing some dissatisfaction with the consultant's approach to gender safety awareness campaigns.** CID consulting initially lacked experience and hired additional gender expertise for the Gender Phase II assignment to complete the assignment and marketing consultants for the campaign. The previous consultants responsible for the Gender Phase I assessment and recommendations, Vectos, were primarily transport specialists, and also some lacked experience in gender concerns.

**Box 1: The evaluation team's experience with gaining access to information was mostly positive**

The evaluation team found most reporting for the ENR restructuring project filed in Projectlink by the Operations team, whilst reporting on the gender components Phase I and II were provided upon request by the Environmental and Social department for the 2014 Phase I component, and by the Gender Adviser for the 2017 Phase II component. IEvD was able to meet with the consultants in charge of Phase II.

There were just two outstanding areas of reporting that the evaluation team could not find in Projectlink and did not receive on request. These were the client's energy efficiency action plan and progress reporting, and the semi-annual progress reporting from the client on the implementation of the corporate governance action plan. The evaluation team instead relied on the consultant's final report for the corporate governance work and OCCO's assessment, combined with evidence from the field trip. No data was available on the energy efficiency component.

Overall, the Operations team was very responsive to the evaluation team's request for information and providing access to the full files in Projectlink.

The Bank met most of its operational standards, and there were no significant shortcomings due to the Bank's appraisal or structuring. Minor issues include the choice of consultants in the case of the first procurement specialist and gender consultants lacking some experience according to the client. There were some recorded delays in the client's reporting on energy efficiency action plan and environmental and social action plan, but these were followed up on. An exceptional result was achieved by the EBRD team by rolling out the first gender awareness campaign via EBRD in the public space for this flagship gender project, through the team coordinating across multiple stakeholders in a challenging post pandemic environment. **Based on this, the Bank's execution performance is rated *outstanding*.**

## 5. Findings on sustainability

### 5.1. Some sustainable results were achieved towards improved procurement, governance, environmental health and safety including for women

Progress made during the 2014 ENR project for six trainsets and the Gender Phase I and II components, environmental health and safety systems, energy management system, procurement and corporate governance changes are likely to be sustained and extended over the longer term.

The gender project is considered to have produced sustainable results for the reporting of gender-based violence incidents on the railways, with hotline and staff training ongoing. A hotline for reporting remains available online. The incident reporting system for gender has been mainstreamed within the ENR's main complaints system. Regular, quarterly mainstreamed staff training includes a component on the approach to gender based violence that was developed during the Gender Phase II TC.<sup>36</sup>

Indications during a site visit were that complaints are swiftly addressed, many on the same day they are received, according to ENR staff. Despite this there was a lack of specific evidence regarding numbers of complaints on gender based violence and the status of such complaints.

The MoU between the NCW and ENR remains strong with an NCW representative continuing to work closely with ENR to explore future opportunities for collaboration towards empowerment of women. ENR and NCW agree to use the ENR spaces for other events related to empowerment of women and girls, according to the team. No future EBRD gender project is planned currently but during interviews with the evaluation team, ENR and NCW suggested it would be welcomed if funding becomes available. Some of the recommendations could only be implemented via larger scale investments in station refurbishments (such as IT systems for ticketing and CCTVs).

The awareness campaign billboards were still hanging in Ramses station at the time of the evaluation team's visit in 2023, two years after the campaign launch. This shows that the visuals have been a welcome and longer term addition in the station.

The effects of the public awareness campaign were considered highly visible, memorable and impactful, according to participants. Those who witnessed the campaign provided positive feedback finding it brought a positive vibe to the stations.

The World Bank Group showed interest in EBRD's experience with the awareness campaign and was considering replicating it. EBRD shared information on how the project materialised.

Environmental, health and safety work is being further developed and embedded with the testing of the Environmental Management System at the depot El-Farz. Further work on the environmental management and safety management system and with respect to level crossings

<sup>36</sup> Interviews with ENR staff and EBRD Gender Adviser 2023/4

is expected to take place under the proposed third EBRD project in early 2023 for the 10<sup>th</sup> Ramadan Railway Link.

**Towards corporate governance, during EBRD due diligence for a third project EBRD found that more work will be needed to improve the compliance system at ENR.** Areas showing sustained improvement included governance, internal audit and procurement.

**The energy management system is likely to produce improved reporting once the rolling stock have been in operation for a full year.** KPI reporting has been sustained and are published on ENR's website. A Senior Environmental Manager at ENR is working on improved reporting. Progress on energy efficiency savings are not yet apparent, as the replacement of rolling stock is ongoing.

**The introduction of a supply and maintain contract via the loan for six trainsets was a success and resulted in multiple subsequent supply and maintain contracts with the private sector.** Subsequent projects have introduced the private sector including the 2017 project towards freight locomotive renewal.

## 6. Key Findings and Lessons

### 6.1. Key findings

1. The evaluation found that the Operations team followed standard EBRD methods in place at the time to design the project, including elements for meeting environmental, and social performance requirements, gender and procurement, although it is noted that these methods showed shortcomings in the specification of design and expected results, with most **outcome and impact indicators absent**. Whilst detailed output benchmarks with expected implementation timing were provided at Board approval, most outcome and long-term impact indicators were absent and were inferred by IEvD during reconstruction of the results framework, with no evidence monitored as part of the design. This included an absence of indicators to track policy dialogue achievements.

**Outcome indicators for the Gender Phase II capacity building within ENR were incomplete, lacking specification, baselines and measurement.** The evaluation team relied on anecdotal evidence that trainings were successful in raising awareness of gender based violence complaints within ENR, but there was no staff survey to demonstrate increased knowledge.

**Due to the Gender Phase II project being developed under a more infant version of the transition system, some potential indicators for systemic policy dialogue and ENR capacity building for dealing with gender-based violence complaints were not included.** This leaves out a large part of the narrative of the gender components, and means that they are not specifically credited, where much work took place.

**The planned impact assessment of the gender Phase II TC was only partly achieved, meaning rises in women travelling through Cairo main station could not be attributed to the campaign.** The intended passenger survey to gather data on reasons for travel and campaign feedback was not approved in time to be conducted.

**Despite this, campaign stakeholders were very positive about the campaign success in reaching a wider audience on media channels, social media and during the launch.**

2. **The post campaign passenger perceptions survey was not carried out due to delays in approvals, showing the need to obtain agreement with the client at ToR stage.** Beyond ENR approval, the approval cycles of some types of surveys can take up to three months with no clear timeline as requests are not only approved by ENR.
3. **The expectation at approval that the campaign would be expanded to the entire network in the aftermath of the pilot, without client commitment at signing or additional resourcing was unrealistic.** The TIMS indicator for the Phase II gender component on expansion of the campaign to the whole network was not linked to specific commitment, planning, resourcing, scheduling and reporting, therefore it was not achieved.
4. **The phased approach to gender with ENR was highly successful, building the work and the relationship over time.** The Gender Phase I assignment successfully led to an extensive Gender Phase II involving capacity building and a pilot awareness raising campaign focussing on tackling gender-based violence and promoting safe travel for women. In follow up conversations during a field trip in 2023, the evaluation team learnt that ENR, after



consultation with NCW and both female and male staff members, put into place an implementation plan leading to the Phase II gender TC. ENR decided to focus on tackling gender-based violence, and this was exemplified with the appointment of an ENR gender focal point. The decision to implement a Phase II gender component which combined institutional capacity building with an awareness campaign was a very positive outcome of Phase I, even if multiple other gender recommendations may have been set aside due to capacity and cost restraints or lack of management support.

5. **Policy dialogue was instrumental to ensure implementation of the gender campaign stayed on course.** An unforeseen attribute not captured at Board Approval for the Gender Phase II project in association with the 2017 locomotives renewal project was the successful use of policy dialogue. This was twofold: towards a Memorandum of Understanding (MoU) between the government's National Council for Women and ENR; and policy dialogue conducted with the Ministry of Transport to convince them that the public awareness campaign should move ahead, due to its benefits not just for safer travel for women, but also in terms of visibility in connection with the national strategy and resulting revenue from increased passenger numbers. The MoU between ENR and NCW to cooperate on promoting women's empowerment was signed at the campaign launch.
6. **ENR lacked the financial resources to install expert staff and computer technology needed to complete a full roll out of new corporate governance and environmental management functions.** This led to partial achievement in areas of compliance and environmental and safety management systems at all the depots across ENR, with further work needed.

## 6.2. Lessons for future projects

Leading on from the main findings, this evaluation identifies **five lessons** considered worth capturing for future interventions, and a further two lessons which were identified during the 2024 Evaluation of EBRD's Support to Gender Equality Cluster Evaluation 'Paving the Way for Gender Equality' are equally applicable to this project.

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### Strong state owned client and stakeholder buy-in is needed for public awareness campaigns on sensitive topics to work

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Policy dialogue via local EBRD banking staff to gather national level support can be crucial to take a campaign forward, especially in challenging circumstances such as the post-pandemic environment. Government policies towards the empowerment of women can help catalyse support for addressing gender gaps on transport when working collaboratively with large state-owned enterprises and other key counterparts.

Whilst client priorities and support may change over time, consistent commitment from the government makes it possible to progress through dialogue and take an innovative approach to old problems.

For consultancy assignments involving gender public awareness campaigns, it is prudent to ensure that all components in the ToR have been scrutinised and signed off by the client. This can avoid a situation where unexpected delays can occur due to the need to obtain high level

authorisation of aspects such as running surveys, focus groups and language used for sensitive topics.

Banking staff should be closely involved on the ground to ensure that consultants are a good fit for the client and can work smoothly as a team before moving ahead with the assignment.

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### **A phased approach to addressing gender gaps is needed to facilitate and scale up work with large state owned clients**

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For a first gender project with a large state-owned company, starting with a phase one gender assessment and practical recommendations can break the ice and strengthen the relationship and commitment of the client to a more fruitful phase two effort where practical elements to evoke behavioural change can be introduced with support.

To scale up a public awareness campaign across an entire transport network, a successful pilot is needed together with additional resources to ensure client and stakeholder commitment. Without this, other priorities may take precedence. This is regardless of whether campaign materials being handed to the client.

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### **Sustainability must be embedded into project design taking into consideration limitations to the capacity and resources of state owned clients**

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**A key challenge remains for ENR to continue resourcing corporate governance and environmental management functions with staff and computers needed to produce the reporting required.** This issue was raised in the consultant's final report on the delivery of the corporate governance action plan and is also of concern in relation to environmental health and safety functions. In meetings with consultants this evaluation found that lack of computers and software remains to be the major issue for ENR to embed these functions efficiently.

In addition to the above, two lessons from the 2024 Evaluation of EBRD's Support to Gender Equality Cluster Evaluation 'Paving the Way for Gender Equality' are equally applicable to this project.

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### **Strong collaboration between key project stakeholders, including clients, bankers and gender specialists is vital to the implementation of projects' gender components, even in time of crises.** <sup>37</sup>

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This project also showed that effective collaboration among project stakeholders is a key dimension of successful implementation.

This emphasises the importance of a holistic and results-driven approach when mainstreaming gender in investments and TC projects.

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<sup>37</sup> This lesson was also reflected in the Project Cluster Evaluation discussed at the Audit and Risk Committee in April 2024, 'Paving the way for gender equality: Evaluation of EBRD's support to gender equality.' P17

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**Timely and comprehensive reporting, coupled with systematic data management, are crucial to assess a project's achievements and foster accountability.<sup>38</sup>**

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Evaluation work on this project was also challenged by a lack of adequate indicators, baselines and targets. This may lead to reputational risk for the Bank and undermine the accountability dimension of the whole evaluation function (both independent and self-evaluation).

Monitoring and reporting require both strategic and operational foundations that are essential to improve the Bank's overall results culture.

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<sup>38</sup> This lesson was also reflected in the Project Cluster Evaluation discussed at the Audit and Risk Committee in April 2024, 'Paving the way for gender equality: Evaluation of EBRD's support to gender equality.' P17

# ANNEXES

## Annex 1. Reconstructed project results framework

45284 Egyptian National Railways Restructuring, Board approved May 2014			
Inputs	Outputs (operational objectives)	Outcomes	Impacts
2014 €126m sovereign loan to Arab Republic of Egypt for Egyptian National Railways	<b>Purchase of new rolling stock</b> (six new units – two locomotives plus 10 carriages each) for the Cairo-Alexandria route and potentially the Cairo-Aswan route <i>Indicators:</i> <ul style="list-style-type: none"> <li>– Purchase of six new train sets under a Supply and Maintain contract with private sector of at least 5 years in duration (to include the first major overhaul of the assets) (TIMS Indicator detail, 45284)</li> </ul>	<b>1) Overcrowding addressed on the Cairo-Alexandria route and effective operation</b> <i>Indicator:</i> <ul style="list-style-type: none"> <li>– Count of passenger numbers per train for a full year of new rolling stock in operation</li> <li>– 90 per cent availability of the new fleet and adequate quality and comfort for users) (TIMS Indicator detail, 45284)</li> </ul>	<b>Safer, more reliable and faster services on the Cairo/Alexandria route</b> <i>Indicators (implied):</i> <ul style="list-style-type: none"> <li>– New rolling stock with state of the art safety features, and disabled access</li> <li>– Faster services in operation on the route</li> <li>– Positive passenger feedback/reviews</li> <li>– Statistics on punctuality, cancellations and reasons for first year of new rolling stock operations, compared with previous period (implied)</li> <li>– Fewer accidents reported compared with the period preceding the project</li> </ul>
€500k from SEMED Multi-Donor Account for procurement implementation assistance	<b>Innovative procurement with deeper private sector involvement. Supply and Maintain Contract with private supplier implemented for purchase of rolling stock</b> <i>Indicators:</i> <ul style="list-style-type: none"> <li>– Rolling stock financed from the proceeds of the Bank's loan procured in accordance with the Bank's Procurement Policies and Rules for public sector projects (Summary Fact Sheet covenanted)</li> <li>– Design and implementation of the contract supported by specialist procurement consultants (financed by donor-funded TC) who assist ENR in all aspects of the tender preparation, including preparation of a draft</li> </ul>	<b>ENR capacity developed in procurement standards</b> <i>Indicator:</i> <ul style="list-style-type: none"> <li>– Transfer knowledge to ENR staff from Contractors of Supply and Maintain Contract on tender and contract preparation on payment structures and risk allocation (1.2 Transition Impact BD p 13)</li> </ul>	<b>ENR engages other private sector companies to supply goods and services</b> <i>Indicator (suggested):</i> <ul style="list-style-type: none"> <li>– Number of contracts with private companies following EBRD project</li> </ul>

	contract, making decisions on payment structures driving the risk allocation between ENR and the private sector, and arrangements for contract management etc (Transition Impact 1.2 page BD 13)		
€67,500 from SEMED Cooperation Funds Account <b>Gender Advisory Services</b> Expert Panel for Gender Advisory Services	<b>Gender-related gap assessment, recommendations and action plan for rail services for improvements</b> <i>Indicators:</i> <ul style="list-style-type: none"> <li>– A gender informed needs assessment for improvement of rail services (President's Recommendation BD p 5)</li> <li>– Operational recommendations for the Company. (President's Recommendation BD p 5)</li> <li>– Training of ENR's key staff to raise awareness and responsiveness to women's needs. (President's Recommendation BD p 5)</li> </ul>	<b>Gender-related improvements in the provision of rail services</b> <i>Indicators (suggested):</i> <ul style="list-style-type: none"> <li>– Staff more responsive to women's needs</li> <li>– Study implementation plan prepared</li> </ul>	
€250k from the SEMED Cooperation Funds Account for a <b>Corporate Governance Plan</b>	<b>Setting Standards of Corporate Governance and Business Conduct – Corporate Governance and Business Planning: Modernized corporate governance framework</b> <i>Indicators:</i> <ul style="list-style-type: none"> <li>– Corporate Governance Plan for ENR developed by December 2014 satisfactory to the Bank and adoption of the key measures outlined in the Strategy in accordance with the timetable therein. Finalising recommendations and timeline for implementation six months after signing (TIMS Indicator detail, 45284)</li> </ul> <b>A more transparent approach to operational and capital budgeting, and government budget requirements and clear five-year planning horizon (Transition Impact 1.2 BD p 13)</b> <i>Indicators:</i> <ul style="list-style-type: none"> <li>– Business Plan: commencing year following the first disbursement, ENR to annually prepare and Introduction of annual 5-year Business Planning. Starting from 3 years from first disbursement, produce annually by 30 June. (TIMS Indicator detail, 45284)</li> <li>– Adequate maintenance of the fleet by the private contractor and regular and adequate payments by ENR (TIMS Indicator detail, 45284)</li> </ul>	<b>Improved transparency and accountability within ENR's managerial and operational structure</b> <i>Indicators (Implied):</i> <ul style="list-style-type: none"> <li>– Corporate Governance Plan implemented</li> <li>– Reporting on Business Plan; clarity of direction and focus</li> <li>– Fleet operating in good working order</li> <li>– Payments regularly received.</li> </ul>	
€300k from the SEMED Cooperation Funds Account for implementation of the <b>ESAP</b>	<b>Formal systems for environmental management introduced</b> <i>Indicators:</i> <ul style="list-style-type: none"> <li>– PIU with consultants develop and deliver of a comprehensive support package to assist in implementation of the ESAP (TC and covenanted BD Summary Fact Sheet)</li> </ul>	<b>Safer more environmentally friendly train services responsive to needs</b> <i>Indicators (suggested)</i> <ul style="list-style-type: none"> <li>– ,</li> <li>– Internal and external grievance mechanisms actively reviewing complaints (number)</li> </ul>	

	<ul style="list-style-type: none"> <li>– identifying other potential enhancements to service provision to ensure an adequate response to passenger safety and other needs. (Summary Fact Sheet TC, BD p10)</li> <li>– Environmental and Social Action plan implemented as targeted (covenanted BD Summary Fact Sheet)EHSS requirements for the new rolling stock in tender requirements,</li> <li>– Accident reporting and investigation and emergency response follows best practice standards (procedures)</li> <li>– Stakeholder engagement activities implemented</li> <li>– Contractors are managed on OHS matters,</li> <li>– Staff are trained in OHS matters</li> </ul>	<ul style="list-style-type: none"> <li>– Accessibility needs addressed by new carriages</li> <li>– Accidents are reported on, investigated and responded to swiftly</li> <li>– Reducton in OHS incidents compared with baseline</li> </ul>	
€43,630 from the Energy Efficiency Framework for SEMED for a due diligence <b>Energy Efficiency Audit</b>	<b>Setting Standards of Governance and Business Conduct – Energy Management</b> <b>Introduce steps towards improving energy management in ENR (BD 1.2 Transition Impact p 13)</b> <ul style="list-style-type: none"> <li>– Adoption of Energy Efficiency Action Plan (TIMS Indicator detail, 45284)</li> <li>– Appointment of a Senior Manager with a small team in Charge of Energy Efficiency (TIMS Indicator detail, 45284)</li> <li>– Development and introduction of a basic Energy Monitoring System (TIMS Indicator detail, 45284)</li> </ul>	<b>Improved energy management practices</b> <ul style="list-style-type: none"> <li>– Basic energy monitoring system functioning</li> <li>– Monitoring and disclosure of KPIs on ENR's website (TIMS Indicator detail, 45284)</li> <li>– Improved reporting standards : Adoption of KPIs and reporting these to Bank (TIMS Indicator detail, 45284)</li> </ul>	<b>Energy efficient rail operations in line with Sustainable Development Goals</b> <i>Indicators</i> <ul style="list-style-type: none"> <li>– Reduced energy consumption and lower carbon emissions (BD Strategic Context)</li> <li>– Operating cost savings (BD Strategic Context)</li> </ul>

2017 Gender Safety Capacity Building and Awareness Raising, Egyptian National Railways (part of Locomotive Renewal Programme)			
Inputs	Outputs (operational objectives)	Outcomes	Impacts
€250k from the multi-donor Gender Advisory Services Programme for development of awareness raising campaign to combat sexual harassment (Gender Technical Assistance Project – Phase II) CID consulting and supported by the EBRD's donor, the	<b>Awareness raising campaign to combat sexual harassment (BD President's Recommendation)</b> <ul style="list-style-type: none"> <li>– Development and implementation of ENR's Institutional Strengthening Action Plan (ISAP). (Consultant assessment report)</li> <li>– Development and implementation of ENR's Gender-Based Violence Prevention Policy and Gender-Based Violence Response Protocol. (Consultant assessment report)</li> <li>– Capacity building on the new policies and procedures. (Consultant assessment report)</li> </ul>	<b>Gender TC Phase I: Gender-related improvements in the provision of rail services</b> <i>Indicator:</i> <ul style="list-style-type: none"> <li>– Staff more responsive to women's needs (suggested)</li> <li>– Study implementation plan prepared (suggested)</li> </ul> <b>Gender TC Phase II: Awareness raising campaign to combat gender-based violence</b> <i>Indicator:</i> <ul style="list-style-type: none"> <li>– Media monitoring exercise, two weeks following the launch of the campaign: Tracking number of social media posts made by media publications; Facebook total number of campaign posts, total number of</li> </ul>	<b>Women rail passengers feel safer, are able to report incidents, have greater mobility and therefore access to opportunities in Egypt</b> <i>Indicators:</i> <ul style="list-style-type: none"> <li>– Post campaign ENR passenger survey on the impact of the campaign on male and female travel behaviour, perceptions and challenges is positive</li> </ul>

Government of Japan	<ul style="list-style-type: none"> <li>– Large scale social marketing campaign to combat sexual harassment. Piloted and implemented <u>on main stations and lines</u> (2019). TIMS</li> <li>– Campaign replicated <u>to the rest of the ENR network</u>; (2020) (Development and launch of Social and Behavioural Change Communication (SBCC) Campaign) (TIMS)</li> <li>– Action plan for associated measures. (Consultant assessment report)</li> <li>– Campaign impact evaluation.( Consultant assessment report)</li> </ul>	<p><i>engagements, total number in reach and total number of followers</i></p> <p><b>Gender TC Phase II: ENR has institutional capacity to prevent and respond to gender based violence</b></p> <p><i>Indicators (suggested):</i></p> <ul style="list-style-type: none"> <li>– <i>Number of complaints processed successfully</i></li> <li>– <i>Staff are aware of protocols to combat gender based violence, Incidents are reported by staff and customers, and followed up on</i></li> <li>– <i>Users of public transport express awareness of complaints reporting process</i></li> </ul>	<ul style="list-style-type: none"> <li>– <i>The proportion of women who use the train to commute increases by 3 percentage point (from currently 20% to 23%). (TIMS)</i></li> <li>– <i>ENR follows up on passenger complaints related to gender based violence swiftly and effectively</i></li> </ul>
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## Annex 2. Sources

Project documents	
Board Report	BDS14-081 Egyptian National Railways Restructuring
Project Summary Document	<a href="#">2014 Egyptian National Railways Restructuring</a>
Directors Advisers' Questions	Directors' Advisers Questions Board 7 May 2014: Egyptian National Railways Restructuring
Board Minutes	Board Minutes 7 May 2014: Egyptian National Railways Restructuring
Concept Review Comments	Concept Comments: Credit, ESD, Loan Syndications, OCE, PD, Treasury
Final Review Comments	Final Review Comments: Credit, OCE, Procurement, Environment
Last Credit Analysis	Credit Analysis 22 November 2022: Egyptian National Railways Restructuring
Last TIMS Review	TIMS Review 24 April 2022: Egyptian National Railways Restructuring
Last PMM Report	Monitoring Report 9 November 2022: Egyptian National Railways Restructuring
Project Link	Projectlink folder: Egyptian National Railways Restructuring – 45284
EBRD Strategic documents	
Gender Strategies	2013 Strategic Gender Initiative
	Strategy for the Promotion of Gender Equality 2016-2020
	<a href="#">Strategy for the Promotion of Gender Equality 2021-2025</a>
Country Strategies	BDS12-249 Egypt: Country Assessment and Report of the Board of Directors to the Board of Governors and Resolution
	2017 Strategy for Egypt
	<a href="#">2022 Country Strategy for Egypt</a>
Transport Sector Strategy	2013 Transport Sector Strategy
	<a href="#">Transport Sector Strategy 2019-2024</a>
Egypt's Strategies	
Vision for Egypt 2030	<a href="#">2016 Egypt Vision 2030</a>

Strategy for Women's Empowerment	<u>2017 National Strategy for the Empowerment of Egyptian Women 2030</u>
Transport Strategy	<u>2012 MiNTS – MISR National Transport Strategy (JICA)</u>