

EVALUATION REPORT

Of the

PROJECT

‘PARTICIPATORY REVIEW OF EGYPTIAN
PLANNING AND RELATED URBAN DEVELOPMENT
LEGISLATION TO SUPPORT SUSTAINABLE URBAN
DEVELOPMENT’



UN-HABITAT

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Acronyms

Development Partner Group - Urban Development (DPG UD)

General Organization for Physical Planning (GOPP)

Ministry of Housing, Utilities and Urban Communities (MoHUUC)

Ministry of Local Development (MoLD)

National Survey Authority (NSA)

New Urban Communities Authority (NUCA)

Real Estate Publicity Department (REPD)

Gesellschaft für Internationale Zusammenarbeit - German International Cooperation (GIZ)/ Participatory Urban Development Programme (PDP)

United Nations Human Settlements Programme (UN-Habitat)

Medium-Term Strategic and Institutional Plan (MTISP)

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Executive Summary

Background and Context

The United Nations Human Settlements Programme, UN-Habitat, is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for all urbanization and human settlement matters within the UN system. The agency is to support national and local governments in laying the foundation for sustainable urban development. Governance and legislation is thereby one of the main pillars of the programme's mission.

UN-Habitat envisions well-planned, well-governed, and efficient cities and other human settlements, with adequate housing, infrastructure, and universal access to employment and basic services such as water, energy and sanitation. To achieve these goals, numerous studies conducted by UN-Habitat and Habitat Agenda Partners have identified obsolete and inappropriate laws or poor urban regulatory framework to be among the major obstacles stifling urban management and governance (e.g., UN-Habitat's State of the World Cities Report 2012/13, State of Arab Cities Report 2012, World Bank's Doing Business Surveys). The need for urban legal reform is thus globally established.

In Egypt, outdated, complex and locally irrelevant legal frameworks that encourage irregular land use and fragmentation and limit options for the effective provision of basic services and infrastructure, combined with rapid urbanization, have generated socio-political and economic challenges that the country has not been able to keep up with. Complex bureaucracy and weak institutions result in lack of enforcement and excessive land fragmentation, hampering efforts to address informality.

The project

The project "Participatory review of Egyptian planning and related urban development legislation to support sustainable urban development" aimed to identify and recommend legal and institutional reforms and strategic interventions to consolidate and streamline urban planning and management processes in Egypt. The project approach was to map outdated, complex and locally irrelevant legal frameworks and governance structures that encourage irregular land use and fragmentation and limit options for the effective provision of basic services and infrastructure. Its expected accomplishments included a) improved legal structure for detailed planning and land management in Egypt, with an emphasis on city densification and extension; b) strengthened planning policy making capacity at national level; c) strengthened planning policy implementation capacity at governorate and city level and d) improved regional knowledge on detailed planning for city densification and extension. The project involved analysis and assessment of legislation in force, field work in five pilot sites across the country on the implementation of local plans, participatory field work in the governorate of Qalubya on land readjustment, the provision of support to law making committees, the organization of capacity building workshops and the organization of a regional expert meeting.

The Regional Office of the Arab States and the UN Habitat Egypt Office were responsible for programme coordination and outputs. Support was provided by the Urban Legislation, Land and Governance Branch of the UN Habitat Headquarters.

The programme was implemented from August 2013 to November 2015. The overall budget was 300,000 Euros (391,120 USD). 250.000 Euros were provided by the German government and the remaining amount from UN-Habitat.

Purpose and scope of evaluation

The evaluation of the project “Participatory Review of Egyptian planning and related urban development legislation to support sustainable urban development” is a forward looking exercise that aims to assess achievements and results, challenges and opportunities against the criteria of relevance, efficiency, effectiveness, impact and sustainability.

Methodology

The evaluation was commissioned by the UN-Habitat Country Office in Egypt and was conducted by Dr. Maria Mousmouti in December 2015. The draft evaluation report was circulated for comments to the Urban Legislation, Land and Governance Branch of the UN Habitat Headquarters, the Regional Office of the Arab States and the UN Evaluation Unit.

The evaluation was conducted based on quantitative and qualitative information and data collected from sources internal and external to the project. The evaluation methods included: a) desktop research and review of project documents b) face to face interviews with project stakeholders and beneficiaries and c) field visit to the project pilot site (Banha).

Major limitations

The main limitation in the evaluation work was the fact that part of the project outputs and documentation were available in Arabic language only and were only partly reviewed by the evaluator. A second limitation related to the fact that the project worked in close synergy with other UN-Habitat projects which are currently on going in Egypt and often their boundaries were difficult to distinguish in the eyes of the beneficiaries.

Main findings and conclusions

1. The project was highly satisfactory in terms of relevance

Urban legislation is a key issue in the forthcoming *New Urban Agenda* and the Strategies for Implementation of the Habitat Agenda and it is directly relevant to UN-Habitat's Strategic Plan 2014-2019 (FA1, EA1).

In terms of national priorities, the project fits well within the Sustainability Agenda and the on-going decentralisation process and was enthusiastically praised by the stakeholders. It was described as a “new and very attractive experiment” that generated important lessons, addressed a prominent problem (lack of implementation of legislation), introduced new methods and facilitated networking and cooperation between different levels of government, civil society and citizens.

2. The project was highly satisfactory in terms of efficiency.

The project was run by a small project team with input from a relatively small number of national and international consultants. Project management arrangements were sound and the commitment and performance of core project staff and consultants was excellent. Institutional arrangements were satisfactory.

Delays in project implementation were mostly due to factors beyond the scope and control of the project (fragile political situation, changes in key counterparts, time required for consensus building). However, these obstacles were successfully overcome.

The project was highly satisfactory in terms of cost efficiency as it delivered an important number of outputs and outcomes on a relatively small budget (300.000 Euros).

Overall, the project was highly efficient in its role as ‘facilitator’ for dialogue and cooperation between governmental actors, governorates, local government, local communities, citizens and civil society organisations.

3. The project was satisfactory in terms of effectiveness

Despite its exploratory nature and added value, the project had shortcomings in design, especially in relation to the broad objectives and method of intervention. Both were refined in the course of implementation and resulted in a sophisticated approach that is an important legacy for the future.

The project was effective in achieving the planned outputs both in terms of number and quality. It was particularly successful with regard to participatory and capacity building activities at local, national and regional levels, while the depth and quality of legal assessments left room for improvement.

The project was effective in achieving the planned accomplishments to the extent possible within its scope. Additionally, the project was effective in devising a participatory method for designing detailed plans; in exploring different methods and processes for dialogue and consensus building at different levels of government and facilitating communication and cooperation between actors; in promoting a new approach to policy making by promoting a holistic view of the issues addressed and in creating channels for the exchange of information and knowledge within and outside the public sector and the local governments.

The project was not as successful in documenting and disseminating the knowledge and the lessons learned through the project to stakeholders and beneficiaries beyond the limited circle of those involved in it.

Last but not least, the project involved a large number of beneficiaries with an active role in the project. While they shared the ownership of the innovative results there were difficulties in the taking over of processes that were still to be completed (land readjustment process in Banha).

4. The project was satisfactory in terms of impact

The following project elements have the potential for a lasting impact: the processes initiated, if continued, could lead to important results and changes in mind-sets in relation to law making and its implementation while the setting of precedent with regard to the process of designing detailed plans in a participatory way provides a concrete example of what is possible.

5. The project was satisfactory in terms of outlook

The project was an intensive learning exercise for all the actors involved in it and that this was its major added value. However, the knowledge generated needs to be documented in a way to be replicable and useable in the future.

6. The project was satisfactory in terms of sustainability

Solid foundations of sustainability were established through a) strong partnership with national institutions and local authorities; b) channels of communication between different actors; c) methodological innovations and participatory processes; d) replicability of the processes initiated through the project; e) capacity building activities and especially the preparation of a Training Guide; and f) the mainstreaming of

knowledge in other UN-Habitat led projects. Sustainability was not facilitated by the lack of an exit strategy and the reluctant transfer of responsibility to stakeholders.

The project had a strong participatory element and the evaluation proved that it expanded its promise of a participatory implementation. However, no evidence was available of participatory practices in the design or monitoring of the project.

The project is strong in terms of replicability as the majority of the processes initiated through the project are replicable. However, the lack of proper documentation weakens this potential.

Last but not least, the project was particularly successful in establishing and strengthening partnerships across different levels of government.

Lessons learned

1. Political will is a key success factor for projects dealing with topics aimed at improving the quality of policies and legislation. High level “champions” in the government help ensure that the process is supported and can offer a ‘push’ when processes on the ground are stale. Finding the right stakeholders and the right contact persons within the institutions involved is crucial. Networks within the government need to be sustained to ensure that the processes initiated are mainstreamed into government practice and are replicated in future endeavours.

2. Inter-ministerial and cross sectoral collaboration is essential for addressing comprehensively issues as complex as the ones at hand. Sustaining communication channels and facilitating dialogue and common understanding and definition of the problems to be addressed needs to be the starting point for any successful reform. Especially when it comes to the implementation of legislation, close synergies need to be ensured between central government authorities and local authorities.

3. Communication and active engagement of communities, community leaders and citizens is an unexplored capital with a lot of potential. People need to become active partners in any process of change and need to understand that they stand to benefit from it. The participatory processes initiated in the course of the project, although limited, show that this is the way to go. They also show however that a lot of work needs to be done in order to do this in a structured and consistent way. The methods used in the project pilot site and namely dialogue, round tables, workshops and consensus building proved to be particularly demanding but fruitful. Participatory processes are successful on the ground but cannot work at a distance or through complicated or formalised procedures (eg documents etc). All experimental processes need to be documented in a way to be useable and replicable in the future eg in a short guide explaining what was done and how, what worked and what did not work.

4. The engagement of non-state actors (CSOs) in policy reforms is a challenge that needs to be addressed in future projects. The existing climate of mutual distrust between CSOs and the state and local government authorities needs to be gradually reversed towards establishing partnerships that build on complementary knowledge and issues of common concern. Special actions are needed to break distrust, establish confidence and gradually build partnerships based on common interests both at local and national level.

5. Ensuring that the voice of disadvantaged groups is heard and taken into account is a challenge. At this moment, the concerns of specific groups (poor people, disabled people,

older people, young people, women, children etc) are not voiced and there is no evidence that they are taken into account in policy and law making processes. Processes build on mainstreamed understanding of the problems addressed. An active process of empowering such groups, giving them voice and allowing their involvement is needed. Participatory processes need to ensure that even the most vulnerable can be heard, especially in issues of urban planning and development that affect the lives of all. If this is not feasible, the concerns of specific groups need to be addressed through the involvement of civil society organisations or sectoral impact assessment exercises that could be integrated in the process eg poverty impact assessment, gender impact assessment, disability impact assessment etc.

6. It is important to draw a line between policy and legislation, especially when it comes to the drafting of new legislation. Often law making is performed by urban planners but this is hardly a sustainable solution (in the same way that plans drafted by lawyers would not be). Legal expertise and expertise in legislative drafting need to be present in the processes initiated because it can help prevent problems which are not evident to planners. Similarly, more expertise on existing knowledge and practices of evidence – based policy and decision making (eg impact assessment, cost-benefit analysis, analysis of administrative burdens) needs to be built in future projects on similar topics.

7. Outreach needs to be an important component of reform efforts in the area of urban planning and law. Disrespect for the law is often due to a lack of knowledge of existing provisions and procedures or difficulties in understanding them. Outreach needs to address all stakeholders involved, including policy makers and local communities and citizens. It would be important for these mechanisms to be built in future projects or initiatives.

8. The methods and knowledge generated in the course of a project need to be adequately documented and recorded in a way to be spread and disseminated and then mainstreamed into further projects or initiatives. The elaboration of short guides or manuals widely available are an easy way to ensure this and add sustainability to the practices of the project.

9. Capacity building at national and local level needs to be part of every effort to improve the implementation of legislation (especially local government). On the job training appears to be particularly effective but the networking aspect of capacity building needs to be emphasised in order to create channels of communication between governmental institutions, local authorities, community leaders, civil society organisations and citizens. At regional level, conferences and opportunities for dialogue and exchange beyond national boundaries are a good opportunity for stakeholders to build a vision, to broaden their understanding of topics, to establish contacts and broaden their networks, to come in contact with experts and to reflect on their own experience and roles.

Recommendations

The need for support in improving the quality and the implementation of urban legislation remains a need that has not been exhausted by the support provided through the project. As a pilot, this project revealed the need for further work in this area and the lessons learned emphasise the need for a better resourced and longer term approach. On this basis the evaluation leads to the following key recommendations:

Recommendation I

Building on the experience of the project the UN-Habitat should expand and intensify its capacity development efforts around legislation through a larger scale project. At the level of project design, it is recommended that such an initiative includes a clearly defined theory of change and intervention method including indicators to allow the monitoring of the project results. At the level of content, it is recommended that the project includes at least four distinct components focusing on: a) policy making b) designing legislation of good quality c) effective implementation of legislation and d) monitoring of implementation. To engage in further work in this area the UN-Habitat would have to equip and expand its methodological toolkit on evidence-based decision making and legislating through knowledge on existing methods and would need to mobilise relevant expertise at international and national levels and build capacity in these fields. It is also recommended that there is closer cooperation and links between the work performed at country, regional and headquarter levels to ensure that knowledge is streamlined.

Recommendation II

Future support must be: (i) longer term; (ii) ensure a detailed documentation of all aspects of the project, especially innovative practices; (iii) engage in more systemic work on the quality of legislation (iv) extend pilot sites to cover a broader spectrum of areas with distinct characteristics; (v) place emphasis on enforcement and implementation capacity especially within the local government; (vi) place emphasis on the mechanisms for coordination and networking (vii) introduce mechanisms for the dissemination and spreading of the knowledge generated and (viii) replicate and further refine the participatory methods devised through the project.

Recommendation III

Future exploration of participatory approaches to the implementation of the legislation should: (i) include a clear outreach and communication strategy targeting communities, community leaders and citizens (ii) focus on the role and capacity of CSOs and integrate them in the processes (iii) focus on the representation of vulnerable groups (women, children, old people, people with disabilities etc) and a clear consideration of their unique needs and concerns.

1. Introduction

1.1. Project rationale

The lack of efficient and accountable urban planning and management systems in Egypt combined with rapid urbanization have generated socio-political and economic challenges that the country has not been able to keep up with, partly resulting in the recent Arab Spring events that started in late 2010 and early 2011 and called (among other things) for more transparent and responsible local government. The implementation of sustainable and well-targeted urban development interventions is therefore crucial. Even though attempts to improve the management of urban development have been ongoing for the past forty years, complicated bureaucracy and weak institutions result in lack of enforcement and excessive land fragmentation. Existing urban planning tools are not appropriate to make land available at a pace to match rapid urbanization, resulting in insufficient land supply, increases in land prices, and informality. Where informality occurs, it does not provide adequate spatial solutions, particular in terms of street width and connections, public space and allowance for social services. In addition to that, strong *sharia* traditions allow for relative security of tenure after informal development and instruments to promote regularization lack incentives to encourage planned development of land on the urban fringe. After January 25, 2011, due to further deterioration of enforcement, the scale and pace of informal development has been increasing.

The project falls within the UN-Habitat Strategic Priorities on Urban Legislation and Planning and builds on the Strategic Development Plan for Greater Cairo Region; Strategic Urban Plans for Small Cities, Strategic National Development Support Project and the ASUD project in Egypt. It also responds to the UN-Habitat institutional objectives of Sub-programme 1 (Urban legislation, land and governance) and expected accomplishments (a) Improved policies, legislation and strategies support inclusive urban planning, management and governance (MTSIP focus area 2) and (b) Strengthened institutions promote sustainable urbanization (MTSIP focus area 2).

1.2. Project objectives

The project aimed to identify and recommend legal and institutional reforms and strategic interventions to consolidate and streamline urban planning and management processes in Egypt. A reformed urban legal system is expected to make the production of large scale serviced land that will accommodate rapid urban growth possible, allow for the creation of more public space and streets and, in some cases, enable development cost sharing through land value capture. Participatory planning, empowering the poor through improved asset security, formalization of property rights and rule of law will all also be positively affected. Further, the project aimed to improve regional knowledge on detailed planning for city densification and extension.

1.3. Project approach and activities

The approach of the project was to map outdated, complex and locally irrelevant legal frameworks and governance structures that encourage irregular land use and fragmentation and limit options for the effective provision of basic services and infrastructure. This legal assessment exercise, informed by a participatory stakeholder

consultation process across relevant sectors (academic, legal practice, community and civil society, private sector), was relevant to understanding how urban law translates on the ground and impacts on development and planning outcomes for land readjustment. The purpose was to produce a report outlining the legal framework including key laws and their implementation as well as missing or insufficient laws that relate to urban planning and management, including land readjustment, identifying governance issues and opportunities and outlining how current urban law affects urban development, and concluding with the identification of opportunities for urban legal reform and recommendations as to future steps to ensure continuity of progress.

The project, through the review of the Egyptian legal framework and the identification of urban redevelopment and best practice for urban densification, analysed the current legal systems operating at city and national level, with regard to land regularization to encourage planned development on the urban fringe and improved the capacities of local authorities to design and implement legal reforms. Different methods, including local consultations and the convening of a Regional Expert Group Meeting, were used as learning platforms at local, national and regional level. An important element of such engagement was the enabling of local to national dialogue to assist law makers at national and local level to work in concert.

The selection of pilot sites and locations for further analysis of urban development trends was categorized into four main groups. The first category focused on urban expansion in metropolitan areas (Greater Cairo Region). Here, two locations were chosen, examining the process of urban expansion on agriculture, privately owned land, as well as exploring urban expansion dynamics on state owned land. In addition to that, a second category investigated urban expansion in a small/ secondary city (defined in the Egyptian context as city with about 50,000 inhabitants). The third category focused on exploring the expansion in a rural setting. The fourth category analysed the establishment of new towns as a policy to attain sustainable urban expansion. Based on the typology of new town developments in Egypt, particular attention was paid on understanding development dynamics of *Satellite, Twin and Independent Cities*. The sites were chosen accordingly, considering urban expansion in a city predominately residential, while the second site explored expansion in a town based on industrial/ economic development drivers.

1.4. Expected results and main outputs

The results to be achieved by means of the project were the following:

- Expected accomplishment 1: Improved legal structure for detailed planning and land management in Egypt, with an emphasis on city densification and extension
- Expected accomplishment 2: Strengthened planning policy making capacity at national level
- Expected accomplishment 3: Strengthened planning policy implementation capacity at governorate and city level
- Expected accomplishment 4: Improved regional knowledge on detailed planning for city densification and extension

The main project outputs were the following:

- 1) Comprehensive mapping of the legal framework governing urban planning in Egypt.

- 2) Detailed analysis of the functionality of the legal framework in relation to the process of undertaking detailed plans and national level planning.
- 3) Identification and enhanced understanding of the challenges hindering the effective implantation of the detailed plans, especially in relation to: financing urban development; application of policy instrument relevant to the implementation of the detailed plans (namely land readjustment and eminent domain).
- 4) Identification and enhanced understanding of the challenges hindering the effective implementation of national plans, especially in relation to: linkage between socio-economic planning, spatial planning, and sectoral plans; economic regions; local planning, and, monitoring, evaluation, and accountability mechanism is in place in relation to ensure efficient implementation of plans at the different levels.
- 5) Development of white papers on the key reform priorities presented in the expert group meetings and other consultative processes.
- 6) Development of training materials presenting the legal framework governing detailed plans and national level planning, and the process of implementing the different policy instruments.
- 7) Provision of evidence based policy recommendation through membership in several committees mandated to review and amend the legal framework, more specifically: the ministerial committee mandated to amend the urban planning law; facilitation of a committee drafting a land readjustment law; co-chairing the committee formed by the Minister of Planning to draft a new planning law; participate in the committee formed by the Minister of Planning to reform that legal framework governing economic regions; and the committee formed by the Minister of Planning and Minister of Housing to present inputs to the proposed new local administration law.
- 8) Sharing knowledge and expertise at the regional level with senior experts and government representatives from Egypt, Syria, Lebanon, Jordon and Saudi Arabia.

1.5. Main stakeholders

The project encompassed the involvement of multiple stakeholders at different levels of government. Key stakeholder groups will be targeted directly through developing their understanding and capacity around urban law to allow for culturally sensitive urban redevelopment.

National Level	
Ministry of Housing, Utilities and Urban Communities/ General Organization for Physical Planning and New Urban Communities Authority	Main counterpart: involved in crucial decisions, needs assessment, identification of priorities, project planning and implementation, consultations, capacity building
Ministry of Local Development	Essential counterpart: involved in needs assessment, identification of priorities, consultations, capacity building
Ministry of Justice (El Shahr El Akary (public registry) and drafting section)	Essential counterpart: involved in needs assessment, identification of priorities, consultations, capacity building
Parliament (Housing and Urban Development Committees)	Important stakeholder: involved in consultations

Ministry of Planning	Essential counterpart: involved in needs assessment, identification of priorities, consultations, capacity building
Line Ministries	Important stakeholder: involved in consultations, needs assessment, capacity building
Egyptian Survey Authority	Important stakeholder: involved in consultations, needs assessment, capacity building; involved in project implementation
Real Estate Publicity Department	Essential counterpart: involved in needs assessment, identification of priorities, consultations, capacity building

Governorate Level

Governors of Greater Cairo Region, selected small and secondary cities, rural setting, new town developments (Satellite and Twin Towns, Independent Cities)	Main counterpart: involved in crucial decisions, needs assessment, identification of priorities, project planning and implementation, consultations, capacity building
Key departments within the Governorates General Bureau, including General Department for Planning and Urban Development and Department for State Land;	Important stakeholder: involved in consultations, needs assessment, capacity building; involved in project implementation
Line Ministries' branches and directorates, including: Survey Authority; police and judicial authorities	Important stakeholder: involved in consultations, needs assessment, capacity building; involved in project implementation
Local Popular Council (only theoretical as currently not in place)	Not existing in reality during the project, only theoretical analysis

District Level - duty bearers who have direct responsibility for the intervention

Local Authority, Head	Important stakeholder: involved in consultations, needs assessment, capacity building; involved in project implementation
Local Authority, Special Departments	Important stakeholder: involved in consultations, needs assessment, capacity building; involved in project implementation
Service Providers (water, electricity, sewage, etc.)	Minor role in project implementation
Local Popular Council (only theoretical as currently not in place)	Not existing in reality during the project, only theoretical analysis

Local Level - rights holders who benefit from the intervention

Local Community (residents, land owners, small scale investors, tenants and traders with a particular emphasis on women and youth)	Important stakeholder: involved in consultations, needs assessment, capacity building; involved in project implementation
CBOs/ NGOs and local community leaders	Important stakeholder: involved in consultations, needs assessment, capacity building; involved in project implementation

Development Partners - direct responsibility for the intervention

UN agencies	Coordination meetings, alignment of projects
National and international development agencies active in the urban sector (especially GIZ)	Coordination meetings, alignment of projects
International and national funding institutions	Coordination meetings, alignment of projects

1.6. Links to other projects

The project built synergies with on-going projects, in particular other UN-Habitat projects in Egypt and the programme “Achieving Sustainable Urban Development Priorities” (ASUD) in Egypt, and the Strategic National Development Support Project, which are implemented in parallel.

1.7. Budget

The project had an overall budget of 300,000 Euros (391,120 USD) that covered the foreseen activities. GIZ contributed 250.000 Euros (equivalent: 325,985 USD) and UN-Habitat/ Sweden 50.000 Euro (equivalent: 65,135 USD). Financial reporting was done according to UN-Habitat internal financial reporting requirements and in line with the cooperation agreement with BMZ/ GIZ. The budget was not divided towards each expected accomplishment.

1.8. Implementation timeline

The implementation of the project lasted from 1/8/2013 to 30/11/2015.

1.9. Project Management

The UN-Habitat country office in Egypt had the main responsibility for the implementation of the project. The project was based in Cairo in the Ministry of Utilities, Urban Development and Housing and the General Organization for Physical Planning (GOPP). It was managed by a two member UN-Habitat team (1 project manager and 1 project officer, currently 2 project officers), external consultants and interns. The project team in Egypt reported to headquarters and the regional office on a regular basis in relation to milestones and key achievements and received feedback on conceptual issues. Missions of international experts and missions from headquarters provided additional input in implementation. The project team cooperated directly with the Regional Office for the organisation of the Regional Expert Meeting.

2. Evaluation profile

The evaluation was guided by the approach and methodology in the terms of reference (Annex IV) and the Inception Report, the standards for Evaluation in the UN System (April 2005)¹ and the UN-Habitat Evaluation Policy² (January 2013).

It was conducted in November – December 2015 in two phases: Phase A included desktop review of the project documentation and material. Phase B included a field mission in Cairo (27-31/12/2015) during which interviews and field visits were conducted. The evaluation covered the entire implementation period of the project.

2.1. Theory of change of the project

The project theory of change was to support sustainable urban development in Egypt through the analysis of the legal and institutional framework related to urban planning and proposals for urban law reform. In particular, the project was designed to focus on reforms on land management and planning that would facilitate urban expansion and reduce city enlargement costs, including land readjustment. The project would address

¹ <http://unhabitat.org/wp-content/uploads/2014/02/Standards-for-Evaluation-in-the-UN-System.pdf>

² <http://unhabitat.org/wp-content/uploads/2014/04/UN-Habitat-evaluation-policy-2013.pdf>

the legal and regulatory framework in Egypt through detailed analysis and consultations in the Greater Cairo Region, selected small and secondary cities, rural setting, new town developments (Satellite and Twin Towns, Independent Cities) to provide representative examples. The analysis of the legal and institutional framework would be informed by a participatory stakeholder consultation process across sectors (academia, legal practice, community, civil society, private sector) in order to understand how urban law translates on the ground and impacts on development and planning.

The project would be implemented through a) information gathering and consultations; b) analysis and ideas for reform; c) consultations and discussion on the conclusions and recommendations; and d) expert group meeting for Arab and Islamic countries.

Although broad features of a 'theory of change' are described on how the project would achieve its expected accomplishments and the underlying assumptions and risks, the ways in which it would be achieved, the steps and requirements for producing the desired change were not specified in sufficient detail. This is partly justified by the fact that the project was exploratory character as it had no precedent in Egypt but it is still a weakness in the project design that can be improved in the future.

2.2. Purpose and scope of the evaluation

The evaluation of the project "Participatory Review of Egyptian planning and related urban development legislation to support sustainable urban development" was a forward looking exercise that aimed to assess to what extent the overall support and technical assistance of UN-Habitat has been relevant, efficient and effective, and sustainable.

The purpose of the evaluation report is to provide to UN-Habitat, its governing bodies and donors with an independent and forward-looking appraisal of the operational experience, achievements, opportunities and challenges gained in the course of this project. According to the Terms Reference, the key objectives of the evaluation are the following:

- a) To assess progress made towards the achievement of results at the outcome and outputs level of the programme and its projects;
- b) To assess the relevance of UN-Habitat in supporting Egypt to reform its legal framework for sustainable urban development in a pro-poor manner;
- c) To assess the efficiency and effectiveness of the projects in achieving their expected results. This will entail analysis of delivery of actual outcomes against expected outcomes, in terms of delivery of outputs, achievement of outcomes and long term effects;
- d) To assess the extent to which the implementation approach of the programme has worked well and did not work, was enabling for UN-Habitat to define the results to be achieved and to effectively deliver projects and to report on the performance of UN-Habitat;
- e) To assess how well the programme management has learned from and adjusted to changes during implementation;
- f) To assess the extent to which cross-cutting issues of gender and human rights were integrated in the design, planning and implementation, reporting and monitoring of the project;
- g) To bring forward programming opportunities that indicate potential for long-term partnership between UN-Habitat and national and local governments, and partners;

- h) To make recommendations on what needs to be done to effectively promote and develop UN-Habitat's support to promote sustainable urbanization.

The scope of the evaluation was limited to the content of the project and did not explore the financial management arrangements of the project.

2.3. Evaluation criteria

The evaluation assessed achievements and results, challenges and opportunities for each of the four project components against the following four evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability. In specific:

Relevance

- Consistency of objectives and implementation strategies of the programme with UN-Habitat's strategies and requirements of the beneficiaries
- Relevance of implementation strategy to UN-Habitat's MTSIP and Strategic Plan and human development priorities
- Consistency of intended outputs and outcomes with national policies, priorities and needs

Efficiency

- Efficiency of project management, implementation and project activities
- Adequacy of institutional arrangements, identification of obstacles
- Contribution of actual results to expected results at output and outcome levels
- Cost-efficiency of the project activities

Effectiveness

- Achievement of planned objectives and intended results, cost-effectiveness
- Products and services provided and positive changes identified
- Successful of the project in terms of ownership

Impact

- Attainment of development results for target population, beneficiaries, participants, whether individuals, communities, institutions

Sustainability

- Participation of beneficiaries in design, implementation, monitoring and reporting
- Alignment of project themes with national development priorities and contribution to the achievement of priorities at national, provincial and city/local level
- Replicability or scaling up of the programme
- Innovative partnerships with national institutions, local governments and other development partners

Additional criteria

- Responsiveness to local priorities;
- Coherence with UN-Habitat's mandate and added value;
- Performance issues;
- Integration of gender equality concerns in design, planning, implementation and results;
- Adequacy of institutional arrangements;
- Success or failure of performance

- Learning opportunities.

Each evaluation criterion is rated according to the five point scale (ranging from '*highly satisfactory*' to '*highly unsatisfactory*') of rating performance of the UN Evaluation Unit (Annex II).

2.4. Evaluation method

The evaluation was conducted based on quantitative and qualitative information and data collected from sources internal and external to the project. The evaluation methods included:

- a) desktop research and review of project documents (Annex III)
- b) face to face interviews with project stakeholders and beneficiaries

A field mission in Cairo was organised from December 27th – December 31st 2015. In the course of the field mission interviews and field visits were organised. Semi – structured interviews were conducted by the evaluator on the basis of an interview guide (Annex IV). Interviewees included a) project staff b) representatives of project partners and stakeholders and c) beneficiaries of the project. A total of seventeen (17) interviews were conducted (Annex V).

- c) field visit to the project pilot site (Banha)

A field visit was organised to Banha on December 28th 2015 to assess the pilot activities of the project that were implemented there and conduct meetings with stakeholders and beneficiaries.

2.5. Data analysis

The data collected was recorded and systematized around the evaluation questions and the evaluation criteria. Findings presented in the report were processed to highlight points of agreement between the interviewees, success stories, differing opinions or disagreements.

2.6. Limitations

The most important limitation in the evaluation work was the fact that an important part of the project outputs and documentation were available in the Arabic language and could only partially be reviewed by the evaluator. A second limitation related to the fact that the project worked in close synergy with other UN-Habitat projects which are currently on going in Egypt and often their boundaries were difficult to distinguish in the eyes of the beneficiaries.

2.7. Structure of the report

The evaluation report is divided into 8 sections. The Introduction (Section 1) describes the rationale, objectives, approach and expected outcomes of the project. Section 2 outlines the purpose and scope of the evaluation, the evaluation questions and criteria, the evaluation method and major limitations. Section 3 sets out the key findings of the evaluation on the project concept and design and general aspects of the project implementation. Section 4 presents the findings on the results and the objectives of the project as well as horizontal issues. Section 5 analyses the findings by evaluation criteria of relevance, efficiency, effectiveness, sustainability and impact. Section 6 summarises

the conclusions of the evaluation. Section 7 presents the lessons learnt and Section 8 the main recommendations.

3. Evaluation findings

The broad ‘theory of change’ of the project addressed legislation as a critical aspect of sustainable urban development. It has an evident added value but was insufficiently defined in terms of method of intervention, mainly due to the fact that the project was exploratory in nature and did not build on previous experience in Egypt. However, the project method was gradually enriched and refined in the course of implementation and resulted in a sophisticated approach that is an important legacy for future legal reform projects. The project implementation was satisfactory in terms of governance, coordination and project management but lacked a clear exit strategy and mechanisms to disseminate the knowledge generated. The project could also benefit from more expertise on legislative matters and methods of evidence-based decision making (e.g. impact assessment methodologies, costing of alternative policy options etc) rather than just expertise on urban issues.

3.1. Project concept and design

The Logical Framework is the basis for results-based management and is the basis of this evaluation. According to it, the project objective (= which reflects the change to be achieved by the project) was to look at specific pieces of legislation in Egypt dealing with urban development and initiate processes to improve their effectiveness. The starting point/ problem to be addressed was convincingly defined in the project document taking into account relevant data and the previous experience of UN-Habitat in the country. The design of the project focused around analysis of law and practice and included pilot activities in the field to feed into this analysis. In this way, the project would ensure its practical orientation and applicability.

The method for achieving this change was defined in a relatively broad way in the project document and consisted of four main steps: a) information gathering and consultations; b) analysis and ideas for reform; c) consultations and discussion on the conclusions and recommendations; and d) expert group meeting for Arab countries. Expected outputs and outcomes were clearly defined. This structured, yet flexible, approach was improved and enriched during the project implementation and resulted in a relatively sophisticated approach and method for exploring and analysing legislation:

Table 1: Outline of project intervention

Phase	Step	Definition	Outputs
Exploration	Problem Analysis	Identification of theme, challenge or specific problem the project wants to tackle based on lessons learned of former projects, pilot projects, demands of partners or general observations (<i>field and/or desk work</i>).	Concept note
	Formation of work group	Identification of major stakeholders, contact with partners, formation of a work group of UN Habitat staff, consultants and governmental stakeholders (<i>field work</i>).	

Assessment	Legislative Map	Cataloguing the laws and institutions relevant to the question at hand without in depth analysis (<i>desk work</i>).	Diagnosis that identifies relevant legal provisions and their implementation on the ground; discussion paper and presentation as short versions with initial ideas for reforms for presentation purposes.
	Black Letter Law Analysis	Identification of laws, institutions or instruments that require further inquiry. Analysis of the relevant laws according to defined indicators (<i>desk work</i>)	
	Process or Practice Analysis	Connecting the black letter analysis and to application in practice: mapping out the process in the law, compare them, develop initial ideas for eventual reforms with the work group (<i>field work</i>).	
	Validation	Validation of diagnosis and testing of initial ideas with experts from various backgrounds. Enlarging the knowledge and understanding with the help of group discussions (<i>field work</i>).	Expert Group Meeting: presenting in presentation, discussion of initial ideas presented in the discussion paper, brainstorming for further ideas.
Policy Options	Issues and options	Based on the practice analysis of the particular process or question, a narrative can be developed examining each of the problem areas that need to be addressed and making a first attempt at proposing solutions (subjective knowledge, deep analysis of causes and underlying issues) (<i>desk and field work</i>).	Detailed analysis of underlying issues, options, possible challenges and concrete scenarios for a reform; policy paper and presentation as short versions.
	Validation	Validation of identified issues and options through desk work and consultation with stakeholders to refine ideas and estimate feasibility. Transfer of the project from the work group to policy makers (<i>field work</i>).	Meetings between work group and policy makers on identified issues and options written in the policy paper.
Formulation and implementation	Suggestions/ Proposals for Amendments	Drafting of new instruments or proposals for the amendment of existing ones as well as a road map for their implementation (<i>field work</i>).	Action Plan for formulation and implementation, if needed technical assistance for legal/institutional reforms

Source: Project documentation

The project was exploratory in nature and this partly explains the general way in which the project approach was defined. Within the implementation period the project offered a variety of services such as support to discussions in law drafting committees, facilitated discussion on policy options, coordinated an evidence-based process, mobilised expertise to inform the process with knowledge and provided feedback from the pilot sites and the experience on the ground. Most importantly, it actively engaged in the process of implementation on the ground especially in the pilot site in Banha. It was a point of agreement between all stakeholders that this was an extremely positive contribution to changing prevailing thinking processes, promoting bottom up approach to policy issues, encouraging independent thinking and decision-making, building confidence, providing constructive feedback and acknowledging achievements.

The project managed therefore to work on and deliver a clear method for approaching in a structured way such issues. This structured approach would greatly benefit from

targeted input on methods of evidence based policy making, such as impact assessments, methods for calculating the costs of alternative policy options or the bureaucratic costs of procedures. These could contribute to making the content of the project even more practical and focus oriented.

The regional work of the project (regional expert meeting) was very well designed and addressed and made use of previous expertise and know-how.

3.2. Strengths and weaknesses of project concept and design

In brief the main strengths and weaknesses of the project design identified in the evaluation were the following:

Strengths

- Clear identification of the problem to be addressed
- Clear emphasis on participatory approach and experimentation on methods for direct involvement of communities and citizens in the implementation of legislation
- Clear identification of outputs
- Clear identification of beneficiaries and their role
- Flexible approach to project activities and implementation to ensure responsiveness to the needs on the ground

Weaknesses of the Design

- The initial methodological approach of the project was generic and lacked specificity
- No evidence of taking into account existing methods and experience for evidence based policy making
- No clear exit strategy of the project
- No visibility strategy
- No inbuilt mechanisms to document and disseminate the knowledge generated with a view to ensuring the sustainability of project results

3.3. Project implementation

The main finding of the evaluation is that the project was very successful in taking full advantage of the resources available, the complementarity with other projects, the partnership and close relationship with national and local institutions and the commitment of the project team. Planning at the level of outputs exceeded the stated ones, and feedback from beneficiaries was overwhelmingly positive. Project management was performed to very high standards. Documentation of project activities was limited and need to be improved.

3.3.1. Project governance and coordination

Project governance arrangements were well defined in the project document. The project was managed by the UN-Habitat Office in Cairo and a small project team (initially 2, currently 3 member) and external consultants. The project team interacted with the Regional Office for Arab States and the Legislation Unit at UN-Habitat headquarters. The

project involved a significant number of stakeholders at different levels of government including central government, governorates, local government. The relation with all stakeholders was effective in terms of flow of information and involvement in main decisions on the project and was coordinated in an efficient way. All stakeholders were satisfied with the involvement and role in the project.

Special mention needs to be made to the coordination of activities on the pilot sites and especially the pilot site in Banha. In all pilot sites, the project worked in close coordination with governorates. Coordination was ensured through formal missions in the beginning of the project to define the topics and method of work. Once the issues were agreed with the governor and local government, consultants and project officers travelled there at regular intervals throughout the project. In Banha the legislative provisions on land readjustment were implemented for the first time in a small parcel of land. This process involved extensive interaction with local government and landowners who had to agree in order for to the process of land readjustment to be validated. This process had never been implemented previously and offered a realistic insight in the way in which local governments implement local plans, the needs and the challenges on the ground. This process was achieved with intensive regular presence in the field, close cooperation with key individuals within the Governorate and direct involvement and interaction with local citizens and landowners. This process proved to be particularly demanding in terms of time and commitment as it was a capacity building process in itself, especially in the relation with citizens and local government. In this sense, more permanent presence of the project on the ground (a local office) is needed. In the pilot site of Banha a long term consultant was engaged who was, along the dedicated project officer, a contact person for local stakeholders. Although the project ensured adequate on site presence in Banha, local presence would be needed if pilot activities were taking place at the same time in different parts of the country. The governance and coordination of these activities were a source of satisfaction for all actors involved (local authorities and citizens).

In terms of project implementation and time management, several delays were noted in comparison to the project timeline. However, the majority of these were due to the fragile political situation, changes in key counterparts (e.g. replacement of the Governor of Banha who actively supported the project) and the fact that the involvement of stakeholders and government actors required additional time for consultation, exchange and consensus building. The length of the processes for reaching consensus in Banha was mentioned as an obstacle by landowners and stakeholders. The length of the processes in the law committees were also mentioned by some members. However, these obstacles were mostly beyond the scope and the control of the project.

3.3.2. Project Management

The project was based in Cairo in the Ministry of Utilities, Urban Development and Housing and the General Organization for Physical Planning (GOPP). It was managed by a two member UN-Habitat team (1 project manager and initially 1 project officer, currently 2 project officers) and benefited from the services of 9 consultants recruited by the project, 9 consultants paid by the UN Habitat and 3 interns.

Table 2: Staff involved in the project

Project team (Cairo):	1 Project Manager, 2 project officers (4 in the course of the project), 3 interns
Consultants:	9 consultants on topics like land readjustment theories and international experiences; urban planning and community engagement; public finance and financial organization reform; urban planning; land Based Financial Instruments; Urban policies and legislations; technical trainer and GIS Expertise; building law reform and detailed plan guideline; building law reform and detailed plan guideline
Other consultants recruited by the UN	9 consultants on topics of: survey and expropriation; registration and titles; planning law reform; local administration and Planning law reform; building law reform; Land readjustment law.

Source: Project team

The main interlocutor with the stakeholders at national and local level were the project manager and the project officer. The success and engagement of the project were highly dependent on the commitment of these key individuals, their personality, status/position and reputation.

The project team was located in UN-Habitat Regional Office for Arab States (ROAS) in Cairo and travelled extensively across the country and to the five pilot sites. As the project processes evolved both at central and decentralised level, extensive travelling was required to different Governorates and pilot sites. Further, the process of supporting a structured and evidence-based process of policy and law making is a very demanding process that requires significant investment in time and research. This parallel process resulted in a very intensive implementation effort for the core team that managed however to deliver quality outputs and perform to the satisfaction of all stakeholders.

Short term consultants were mobilised on a needs-driven basis to provide specialised input on specific issues/topics/questions identified in the first steps of the project. Consultants were both local and international and provided expertise on a number of content-related issues and comparative input touching upon the focus of the project (land readjustment, building law, planning etc). The majority of national consultants originated from the academia and combined academic and practical expertise and worked in close contact with national (governmental) stakeholders. International consultants were mobilised to contribute new ideas and concepts related to the discussions taking place in the project, for example on land readjustment or land-based financing instruments. In the pilot site of Banha, a long term consultant was engaged to work in contact with local stakeholders. Contracting, coaching, backstopping and management of these consultants was conducted by the project team. Stakeholders confirmed their satisfaction from the quality of work provided by the consultants. It should be noted however, that the expertise mobilised did not involve experts in the field of legislation, legislative reform and evidence based decision making. Input was provided by the Legislative Unit of the UN-Habitat headquarters but focused mainly on conceptual issues rather than specialised input in the policy and law making processes supported by the project (law making committees). This phenomenon is often noticed in highly technical areas like urban planning, where legislative expertise is scarcely available and legislative issues are often addressed by urban planners and policy makers. However, this is not a sustainable approach and more involvement by legal experts specialised in urban law issues and/or legislative drafting experts would have benefited the project team in developing its approach and activities and further refining the processes it set in motion.

3.3.3. Project exit strategy

There is no evidence of an exit strategy integrated in the planning and implementation of the project. In fact, at the time of the evaluation, activities that received support under the project were still on-going and ways to ensure disengagement were sought for (e.g. for the pilot site in Banha). The absence of planning with regard to the closure of the project resulted in a) insufficient preparation for a project close-out and active taking over of responsibility by competent actors, b) unclear responsibilities by key actors, especially at local level, following the disengagement of UN-Habitat. The fragile political situation and changes in key counterparts (the Governor of Banha) at a late stage of the project made the phasing out more demanding (as activities were delayed, communication and trust building with the new Governor had to be re-established). The lack of a clear exit strategy is mitigated by the programme approach followed by UN-Habitat that allows the gradual phasing out of activities in synergy with other projects. Further, at the time of the evaluation, two other projects building on the lessons learned and knowledge generated from the project were in the final stages of approval. These projects were directly building upon the deep legal and institutional analysis of this project by following up issues uncovered by this project. For example, the legal analysis of the betterment levy done by this project will be complemented by the piloting of new land based financial instruments. Land readjustment, a key topic of this project, is planned to be piloted in much larger sites. Although the UN-Habitat programme approach allows for the project phase out to be supported even after the formal end of a project, it would be recommended to consider clear exit strategies in future project planning, especially with regard to pilot activities, in order to ensure a smooth transition and transfer of responsibility to the competent stakeholders. Especially for Banha and the land readjustment process which is almost completed, there needs to be a clear transfer of responsibility to local authorities.

3.3.4. Mechanisms to document and disseminate the knowledge generated

There is no evidence in the planning and the implementation of the project of mechanisms and activities that would serve the purpose of recording and spreading the knowledge gained through the project beyond the project team and the limited circle of participants. Given the successful practices and processes initiated in the course of the project, stakeholders singled out the dissemination of the project results as an important step for the sustainability and the broader impact of the project. Although the project outputs provide useful information, the most innovative practices, for example the processes used for consulting with local land owners and the consensus-building mechanisms that proved to be effective are not documented in a way that would allow further actors to learn from them or replicate them. Dissemination mechanisms could include awareness events, a training guide, capacity building among others. These would be highly beneficial not only in terms of project impact but, most importantly, for mainstreaming the knowledge gained in future activities within key governmental actors.

4. Analysis of findings in relation to results and objectives

Overall, the project implementation was very successful and was characterised by an active effort to build on the momentum on the ground around the issues addressed through the project. The project was actively involved in the on-going government reform

initiatives related to the drafting of new building law, the unification of planning laws and land readjustment. In this sense, the resources of the project were mobilised to support these initiatives rather than just work towards pre-defined outputs.

The project managed to successfully reconcile the project planning with on-going reforms and capitalise on the momentum. The project proved to have the ability and the flexibility to respond to challenges on the ground and swiftly mobilise resources to support policy processes at government level. In this sense, the project was highly successful in using its resources to support “real” reform that fell within the project planning rather than work towards pre-defined outputs that were not endorsed by the government.

4.1. Achievements at output level

According to the project planning, several outputs were planned within each expected accomplishment. The outputs varied in their nature and content and can be grouped in as follows: a) legal assessment reports b) roundtable discussions and policy papers and c) capacity building activities at national and regional levels and materials. All planned outputs were successfully delivered by the project. With regard to several outputs, especially participatory activities such as roundtable discussions and workshops, the project exceeded by far the initial target figures. This is due to the fact that the project explored new ground and required flexibility to respond to the needs identified on the ground. The number of meetings/workshops/roundtables initially planned was only an estimation as there was no precedent on which to base it. The additional costs incurred by these activities were integrated in the project budget and were covered through UN-Habitat funds. The project performance in terms of outputs is presented in the following table:

Table 3: Project Outputs

<i>Indicator of achievement</i>	<i>Target</i>	<i>Achieved</i>	<i>Key outputs</i>
Expected accomplishment (1): Improved legal structure for detailed planning and land management in Egypt, with an emphasis on city densification and extension			
Legal Assessment Report	1 report	3 reports	Legislative analysis to city planning and extension The application of eminent domain in Egypt’s urban extension areas The potential for increasing land based financing for urban development - Economic Housing and Urban Development Projects Fund: - Urban development outside the Zamam - Draft Land Readjustment law - Draft New Building law
Round Table discussion with key stakeholders at the central, governorate, and local levels, including documentation	10 roundtable discussions	18 roundtable discussions	
Final Report highlighting outcomes of Legal Assessment Report and Roundtable Discussions	1 report	3 report	
Round table Discussion at different levels with key stakeholders on hypothesis	3 roundtable discussions	22 roundtable discussions	
Report highlighting key hypothesis	1 report	4 reports	
White Paper/ Policy Brief (Strategy for legal and institutional reform)	1 policy brief	3 policy briefs	
Expected accomplishment (2): Strengthened planning policy making capacity at national level			
Round table Discussion on legal and institutional framework governing planning in Egypt	3 roundtable discussions	7 roundtable discussions	- Mapping the Legal and Institutional Framework Governing Urban Development In Egypt
Report presenting the key identified challenges	1 report	2 reports	

Round table Discussion on potential hypothesis and scenarios	3 roundtable discussions	8 roundtable discussions	- An assessment of the legal framework governing preparation of national policies and plans - White Paper on territorial governance in Egypt - Draft unified planning law
Report highlighting the key hypothesis	1 report	4 reports	
Round table Discussion to discuss the hypothesis	1 roundtable discussions	12 roundtable discussions	
Expected accomplishment (3): Strengthened planning policy implementation capacity at governorate and city level			
Training Guide for consultants who will be undertaking the Detailed Planning Process	1 training guide	1 training guide	- Urban Planning according to law 119/2008 and its executive regulation
Implementation of pilot intervention	1 pilot	1 pilot	- Legal framework governing the application of eminent domain
Publication and dissemination of Training Guide	1 training guide	5 training guides	- Land registration in Egypt - Land-Based Financing- A reader for local government
Training Workshops undertaken at central and local levels	4 workshops	11 workshops	- The legal and institutional structure governing financing urban development - National level planning in Egypt - Legal and institutional framework governing territorial governance
Expected accomplishment (4): Improved regional knowledge on detailed planning for city densification and extension			
Round table Discussion	1 roundtable discussion	1 roundtable discussion	Expert Group Meeting - Urban Planning Laws in Arab States
Final Report	1 report	1 report	

Source: Project team

Legal assessment reports

Legal assessment reports were the starting point of this project. They offer a comprehensive mapping of the legal framework on urban planning in Egypt, a detailed analysis of its functionality in relation to the process of detailed planning and national level planning and an enhanced understanding of the challenges hindering the effective implementation of the detailed plans (in relation to: financing urban development; application of policy instruments relevant to the implementation of the detailed plans, e.g. land readjustment and eminent domain) and an understanding of the challenges hindering the effective implementation of national plans, especially in relation to: linkage between socio-economic planning, spatial planning, and sectoral plans; economic regions; local planning, and, monitoring, evaluation, and accountability mechanism is in place in relation to ensure efficient implementation of plans at the different levels. Despite their comprehensiveness and informative nature these reports are largely descriptive and could benefit from more in depth legal analysis and expertise to complement and balance the overabundance of expertise on issues of urban planning (it is the evaluators' impression that the legal reports in their majority were written by non-lawyers). Further, the reports often do not reflect the information collected in the field, the challenges encountered or the lessons learnt through interaction with competent officials on the problems related to specific pieces of legislation. Last but not least, no indicators are in place to allow the monitoring of the use of the legal assessment reports.

Roundtable discussions and policy papers

Roundtable discussions and consultations with beneficiaries were an important part of the project. These included formal and informal discussions with different stakeholders, in different locations and on different topics. Discussions were structured around the effort to identify the discrepancies between law and practice and the challenges generated in the implementation of the law. These inputs were streamlined into concrete contributions to three main expert committees set up by the government to review the legislative framework (the three committees dealt with urban planning law; land readjustment law; new planning law and their members were experts appointed by the Government) and few others with related mandates (economic regions; new local administration law). These contributions took the form of papers and presentations on key issues, on presentations on the international experience, the exploration of policy options etc. This also involved the development of white papers on key reform priorities. Although the key findings of the roundtables are not compiled in reports, their documentation includes a wealth of knowledge and research work that could be used for multiple purposes in the course of this or other projects.

Capacity building activities and materials

The capacity building activities reviewed by the evaluator were well designed, in accordance with adult learning methodologies, and highly relevant to the project. For example, the capacity building seminar on “Introduction to land-based finance” identified clear objectives and practical outcomes relevant to the national context (instrument design in the Egyptian context). The seminar included an ice breaker session, substantive sessions dealing with betterment levies and special assessments, developer exactions and the sale of development rights and practice – oriented sessions that involved participants in group work for the development and presentation of preliminary action plans.

Capacity building activities were not formally evaluated through feedback forms from the participants. However, several of the stakeholders interviewed by the evaluator had participated in the capacity building activities. They all noted the importance of capacity building activities especially for officials in Governorates and local governments, who need this kind of support to enhance their limited capacity. Stakeholders were very satisfied with the content and quality of these events and evaluated them as a very positive learning experience. In cooperation with a complementing project, a training guide on detailed plans was in the course of preparation and at that moment 10 experts were working on it. This was highlighted as a very important output, due to its potential to contribute to the sustainability of the knowledge generated through the project and its potential to disseminate this knowledge beyond the actors involved in the project.

Knowledge exchange activities at international level, namely the Regional Expert Group Meeting, was an opportunity for regional reflection on common problems and potential solutions. All stakeholders praised this as a unique opportunity for them to discuss and exchange knowledge and experience and to further transfer this experience to their colleagues within their organisation.

4.2. Achievements at outcome level

The project logframe identified four expected outcomes:

- Improved legal structure for detailed planning and land management in Egypt, with an emphasis on city densification and extension

- Strengthened planning policy making capacity at national level
- Strengthened planning policy implementation capacity at governorate and city level
- Improved regional knowledge on detailed planning for city densification and extension

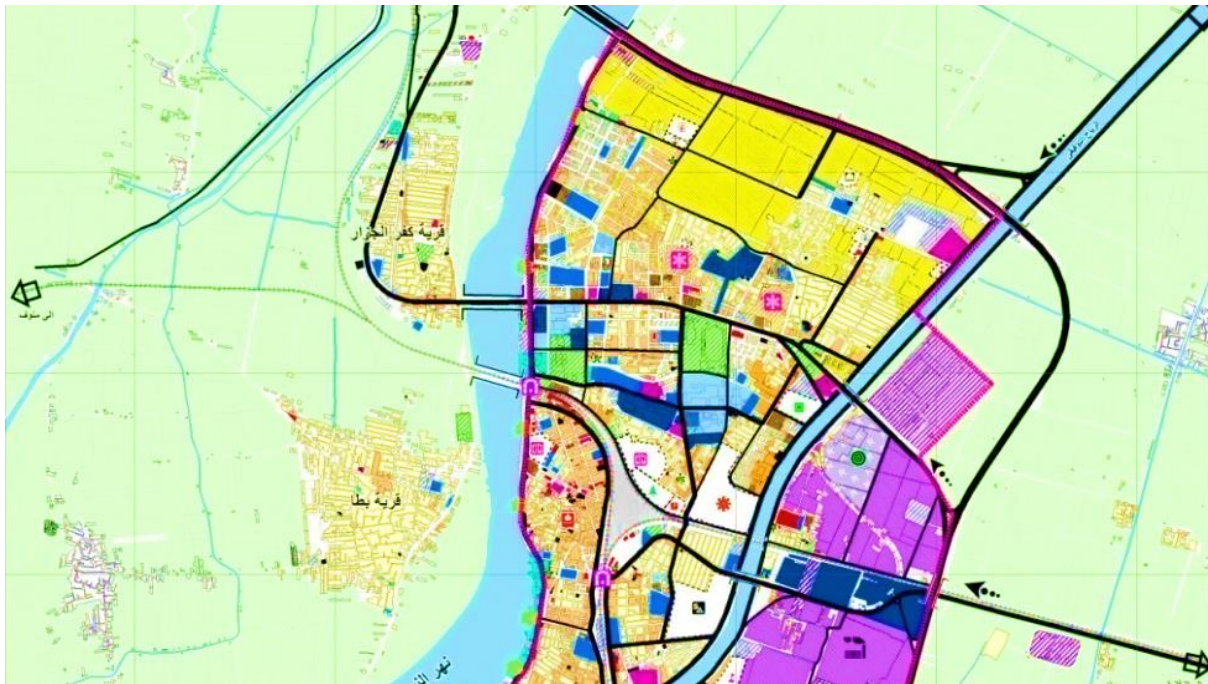
Under **outcome 1** (improved legal structure) the work of the project was focused around a) supporting the work of the law making committee set up by the government with the mandate to review the building law and, at a later stage, a second law making committee on the land readjustment law and b) the process for land readjustment in Banha.

Under this outcome, the project conducted an analysis of legislation on city planning and extension and explored issues like the application of eminent domain in urban extension areas, land based financing instruments, Housing and Urban Development Fund, development outside the Zamam and delivered a draft Land Readjustment law and a draft New Building law.

Parallel to the assessment of the legislative framework, the project conducted field work in five governorates across the country (Qalyoubia, Fayoum, Ismailia, Luxor, El Wadi El Gedid) in order to collect data and information and gain a realistic and holistic understanding of how local governments deal with plans and their implementation. In all pilot sites, formal missions were conducted in the beginning of the project to establish contact and working methods with the governor and local government. Following this, consultants and project officers travelled there regularly to follow up on the different activities and conduct discussions or capacity building events.

In the pilot site of Banha (Qalyoubia) the project went a step further and piloted a participatory method where landowners were convened to discuss land readjustment.

Map 1: Strategic plan of the Northern part of Banha, extension areas in yellow.



Source: Project documents

In order to proceed with land readjustment, a pilot site was selected in Banha. The selected site was 5.9 hectares and included more than 60 land owners. The strategic plan approved urban expansion areas, land use changed from agriculture to residential and most of the expansion areas included privately owned land. Informal construction had begun after the approval of the strategic plan but land owners had ignored the detailed plan approved by GOPP.

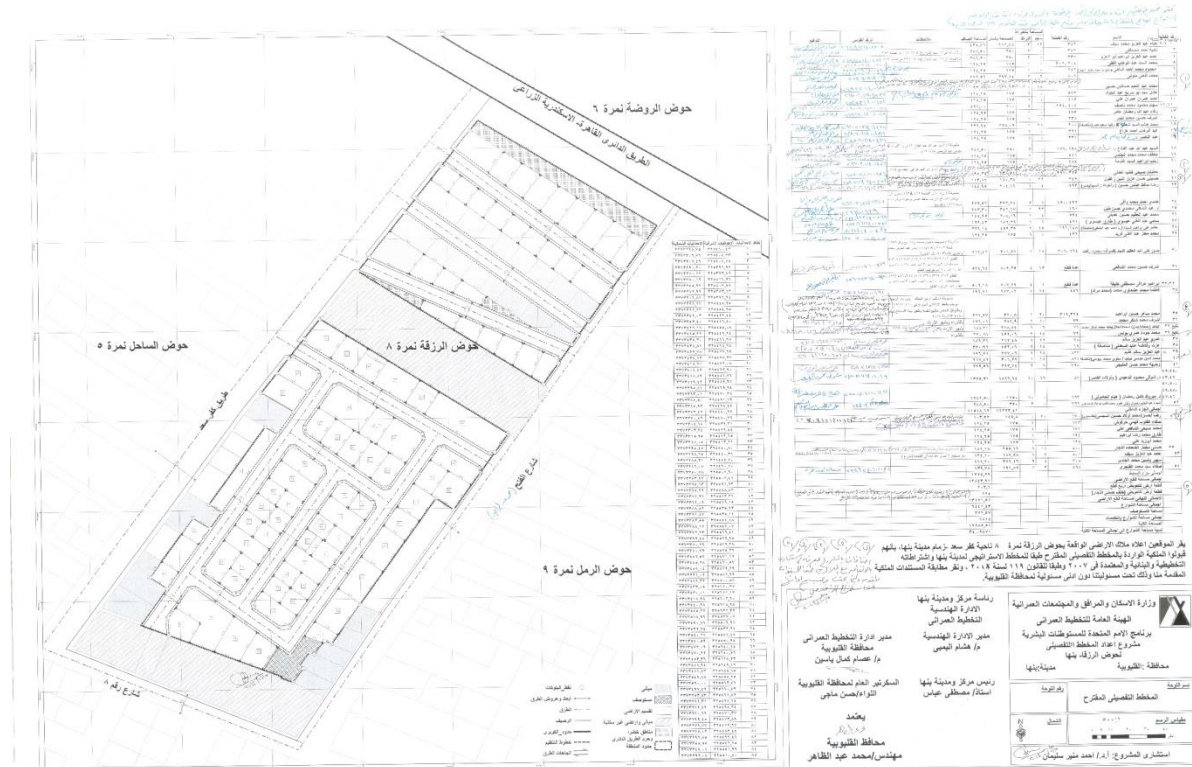
Photo 1: Photos from the consultation meetings with landowners in Banha



Source: Project documentation

Several versions for land readjustment were presented and discussed with landowners. Following intensive negotiations, the proposed land readjustment plan was approved by 97% of the site landowners.

Map 3: Final land readjustment Plan approved by more than 95% of the Land owners



Source: Project documentation

According to the information collected, outcome 1 consumed most of the project efforts and resources. This is explained by the fact that the work related to outcome 1 (especially the field work in Banha) had no precedent in Egypt, contrary to the work under outcome 2 that built on that the findings of the Strategic National Development project, which has been in progress since 2010. **The expected outcome (improved legal structure) was successfully achieved** as a) draft law proposals were put forward by the committees whose work was supported by the project and would be presented to the Cabinet and b) the process of agreement between the landowners on land readjustment in Banha reached a high level of consensus (97%) and only final steps remained for it to be finalised and formalised. Last but not least, communication channels between local government and communities and civil society were established.

However, the project appears to have achieved more in terms of method for policy and law making. Firstly, the processes for dialogue and consultation with and within the landowners, used in the pilot site in Banha, were innovative and left a lasting mark on all those that took part in them or that followed their evolution. All sides praised the value of this initiative as an ‘eye-opener’, as a valuable ‘experiment’ and as a learning process. Despite its difficulties, this process proved to be a particular source of satisfaction for most actors involved in the project (stakeholders, governorate, local government, citizens). Secondly, the work conducted in the committees was also highly praised for being structured, for ensuring the participation of all sectoral ministries and contributing to a holistic understanding of the problems and the examination of alternative policy options. The two processes fed into each other and were an important step for ‘changing

mindsets' as one interviewee noted. Expected accomplishment 1 was satisfactorily achieved.

Under **outcome 2**, the work of the project was structured around the active contribution to the committee reforming the planning law and consultations with governorates around the country on the processes for preparing strategic plans.

Photo 2: Committee Meeting



Source: Project documentation

As already mentioned, the work on this component started from a more mature point (compared to outcome 1) as it built on the findings of previous projects and initiatives. However, its relevance was highly praised. As one interviewee highlighted, the division between different levels of planning continues to be an important problem as it hinders the effective allocation and use of resources. In their opinion, the project was a pioneer in promoting merged socio-economic and spatial planning and this was a major achievement. Apart from that however, this part of the project was successful in bringing together all the competent actors to discuss and agree on a common approach to planning and on merging the existing parallel processes. Improved understanding of the challenges, institutional dialogue, closer networking and cooperation between competent authorities that were otherwise isolated into their sectoral views of planning issues were a parallel major achievement in relation to this outcome. As commented by one interviewee, this structured and evidence-based process led to a very good draft law

which, when political priorities allow, will be presented to the Cabinet and the Parliament. This outcome was satisfactorily achieved.

Under **outcome 3**, several capacity building activities were organised at central and local levels. The capacity building activities were closely related to the project themes and addressed levels of government/local government where decisions were made or implementation was taking place. A significant number of officials at central and governorate level participated in these events. Capacity building events were positively evaluated by the interviewees who took part in them as an important learning experience on legislative issues, the process of designing local and strategic plans, budgeting, land registration etc. Although no training evaluation survey was conducted by the project, several participants in the capacity building activities (from governmental institutions, local government and NGOs) were interviewed and provided very positive feedback on the value and usefulness of these activities, especially on the job training.

Stakeholders stressed the importance of such activities for improving the limited institutional capacities at local and governorate level and supporting the decentralisation process and the process for implementing the law. The project was very successful in reaching (and involving) senior officials who are the most demanding target group but the one that can have a lasting impact on the implementation of reforms and this success was due to the close cooperation with the project partners and the excellent working relationships between senior state officials and the UN-Habitat. A training guide produced in coordination with another project on planning city extensions will add to the sustainability of capacity building activities. Expected outcome 3 was satisfactorily achieved.

Under **outcome 4**, one Regional Expert Group Meeting on Urban Planning Laws in Arab States was organised in Abu Dhabi on 19-20th October 2015 with the participation of experts from the stakeholders and the countries of the region stakeholders.

Photo 3: Group photo of the participants in the Regional Expert Meeting



Source: Project documentation

The event facilitated the exchange of experiences and generated knowledge on solutions to address common (or related) problems. Several stakeholders who were interviewed participated in the Regional Expert Meeting and warmly welcomed this opportunity as

way to broaden their understanding of the different issues and familiarise themselves with the experiences of countries facing similar problems. This event was also considered important for offering access to presentations, experts, discussions, information and material of very high quality. Some stakeholders mentioned that the knowledge acquired in the regional meeting was further transferred to other officials in the organisation. Despite the fact that this has not been verified by the evaluator this would be an important lesson for future events. Expected outcome 4 was satisfactorily achieved.

To conclude, all expected outcomes identified during the project design were accomplished to a satisfactory degree within the scope of the project. In addition to these, further achievements were also accomplished related to the initiation of innovative processes, a structured dialogue between line ministries, governorates and citizens and changing approaches to decision making. Minor shortcomings related to the limited documentation of the project processes and activities, the lack of feedback evaluation from the capacity building activities.

4.3. Achievements at impact level

The logframe did not clearly identify the broader impact of the project.

Although it is premature to expect a solid result at impact level at this point, the evaluation concludes that the project has the potential for strong impact a) in terms of replicability of the processes and the methods used in the course of the project in the future b) in terms of learning, changing mindsets, encouraging independent thinking and improving capacity c) in terms of introducing new approaches to policy making and enhancing dialogue and cooperation at all levels.

4.4. Horizontal issues

4.4.1. Gender issues

In terms of gender equality, and due to the specialised topic of the project (planning and legislation) selection of stakeholders was made on the grounds of expertise rather than gender. However, in practice, an active participation of both genders in project activities was ensured and many key interlocutors were women. Overall, the degree of gender inclusiveness was satisfactory at processes taking place at central government level as a large number of the representatives of the project partners were women. No systematic evidence was available to the evaluator with regard to processes at Governorate and local levels, although the main counterpart in the Governorate of Qalyoubia was female. According to the information provided by the project team, capacity building activities involved a large percentage of women (approx. 40%), but this was not verified as no systematic data was available. However, when it comes to the substantive project activities and especially the legislative assessment and review, gender aspects were not addressed.

4.4.2. Human Rights based approach

The project document referred to human rights mainstreaming throughout the project. During implementation, there was evidence of concern with regard to key rights related to the area of study (right to land, right to adequate housing, right to participate) and

ways to make these rights meaningful for citizens (through the pilot activities). One landowner in Banha commented that through the activities of the project on land readjustment, their devaluated 'dead' land was in the process of re-acquiring its value. Some emphasis on human rights issues was given also in capacity building, where one event was dedicated to the continuum of land rights.

4.4.3. Pro-poor approach

The project was clearly oriented towards the social value of land, the socioeconomic right to adequate housing and planned urban expansion processes that can offer adequate and affordable housing to the poor and the lower middle class (as opposed to the policy of urban expansion through compounds in new towns, which does not address the needs of the poor). Further, the project was also oriented towards a meaningful participation of stakeholders and citizens (in pilot site) in the planning and implementation process. Although the project had a general pro-poor approach in its theoretical conception, there is no evidence of a specific pro-poor approach in its implementation and activities. For example, there is no definition of the groups that would qualify as poor and would benefit from the project activities, no specific consideration of their needs in the design of policies and legislation (e.g. through poverty impact assessments or through the consideration of specific impacts of legislative choices on these groups).

4.4.4. Participatory approach

The project highlighted participatory aspects as the guiding approach in its design and implementation. The project document made reference to local consultations, dialogue and expert group meetings as the main ways in which the participatory review of legislation would materialise. At the level of project design, the participatory approach in relation to the project outputs and expected accomplishments was relatively vague.

This abstract approach was significantly enriched during the implementation process. The project engaged in an active dialogue with national stakeholders, stakeholders at regional and governorate levels, and local communities. The project conducted field work in five governorates across the country (Qalyoubia, Fayoum, Ismailia, Luxor, El Wadi El Gedid). The field work in these pilot sites involved dialogue, round tables and workshops with local governments and communities and offered a realistic and holistic understanding of how local governments deal with plans and their implementation. Methods to support this participatory approach were enriched and adapted to the local context in the process of implementation. This proved to make the project very responsive to local needs and this is an important achievement.

In the pilot site of Banha (Qalyoubia) the project went a step further and piloted a participatory method where landowners were convened to discuss land readjustment. Active consensus building processes were required in order to reach agreements on land readjustment. Although a specific approach on how a participatory review of legislation would take place was missing at the initiation of the project, the understanding of what this meant and how this can take place was significantly enriched by the end of the project implementation.

In practice, it was proven during the evaluation through the feedback of all stakeholders and beneficiaries that one of the major achievements of the project was its participatory approach and the opportunity it offered for dialogue between different actors, as such processes were either weak or non-existing. In this respect, the project developed a

method and set an important precedent with regard to the involvement of all actors and stakeholders in the implementation of legislation on the ground.

As a result of these processes the project succeeded in forming or strengthening partnerships at various levels of governance: at national level with and within stakeholders from line ministries; at governorate level with competent officials and communities; at community level directly with citizens; with universities and academia; at regional and international level with renown experts on the subject matter. All stakeholders reported that a major achievement of the project was the fact that it facilitated networking and cooperation between actors that were otherwise working in isolation and were secluded in 'silo' view of issues. This was one reason behind the poor quality of policies or legislation. This statement was confirmed by all stakeholders at national and local level and was seen as one of the main mind-changing achievements of the project. The facilitating of debate between sectoral experts, the establishment of communication channels and links between stakeholders at all levels cannot be praised enough.

Despite the partnerships and synergies established with governmental and local government actors, little interaction was evidenced with representatives of interest groups, disadvantaged groups, civil society that might have insight and interest in the subject matter, e.g. people with disabilities, civil society organisation, community initiatives etc. In the same line, there was no evidence of an active effort to involve or take into account the viewpoint and perspectives of actors affected by the discussions taking place on the specific pieces of legislation. Although this can be to some extent justified by the fact that such practices are not common in the beneficiary country and there is a noted lack of trust between the government and CSOs, parallel processes could take place as an alternative. An effort was made to involve civil society organisations in capacity building activities. Although the scope of this involvement was limited (NGO representatives participated in some events), it was evaluated positively by all, including CSOs themselves and is considered to set a positive precedent for future activities.

Beyond the national and local level, the project was successful in establishing partnerships and synergies at regional level. The Expert Group Meeting organised by the project was highly praised by all stakeholders as a positive contribution to the exchange of experience and knowledge.

5. Analysis by evaluation criteria

5.1. Relevance

The main justifying reason behind the project was the gap noted in the quality of legislation in issues related to urban development and the realization that this is an important barrier to sustainable urban development. This finding is justified and documented through the work of UN-Habitat around the world and as such was a sound basis for the project.

5.1.1, Consistency with UN-Habitat strategies

Urban legislation is a new focus for UN-Habitat and a key issue in the forthcoming *New*

*Urban Agenda*³. This focus on legislation is consistent to the commitments in the Strategies for Implementation of the Habitat Agenda to: a) review restrictive, exclusionary and costly legal and regulatory processes, planning systems, standards and development regulations; b) adopt an enabling legal and regulatory framework based on enhanced knowledge, understanding and acceptance of existing practices and land delivery mechanisms to stimulate partnerships with the private business and community sectors; c) put into effect institutional and legal frameworks that facilitate and enable the broad based participation of all people and their community organizations in decision-making of human settlement strategies, policies and programmes. Resolution 25/4, Implementation of the strategic plan for 2014–2019 (par. 6) includes a direction from Member States to “continue to support national and local governments in the development of *functionally effective legal and institutional frameworks to facilitate sustainable urbanization and human settlement development* that provide for long-term objectives, are non-discriminatory and inclusive and provide the most efficient and locally relevant solutions possible, and encourages member States to consider, as appropriate, the development of an effective policy framework around sustainable urbanization and human settlements”. The evaluated project, its objectives and intervention are fully consistent and contribute directly to these mandates. To go a step further, the project is a standard setting pilot in the enhanced involvement of UN-Habitat in legislative work.

5.1.2. Relevance to UN-Habitat’s Strategic Plan and human development priorities

UN-Habitat’s Strategic Plan 2014-2019 includes seven focus areas, the first one of which focuses on urban legislation, land, and governance. This project is directly relevant to this priority. In specific, the project was relevant to the FA1, EA1 “Increased capacity of local and national governments and other UN Habitat Agenda Partners to implement enabling legislation for improving urban extension, densification, urban planning and local government finance” of the UN-Habitat Strategic Plan.

5.1.3. Consistency of outputs and outcomes with national policies, priorities and needs

The priorities of the Egyptian Government are presented in a “Sustainable Development Strategy 2030” which is currently under finalisation. This strategy includes a chapter dedicated to urban development which places the issue high in the political agenda. Further, the project is consistent to the decentralisation process which is in process. According to the views of all stakeholders consulted in the course of the evaluation the project was highly relevant to the priorities of the country and their institutional priorities and needs.

At central level the stakeholders assessed the relevance of the project for a) addressing a prominent problem such as the lack of implementation of legislation, the contradictions between laws and the gap between law and practice, b) introducing a structured, synergistic and evidence based method for addressing complex issues in a comprehensive (rather than sectoral) way c) increasing networking and cooperation

³ See Issue Paper 5 “URBAN RULES AND LEGISLATION” of the ISSUE PAPERS AND POLICY UNITS OF THE HABITAT III CONFERENCE, p. 17.

between competent governmental authorities, governorates, local authorities, the academia and (to a limited extent) NGOs. An official described the project as a “new and very attractive experiment” which was useful for all: citizens received the message the government is looking after them; solutions were generated to major problems such as informality; respect for legality of existing processes was promoted and it was a learning experience for stakeholders who worked together to examine solutions. Further, the solutions proposed were effective in the short term and results were visible. In this sense, the project was not only relevant but highly valuable.

At governorate level as well officials appraised the relevance of the project for implementing the law, designing detailed plans and engaging with the community (landowners). The project achieved an important result with the participation of the local community in the preparation of the detailed plan and the interaction with the citizens.

5.2. Efficiency

The exploratory nature of the project led to project resources (mainly human) being ‘spread thinly’ and the project implementation becoming very intensive. Several activities had to take place at the same time, including extensive travel in pilot sites, capacity building activities, discussions at high level on legislative drafting committees etc.

5.2.1. Efficiency of project management, implementation and project activities

Project management arrangements were sound and the commitment and performance of core project staff was excellent despite their limited number.

All stakeholders were very satisfied with the efficiency of the project management and the role of the project as a ‘facilitator’ for discussion and new initiatives. Partners at central level acknowledged the fact that the UN-Habitat has the resources, the capacity and the know how to facilitate cooperation initiatives in an efficient and effective way. Further, it has the ‘neutrality’ to bring together diverse actors and facilitate dialogue and cooperation, among governmental actors, with governorates and local government actors including with the community and civil society organisations. The interviews showed that the UN—Habitat acted as a catalyst for cooperation by bridging rivalries, fragmentation and competition among agencies. The negative side of this fact related to that the strong and efficient role of the UN Habitat as the leader of the project often restricted the feeling of leadership that the national agencies had of the processes and eventually also the ownership of the processes and the final results. However, it should be noted that most partners considered the project a collective success shared by all participants.

Parallel to the work conducted at central government level, the project conducted field work in five governorates across the country (Qalyoubia, Fayoum, Ismailia, Luxor, El Wadi El Gedid) in order to collect data and information and gain a realistic and holistic understanding of how local governments deal with plans and their implementation. In all pilot sites, formal missions were conducted in the beginning of the project and follow up missions in the course of the project. In the pilot site of Banha (Qalyoubia) the project went a step further and piloted a participatory method where landowners were convened to discuss land readjustment. This required intense effort from the project staff in order to ensure regular presence on site.

The project mobilised a number of national and international consultants to provide input and expertise to the project. The stakeholders interviewed were particularly pleased with the quality of (national and international) consultants involved in the project and commented positively on their expertise and experience. The only concerns expressed in the course of the interviews referred to delays in contractual issues that often resulted in the fact that consultants had to start working before their contracts had been issued.

5.2.2. Adequacy of institutional arrangements

All project partners commented positively on institutional arrangements, the quality of consultants provided by UN-Habitat and the way that these have been beneficial to the project and to the achievement of the expected results. Partners commented (at all levels) on the lack of appropriate resources at national and governorate levels in order to undertake similar initiatives and the beneficial impact of capacity building activities. However, this issue is related to the resources available at government level and goes beyond the scope of the project.

5.2.3. Identification of obstacles

Delays in implementation were noted in comparison to the project timeline. However, the majority of these were due to the fragile political situation, changes in key counterparts (e.g. replacement of the Governor of Banha who actively supported the project) and the fact that the involvement of stakeholders and government actors required additional time for consultation, exchange and consensus building. The length of the processes for reaching consensus in Banha was mentioned as an obstacle by landowners and stakeholders. The length of the processes in the law committees were also mentioned by some members. However, these obstacles were mostly beyond the scope and the control of the project. Other obstacles in implementation included the low skills and capacity of the staff at governorate and local level and the limited contact between the different authorities.

5.2.4. Cost-efficiency

The project budget was relatively small (300.000 Euros) and was used in a cost efficient way. The project spread over the course of two years, worked extensively in one pilot site and actively engaged in consultations in four more pilot sites in governorates across the country. It had a small number of core staff and made use of a number of national and international external consultants (9). It built highly on synergies with other UN-Habitat projects and maximized resources available.

5.3. Effectiveness

Effectiveness refers to the degree of achievement of the project objectives. The objective of the project was to achieve sustainable urban development in Egypt through the analysis of the legal and institutional framework related to urban planning with a view to catalyse a discussion that will lead to proposals for urban law reform. While in complex areas such as urban development the achievement of end results (e.g. adopted legislation etc.) is subject to conditions beyond the control of any project, the project was successful in its endeavours in more than one ways.

5.3.1. Achievement of planned objectives and results, positive changes identified

The project was designed to improve processes related to policy making, legislation and implementation. As a pilot project, its primary focus was on identifying the key issues and problems and testing different ways to respond to them. Despite its evident added value, the project had some inherent shortcomings in design. Its theory of change approach and its method of intervention were too broadly defined. However, both the approach and method were gradually enriched and refined in the course of implementation and resulted in a sophisticated approach that is an important legacy for the future. Further, the project lacked a clear exit strategy and mechanisms to disseminate the knowledge generated.

Based on the information and data collected, the project was effective in achieving the planned outputs. It was particularly successful with regard to participatory (roundtable discussions, consultations etc) and capacity building activities at local, national and regional levels, while the depth and quality of legal assessments left significant room for improvement.

The project was effective in achieving the planned accomplishments to the extent possible within its scope. An improved legal structure for detailed planning and land management in Egypt, with an emphasis on city densification and extension (outcome 1) was achieved through draft law proposals and through a successfully completed pilot land readjustment process in the pilot site of Banha. A strengthened planning policy making capacity at national level (outcome 2) was achieved through a proposal for a unified planning law and through the joint work of all the competent actors. Strengthened planning policy implementation capacity at governorate and city level (outcome 3) was achieved through high quality capacity building at local and national levels and improved regional knowledge on detailed planning for city densification and extension (outcome 4) was successfully achieved through a Regional Expert Meeting that offered a platform for learning at regional level.

Based on the feedback received through the evaluation, the project was also effective in achieving the following:

Firstly, in establishing a *method for designing detailed plans with active citizen participation*. According to the views of main actors involved in this process, it was a common sentiment that such a method was in place, was tested and could be replicated in the future.

Secondly, in *exploring different methods and processes for dialogue and consensus building* at different levels of government and facilitating communication and cooperation between actors.

Thirdly, in *promoting a new approach to policy making by promoting a holistic view of the issues addressed*, a common understanding and definition of the problems and examining alternative solutions through a structured and evidence based process.

Fourthly, in *raising capacity at different levels and creating channels for the exchange of information and knowledge* within and outside the public sector and the local governments.

However, the project was not successful (during its implementation) in spreading and disseminating the knowledge and the lessons learned through the project to stakeholders

and beneficiaries beyond the limited circle of those involved in the project activities. Although the project outputs are of good quality, the innovative processes of consensus building at local level etc. are not documented in a way that would allow others to use or replicate them. Further, policy and law making processes concern institutions beyond those involved in urban development. The methodological experiments of the project would be of relevance and importance to a number of actors beyond the circle of those involved in it (Prime Minister Office, the Parliament, Ministry of Justice, other line Ministries, academia, NGOs etc). The project did not involve mechanism for capitalizing on the knowledge gained through the experimentation that took place, and no reflection mechanisms on how these methods can be used in the future.

5.3.2. Success of the project in terms of ownership

The project involved a large number of beneficiaries at all levels of government. All of them had an active role in the project implementation. However, it was a common feeling that these processes were led and coordinated by the UN-Habitat despite the fact that they were well aware that the role of the UN-Habitat was only to facilitate discussion. Stakeholders appeared to be comfortable with the fact that another authority was taking the lead in making things work, providing resources, expertise and technical support and a very efficient way. And while this shows that the UN-Habitat successfully performed its facilitating role, this might impact negatively on the ownership of the processes and the capacity of the project actors to take them over once the project is finalized. This was more obvious at governorate level where the authorities were reluctant to take over the leadership of the discussions with the land owners in Banha and proceed with the processes for land readjustment. Although the authorities felt ownership and felt that they deserved a share in the success of the project, their ownership with regard to the processes was less evident. Although this is partly explained by the political instability that made the officials, especially at the local level, hesitant to assume additional responsibilities, and was due to systemic reasons beyond the control of the project, transition mechanisms to strengthen this ownership in the future would be highly recommended in order to ensure the sustainability of the project results.

5.4. Sustainability

The project design identified its sustainability to rely on: a) enhanced capacity within national institutions, local authorities and urban practitioners; b) strategic partnerships with local, national and international institutions already involved in urban development; c) inclusion and active participation of project beneficiaries within the overall implementation; d) enhanced legislation and policy discourse by recommendations for review; e) mechanisms for enforcement of legislation and the necessary capacities at local level. Given the limited scope and timeframe of the project this sustainability strategy looked overambitious. However, the project managed to set solid foundations of sustainability through a) strong partnership with national institutions and local authorities; b) channels of communication between different actors; c) methodological innovations and participatory processes; d) replicability of the processes initiated through the project; e) capacity building activities and especially the preparation of a Training Guide; and f) the mainstreaming of knowledge in other UN-Habitat led projects. Sustainability was not facilitated by the lack of an exit strategy and the reluctant transfer of responsibility to stakeholders. However, the key to sustainability of the project is the extent to which the processes initiated will be replicated and upscaled in the future. It is

positive that, at the time of the evaluation, two new projects that would build on these results, were about to be approved.

5.4.1. Participation of beneficiaries in design, implementation, monitoring and reporting

The participatory element was a central one in the design of the project. The project document strongly emphasised its participatory character and stakeholder consultation across sectors (academic, legal practice, community, civil society, private sector). The evaluation proved that the project not only delivered but expanded its promise of a participatory implementation. Participatory processes involved line ministries, governorates around the country, citizens, local governments, and (to a limited extent) civil society. All actors assumed an active role in the distinct processes and were an integral part of substantive decision making. This, according to the views of all stakeholders, was one of the major achievements of the project, a source of satisfaction to all, and contributed a sense of ownership from all parties with regard to the results achieved. In this sense, the participation of beneficiaries in the implementation of the project was successful. No evidence was available of participatory practices in the design or monitoring of the project.

5.4.2. Replicability or scaling up of the programme

The majority of the processes initiated through the project (process for designing detailed plans, processes for involvement with local communities, processes for consensus building on land readjustment, structured dialogue around legislative reform, capacity building) are replicable. It was a point of agreement among all stakeholders that the project processes are and need to be replicable. The project was successful in devising a method for participatory legislative reform that can be replicated for other pieces of legislation, in other areas and in other subject matters. Interviewees stressed that results have to be replicated both in order to address the needs more comprehensively but also in order to have sufficient information to reach more generalised conclusions. The implementation of the project validated the approach adopted and made it more concrete. The method to engage and involve in relation to the implementation of legislation is, after the implementation of the project, clearer in the minds of the project staff, the stakeholders and the citizens. Such a valuable experience would need to be capitalised in further work. However, it is questionable whether the authorities involved in the project are equipped with the necessary recourses and capacity to replicate these processes on their own. Further support would have to be provided and targeted capacity building to enhance institutional capacity in this direction.

5.4.3. Innovative partnerships with national institutions, local governments and other development partners

The project was particularly successful in establishing and strengthening partnerships across different levels of government. According to all beneficiaries, the process of bringing all stakeholders together was new as the current practice is that these actors (even within central government) work in isolation and have limited channels of communication and cooperation, thus resulting in 'silo' views and responses to complex and multidimensional problems. During the interviews it was confirmed that this participatory exploration of problems and alternative solutions contributed to a common and holistic understanding of the issues in question, a common working language and

communication channels across institutions. The communication channels opened between the different actors would need to be sustained and enhanced during future initiatives.

Partnership and involvement of NGOs and interest groups or representatives of vulnerable groups was relatively weak. This is to some extent explained by the prevailing negative attitudes towards civil society in the country and the fragile political situation. However, this does not mean that these actors could not have a meaningful contribution to the project even through parallel processes (if inclusive processes are not possible). Their limited involvement was restricted to capacity building but there was no possibility for them to be involved in policy or law making or the work in the field.

Capacity building was a foundation for sustainability. The elaboration of a Training Guide is important for spreading knowledge. The sustainability of the innovative processes introduced by the project would largely depend on their documentation and presentation in methodological paper of guide in order to be replicated in the future.

The key to sustainability of the project is what happens next. This small scale pilot project was successful in setting an important precedent in terms of method, partnership, knowledge and opening up communication channels. However these lessons are not documented and disseminated in a way that would allow their replication or future use by a broad number of actors. Especially the consensus building processes for land readjustment in Banha and the procedures followed in drafting committees would need to be documented for the future.

The project worked in close synergy with other UN-Habitat projects currently on going in Egypt and often their boundaries were difficult to distinguish in the eyes of the beneficiaries. However, this is a positive element with regard to sustainability as the experience and knowledge gained can be further used in these initiatives. Further, other UN -Habitat projects, for example, the development of a National Urban Policy, build on the results of the present project especially in understanding of existing legal arrangements and their shortcomings.

5.5. Impact

Despite the fact that the project had limited scope and duration, there are several points where it appears to have the potential to have an important and lasting impact.

Although it is premature to say whether development results have been achieved, it was evident during the evaluation that the processes initiated in the course of the project could lead to important results and changes both in mind-sets as well as in relation to the legislative framework and the procedures for its implementation. These processes were not concluded in the course of the project due to factors unrelated to it and beyond its control. Namely, the draft laws prepared had not been presented before Parliament as the Parliament has only been elected after the closing of the project, while the land readjustment process in the pilot plot in Banha had reached 98% of consensus among the landowners and the procedures that would lead to the issuance of building permits (responsibility of the Governorate) were just about to start. The successful conclusion of these processes would be a concrete and standard setting example for the future. Independently of this however, and taking into account the fact that social developments require their own time, it should be noted that all stakeholders at national and governorate level stressed that the process of designing detailed plans in a participatory

way, which was taking place for the first time, was a significant achievement in itself. Although the process was very difficult and demanding it was noted as a positive experience for all.

This positive view was overwhelmingly confirmed by landowners involved in the land readjustment process in Banha. They considered this experiment important because it provided insight into the problems and on ways to solve them and highlighted the need for political will in order to achieve final results. The achievement of results was considered very important but the experience itself was valued very positively and was presented as a concrete example of a win-win situation in three main respects: for landowners whose land had high value but was 'dead' land (as they were not able to use it) and the process offered the potential to validate their property; as a way to fight informality and give value to property and protect it from infringements (eg people bought land that according to the plans was part of a street); as a process where landowners were given options and had to reach an agreement among them. In the words of one landowner, this process was *"good for them, good for the city and good for the government"*. Another positive impact of the project was the fact that it established communication channels between citizens and local authorities.

5.6. Other issues

The project had anticipated that it would generate learning in the approach, the process and the final outcome and specifically in terms of a) alliance with non-state actors b) enabling legal framework c) lessons related to the close links between land management and urban planning d) the use of land readjustment as a regularization tool and e) the importance of phasing and linking with infrastructure development. The evaluation proved indeed that the project was an intensive learning exercise for all the actors involved in it and that this was its strength and major added value. It is still to be seen however how the knowledge generated will be documented in a way to be replicable and useable in the future.

6. Evaluative conclusions

The project was an innovative intervention that touched upon a topic that had not been addressed before. It made use of a participatory method that involved intensive engagement with stakeholders at different levels and managed to produce processes and patterns that can be replicated in the future. It also managed to highlight important problems and identify their root causes, while it also allowed the exchange of experiences at regional level. The project was highly relevant to the needs of the country and the stakeholders and was implemented in an expeditious and efficient manner, on time and within budget. However, its short duration, limited funding and limited scope made it a 'micro-experiment', which was successful however in feeding into policy and legal reform at national level and secondarily at regional level. The successful processes initiated would need to be replicated and upscaled in order to have broader impact. As a pilot, the present project generated valuable lessons to guide future activities dealing with legislation in Egypt and beyond.

The performance of the project based on the evaluation criteria is presented in the table below:

Table 4: Rating of performance by evaluation criteria		
1	Relevance of the project	<p>Highly satisfactory.</p> <p>Urban legislation is a key issue in the forthcoming <i>New Urban Agenda</i> and the Strategies for Implementation of the Habitat Agenda and it is directly relevant to UN-Habitat's Strategic Plan 2014-2019 (FA1, EA1).</p> <p>In terms of national priorities, the project fits well within the Sustainability Agenda and the on-going decentralisation process and was enthusiastically praised by the stakeholders. It was described as a "new and very attractive experiment" that generated important lessons, addressed a prominent problem (lack of implementation of legislation), introduced new methods and facilitated networking and cooperation between different levels of government, civil society and citizens.</p>
2	Efficiency	<p>Highly satisfactory.</p> <p>The project was run by a small project team with input from a relatively small number of national and international consultants. Project management arrangements were sound and the commitment and performance of core project staff and consultants was excellent. Institutional arrangements were satisfactory.</p> <p>Delays in project implementation were mostly due to factors beyond the scope and control of the project (fragile political situation, changes in key counterparts, time required for consensus building). However, these obstacles were successfully overcome.</p> <p>The project was highly satisfactory in terms of cost efficiency as it delivered an important number of outputs and outcomes on a relatively small budget (300.000 Euros).</p> <p>Overall, the project was highly efficient in its role as 'facilitator' for</p>

		dialogue and cooperation between governmental actors, governorates, local government, local communities, citizens and civil society organisations.
3	Effectiveness	<p>Satisfactory.</p> <p>Despite its exploratory nature and added value, the project had shortcomings in design, especially in relation to the broad objectives and method of intervention. Both were refined in the course of implementation and resulted in a sophisticated approach that is an important legacy for the future.</p> <p>The project was effective in achieving the planned outputs both in terms of number and quality. It was particularly successful with regard to participatory and capacity building activities at local, national and regional levels, while the depth and quality of legal assessments left room for improvement.</p> <p>The project was effective in achieving the planned accomplishments to the extent possible within its scope. Additionally, the project was effective in devising a participatory method for designing detailed plans; in exploring different methods and processes for dialogue and consensus building at different levels of government and facilitating communication and cooperation between actors; in promoting a new approach to policy making by promoting a holistic view of the issues addressed and in creating channels for the exchange of information and knowledge within and outside the public sector and the local governments.</p> <p>The project was not as successful in documenting and disseminating the knowledge and the lessons learned through the project to stakeholders and beneficiaries beyond the limited circle of those involved in it.</p> <p>Last but not least, the project involved a large number of beneficiaries with an active role in the project. While they shared the ownership of the innovative results there were difficulties in the taking over of processes that were still to be completed (land readjustment process in Banha).</p>
4	Impact	<p>Satisfactory.</p> <p>The following project elements have the potential for a lasting impact: the processes initiated, if continued, could lead to important results and changes in mind-sets in relation to law making and its implementation while the setting of precedent with regard to the process of designing detailed plans in a participatory way provides a concrete example of what is possible.</p>
5	Outlook	<p>Satisfactory.</p> <p>The project was an intensive learning exercise for all the actors involved in it and that this was its major added value. However, the knowledge generated needs to be documented in a way to be replicable and useable in the future.</p>
6	Sustainability	Satisfactory.

	<p>Solid foundations of sustainability were established through a) strong partnership with national institutions and local authorities; b) channels of communication between different actors; c) methodological innovations and participatory processes; d) replicability of the processes initiated through the project; e) capacity building activities and especially the preparation of a Training Guide; and f) the mainstreaming of knowledge in other UN-Habitat led projects. Sustainability was not facilitated by the lack of an exit strategy and the reluctant transfer of responsibility to stakeholders.</p> <p>The project had a strong participatory element and the evaluation proved that it expanded its promise of a participatory implementation. However, no evidence was available of participatory practices in the design or monitoring of the project.</p> <p>The project is strong in terms of replicability as the majority of the processes initiated through the project are replicable. However, the lack of proper documentation weakens this potential.</p> <p>Last but not least, the project was particularly successful in establishing and strengthening partnerships across different levels of government.</p>
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7. Lessons learnt

The urban development process is an extremely dynamic and complex process for countries with limited human resources, institutional capacity and infrastructure to introduce radical solutions. The project made an initial but important step in proving how the processes written in legislation can be ‘brought to life’ and how this can have positive benefits for all stakeholders. However, much more needs to be done and many more successful examples would have to be implemented before this message has the potential to reverse the existing processes of informality and disrespect for legality. This small pilot project was an intensive learning process and offered useful insights that need to guide future initiatives. As such, important value lies in the lessons learned. The main ones are presented below:

- 1.** Political will is a key success factor for projects dealing with topics aimed at improving the quality of policies and legislation. High level “champions” in the government help ensure that the process is supported and can offer a ‘push’ when processes on the ground are stale. Finding the right stakeholders and the right contact persons within the institutions involved is crucial. Networks within the government need to be sustained to ensure that the processes initiated are mainstreamed into government practice and are replicated in future endeavours.
- 2.** Inter-ministerial and cross sectoral collaboration is essential for addressing comprehensively issues as complex as the ones at hand. Sustaining communication channels and facilitating dialogue and common understanding and definition of the problems to be addressed needs to be the starting point for any successful reform. Especially when it comes to the implementation of legislation, close synergies need to be ensured between central government authorities and local authorities.

3. Communication and active engagement of communities, community leaders and citizens is an unexplored capital with a lot of potential. People need to become active partners in any process of change and need to understand that they stand to benefit from it. The participatory processes initiated in the course of the project, although limited, show that this is the way to go. They also show however that a lot of work needs to be done in order to do this in a structured and consistent way. The methods used in the project pilot site and namely dialogue, round tables, workshops and consensus building proved to be particularly demanding but fruitful. Participatory processes are successful on the ground but cannot work at a distance or through complicated or formalised procedures (eg documents etc). All experimental processes need to be documented in a way to be useable and replicable in the future eg in a short guide explaining what was done and how, what worked and what did not work. **4.** The engagement of non-state actors (CSOs) in policy reforms is a challenge that needs to be addressed in future projects. The existing climate of mutual distrust between CSOs and the state and local government authorities needs to be gradually reversed towards establishing partnerships that build on complementary knowledge and issues of common concern. Special actions are needed to break distrust, establish confidence and gradually build partnerships based on common interests both at local and national level.

5. Ensuring that the voice of disadvantaged groups is heard and taken into account is a challenge. At this moment, the concerns of specific groups (poor people, disabled people, older people, young people, women, children etc) are not voiced and there is no evidence that they are taken into account in policy and law making processes. Processes build on mainstreamed understanding of the problems addressed. An active process of empowering such groups, giving them voice and allowing their involvement is needed. Participatory processes need to ensure that even the most vulnerable can be heard, especially in issues of urban planning and development that affect the lives of all. If this is not feasible, the concerns of specific groups need to be addressed through the involvement of civil society organisations or sectoral impact assessment exercises that could be integrated in the process eg poverty impact assessment, gender impact assessment, disability impact assessment etc.

6. It is important to draw a line between policy and legislation, especially when it comes to the drafting of new legislation. Often law making is performed by urban planners but this is hardly a sustainable solution (in the same way that plans drafted by lawyers would not be). Legal expertise and expertise in legislative drafting need to be present in the processes initiated because it can help prevent problems which are not evident to planners. Similarly, more expertise on existing knowledge and practices of evidence – based policy and decision making (eg impact assessment, cost-benefit analysis, analysis of administrative burdens) needs to be built in future projects on similar topics.

7. Outreach needs to be an important component of reform efforts in the area of urban planning and law. Disrespect for the law is often due to a lack of knowledge of existing provisions and procedures or difficulties in understanding them. Outreach needs to address all stakeholders involved, including policy makers and local communities and citizens. It would be important for these mechanisms to be built in future projects or initiatives.

8. The methods and knowledge generated in the course of a project need to be adequately documented and recorded in a way to be spread and disseminated and then

mainstreamed into further projects or initiatives. The elaboration of short guides or manuals widely available are an easy way to ensure this and add sustainability to the practices of the project.

9. Capacity building at national and local level needs to be part of every effort to improve the implementation of legislation (especially local government). On the job training appears to be particularly effective but the networking aspect of capacity building needs to be emphasised in order to create channels of communication between governmental institutions, local authorities, community leaders, civil society organisations and citizens. At regional level, conferences and opportunities for dialogue and exchange beyond national boundaries are a good opportunity for stakeholders to build a vision, to broaden their understanding of topics, to establish contacts and broaden their networks, to come in contact with experts and to reflect on their own experience and roles.

8. Recommendations

The need for support in improving the quality and the implementation of urban legislation remains a need that has not been exhausted by the support provided through the project. As a pilot, this project revealed the need for further work in this area and the lessons learned emphasise the need for a better resourced and longer term approach. On this basis the evaluation leads to the following key recommendations:

Recommendation I

Building on the experience of the project the UN-Habitat should expand and intensify its capacity development efforts around legislation through a larger scale project. At the level of project design, it is recommended that such an initiative includes a clearly defined theory of change and intervention method including indicators to allow the monitoring of the project results. At the level of content, it is recommended that the project includes at least four distinct components focusing on: a) policy making b) designing legislation of good quality c) effective implementation of legislation and d) monitoring of implementation. To engage in further work in this area the UN-Habitat would have to equip and expand its methodological toolkit on evidence-based decision making and legislating through knowledge on existing methods and would need to mobilise relevant expertise at international and national levels and build capacity in these fields. It is also recommended that there is closer cooperation and links between the work performed at country, regional and headquarter levels to ensure that knowledge is streamlined.

Recommendation II

Future support must be: (i) longer term; (ii) ensure a detailed documentation of all aspects of the project, especially innovative practices; (iii) engage in more systemic work on the quality of legislation (iv) extend pilot sites to cover a broader spectrum of areas with distinct characteristics; (v) place emphasis on enforcement and implementation capacity especially within the local government; (vi) place emphasis on the mechanisms for coordination and networking (vii) introduce mechanisms for the dissemination and spreading of the knowledge generated and (viii) replicate and further refine the participatory methods devised through the project.

Recommendation III

Future exploration of participatory approaches to the implementation of the legislation should: (i) include a clear outreach and communication strategy targeting communities, community leaders and citizens (ii) focus on the role and capacity of CSOs and integrate

them in the processes (iii) focus on the representation of vulnerable groups (women, children, old people, people with disabilities etc) and a clear consideration of their unique needs and concerns.

9. Annexes

- Annex I: Terms of Reference of the evaluation
- Annex II: Rating of Performance by Evaluation Criteria
- Annex III: List of documents reviewed
- Annex IV: Semi-structured Interview Guide
- Annex V: List of interviews

Annex I: Terms of Reference of the evaluation

Evaluation of the UN-Habitat Program “Participatory review of Egyptian planning and related urban development legislation to support sustainable urban development”

Terms of Reference

1. Background and Context

The United Nations Human Settlements Program, UN-Habitat, is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for all urbanization and human settlement matters within the UN system. The agency is to support national and local governments in laying the foundation for sustainable urban development. Governance and legislation is thereby one of the main pillars of the program’s mission.

UN-Habitat envisions well-planned, well-governed, and efficient cities and other human settlements, with adequate housing, infrastructure, and universal access to employment and basic services such as water, energy and sanitation. To achieve these goals, numerous studies conducted by UN-Habitat and Habitat Agenda Partners have identified obsolete and inappropriate laws or poor urban regulatory framework to be among the major obstacles stifling urban management and governance (e.g., UN-Habitat’s State of the World Cities Report 2012/13, State of Arab Cities Report 2012, World Bank’s Doing Business Surveys). The need for urban legal reform is thus globally established.

In Egypt, outdated, complex and locally irrelevant legal frameworks that encourage irregular land use and fragmentation and limit options for the effective provision of basic services and infrastructure, combined with rapid urbanization, have generated socio-political and economic challenges that the country has not been able to keep up with. Complex bureaucracy and weak institutions result in lack of enforcement and excessive land fragmentation, hampering efforts to address informality.

The “Participatory review of Egyptian planning and related urban development legislation to support sustainable urban development” project has been aiming to assist Egypt to reform its legal framework for sustainable urban development in a pro-poor manner. Situation-specific reform proposals, with particular emphasis on relevance to human capacity and financial resources as well as recognition of political realities provided thereby the framework of a wide range of appropriate tools, including innovative financial mechanisms, to increase access to serviced land and lower the proportion of informal development in the country’s cities. Along with land management work underway in other countries, the project has also been contributing to the development of globally relevant approaches to urban law reform.

The approach that the project has been proposing for resolving the issues described above is to map outdated, complex and locally irrelevant legal frameworks and governance structures that encourage irregular land use and fragmentation and limit options for the effective provision of basic services and infrastructure. This legal assessment exercise, informed by a participatory stakeholder consultation process across relevant sectors (academic, legal practice, community and civil society, private sector), will be relevant to understanding how urban law translates on the ground and impacts on development and planning outcomes for land readjustment. The purpose is to produce a report outlining key laws that relate to urban planning and management,

including land readjustment, identifying governance issues and opportunities and outlining how current urban law affects urban development, and concluding with the identification of opportunities for urban legal reform and recommendations as to future steps to ensure continuity of progress.

The project, through the review of the Egyptian legal framework and the identification of urban redevelopment and densification best practice, will analyze the current legal systems operating at city and national level, with regard to land regularization to encourage planned development on the urban fringe and will improve the capacities of local authorities to design and implement legal reforms. Different methods, including local consultations and the convening of Expert Group Meetings, will be used to gauge demand. An important element of such engagement will be enabling local to national dialogue to assist law makers at national and local level to work in concert. Moreover, collaboration with other development partners, particularly UN Agencies and bilateral development agencies such as GIZ, will be sought within the framework of national development strategies and in the spirit of harmonization.

The duration of the program was planned to be from August 2013 to April 2015. The overall budget for this project is 300,000 Euros, equivalent to 391,120 USD, whereby 250,000 Euros were provided by the German government. Synergies with on-going projects, in particular other UN-Habitat projects in Egypt and the ASUD programme in Egypt were used to make the most of the project.

1.2 Project Management

The Regional Office of the Arab States and the UN Habitat Egypt Office were designated with the responsibility for program coordination and for its outputs. Significant support was provided by the Urban Legislation, Land and Governance Branch of the UN Habitat Headquarters.

2. Purpose of the Evaluation

UN-Habitat is undertaking this evaluation of the projects in order to assess to what extent the overall support and technical assistance of UN-Habitat has been relevant, efficient and effective, and sustainable.

This evaluation is part of UN-Habitat's effort to perform systematic and timely evaluations of its programs and to ensure that UN-Habitat evaluations provide full representation of its mandate and activities. The evaluation is included in the 2014-2015 UN-Habitat Evaluation Plan and will synthesize achievements, results and lessons learned from the program. The sharing of findings from this evaluation will inform UN-Habitat and key stakeholders, including governing bodies, donors, partners, and Member States, on what was achieved and learned from the program.

3. Objectives of Evaluation

The objective of the evaluation of the "Participatory review of Egyptian planning and related urban development legislation to support sustainable urban development" program is to provide the agency itself, its governing bodies and donors with an independent and forward-looking appraisal of the agency's operational experience, achievements, opportunities and challenges. What will be learned from the evaluation findings is expected to play an instrumental role in informing decisions concerning the general mission and methodologies adopted by UN Habitat Egypt; in planning and programming projects, influencing strategies, adjusting and correcting as appropriate, exploiting opportunities, replicating and up-scaling the implementation approach used, and generating credible value for targeted beneficiaries and addressing national

priorities. Evaluation results will also contribute to UN-Habitat's planning, reporting and accountability.

The period of the evaluation will cover the start of the "Participatory review of Egyptian planning and related urban development legislation to support sustainable urban development" program in August 2013 up to the end of the project in October 2015.

Key objectives of evaluation are:

To assess progress made towards the achievement of results at the outcome and outputs level of the program and its projects;

To assess the relevance of UN-Habitat in supporting Egypt to reform its legal framework for sustainable urban development in a pro-poor manner;

To assess the efficiency and effectiveness of the projects in achieving their expected results. This will entail analysis of delivery of actual outcomes against expected outcomes, in terms of delivery of outputs, achievement of outcomes and long term effects;

To assess the extent to which the implementation approach of the program has worked well and did not work, was enabling for UN-Habitat to define the results to be achieved and to effectively deliver projects and to report on the performance of UN-Habitat;

To assess how well the program management has learned from and adjusted to changes during implementation;

To assess the extent to which cross-cutting issues of gender and human rights were integrated in the design, planning and implementation, reporting and monitoring of the project;

To bring forward programming opportunities that indicate potential for long-term partnership between UN-Habitat and national and local governments, and partners;

To make recommendations on what needs to be done to effectively promote and develop UN-Habitat's support to promote sustainable urbanization.

4. Evaluation Scope and Focus

The evaluation is expected to assess achievements, challenges and opportunities of the programme through an in-depth evaluation of results achieved. The focus should be on the completed and ongoing activities as well as the expected accomplishment of the program:

1. Improved legal structure for detailed planning and land management in Egypt, with an emphasis on city densification and extension
2. Strengthened planning policy making capacity at national level
3. Strengthened planning policy implementation capacity at governorate and city level
4. Improved regional knowledge on detailed planning for city densification and extension

The evaluation analysis will be based on the UN Habitat Evaluation Model (see Annex I) outlining the results chain and integrated with the program's log frame (see Annex II).

5. Evaluation Questions Based on Evaluation Criteria

The evaluation will base its assessments on the criteria of relevance, efficiency, effectiveness, impact and sustainability in line with standards and norms of evaluation in the United Nations system:

Relevance

To what extent are objectives and implementation strategies of the program consistent with UN-Habitat's strategies and requirements of the beneficiaries (Ministry of Housing, Ministry of Planning, Monitoring and Administrative Reform, Qalyoubia governorate, and other relevant actors)?

To what extent is the implementation strategy responsive to UN-Habitat's MTSIP and Strategic Plan and human development priorities such as urban poor, women and youth?

To what extent are the program's intended outputs and outcomes consistent with national policies and priorities, and the needs of target beneficiaries?

Efficiency

To what extent did the project management, Regional Offices, country offices and national partners have the capacity to design and implement the project? What have been the most efficient types of activities implemented?

To what extent were the institutional arrangements of UN-Habitat (at country, regional and headquarters levels) adequate for the projects? What type of (administrative, financial and managerial) obstacles did the program face and to what extent has this affected the program?

To what extent did actual results contribute to the expected results at output and outcome levels?

To what extent have delays and other changes during implementation affected cost-effectiveness?

Effectiveness

To what extent have the program's objectives and intended results (outputs and outcomes) been achieved or how likely they are to be achieved in line with the Theory of Change (i.e., causal pathways) of the UN Habitat Evaluation model? In this context cost-effectiveness assesses whether or not the costs of the projects can be justified by the outcomes, and how learning (from experience) during implementation was taken into account.

What types of products and services did UN-Habitat provide to beneficiaries through the activities of the program? What kind of positive changes have resulted from products and services delivered?

To what extent has the program proven to be successful in terms of ownership in relation to the local context and the needs of beneficiaries? To what extent and in what ways has ownership, or lack of it, impacted on the effectiveness of the program?

Impact Outlook

To what extent has the program attained (or is expected to attain) development results to the targeted population, beneficiaries, participants, whether individuals, communities, institutions, etc.?

Sustainability

To what extent did the projects engage the participation of beneficiaries in design, implementation, monitoring and reporting?

To what extent were the themes of the program aligned with national development priorities and contributed to increased national investments to accelerate the achievement of priorities at national, provincial and city/local level?

To what extent will the program be replicable or scaled up at national or local levels or encourage south-south and north-south collaboration, and collaboration between city managers, communities, and mayors?

To what extent did the program foster innovative partnerships with national institutions, local governments and other development partners?

The consultant may expand on the following issues, as necessary, in order to carry out the overall objectives of the evaluation.

Responsiveness to local government's specific priority areas;

Program coherence with UN-Habitat's mandate and added value;

Performance issues: effectiveness of monitoring and reporting of delivery and results of the project;

Gender equality, participation, and empowerment: Integration of gender equality in the design, planning, implementation of the projects and the results achieved;

Adequacy of institutional arrangements for the project and relevance of structures to achieve the planned results;

Identification of contribution to success or failure of certain performances (responses to these issues should be categorized by design, management and external factors, particularly context);

6. Stakeholder involvement

It is expected that this evaluation will be participatory, involving key stakeholders. Stakeholders will be kept informed of the evaluation processes including design, information collection, and evaluation reporting and results dissemination to create a positive attitude for the evaluation and enhance its utilization. Relevant UN-Habitat entities, United Nations agencies, national partners, beneficiaries of the program, donors, and other civil society organizations may participate through a questionnaire, interviews or focus group discussions.

7. Evaluation methods

The evaluation shall be independent and be carried out following the evaluation norms and standards of the United Nations System. A variety of methodologies will be applied to collect information during evaluation. These methodologies include the following elements:

Review of documents relevant to the project. Documents to be provided by the project management staff at Headquarters and Regional Offices, and documentation available with the donor and partner organizations (such documentation shall be identified and obtained by the evaluation team).

Documentation to be reviewed will include:

Original project documents and implementation plans;

Annual Workplan;

Monitoring Reports;

Reviews;

Strategic plans, as deemed relevant, such as Medium-Term Strategic and Institutional Plan (MTSIP) and Strategic Plan, United Nations Development Framework (UNDAF), National Development Plans, and other relevant UN-Habitat policy documents;

Outreach and communication material.

Key informant interviews and consultations, including focus group discussions will be conducted with key stakeholders, including each of the implementing partners. The principles for selection of stakeholders to be interviewed as well as evaluation of their performance shall be clarified in advance (or at the beginning of the evaluation). The informant interviews will be conducted to obtain qualitative information on the evaluation issues, allowing the consultant to assess project relevance, efficiency and effectiveness.

Field visits, if considered necessary and if deemed feasible with resource available to the evaluation, to assess selected activities of the projects.

The consultant will describe expected data analysis and instruments to be used in the inception report. Presentation of the evaluation findings should follow the standard format of UN-Habitat Evaluation Reports (evaluation purpose and objectives, approach, findings [achievements and assessments], conclusions, lessons learned, recommendations).

8. Accountability and Responsibilities

The UN-Habitat Egypt office will manage the evaluation, supported by the UN-Habitat Evaluation Unit and Urban Legislation, Land and Governance Branch. The UN-Habitat Egypt office will guide and ensure that the evaluation is contracted to suitable candidates. The UN-Habitat Egypt office will advise on the code of conduct of evaluation and provide technical support as required. The UN-Habitat Egypt office will ensure that contractual requirements are met and approve all deliverables (Inception Report/Workplan, Draft and Final Evaluation Reports).

A Joint advisory group with members from the Evaluation Unit, the Urban Legislation, Land and Governance Branch, the Regional Office for Arabic States and the UN Habitat Egypt Office will be responsible for comments on the inception report and drafts of the evaluation report.

The evaluation will be conducted by one national consultant. The consultant is responsible for meeting professional and ethical standards in planning and conducting the evaluation, and producing the expected deliverables in accordance with UN-Habitat evaluation policy and norms and standards for evaluation.

9. Qualifications and Experience of the Evaluation Team

The evaluation shall be carried out by one senior consultant. The consultant is expected to have:

Extensive evaluation experience. The consultant should have ability to present credible findings derived from evidence and putting conclusions and recommendations supported by the findings.

Specific knowledge and understanding of UN-Habitat and its mandate.

Experience in working with projects/ programs in the field of urban legislation and governance, planning and design, and finance and economy.

Advanced academic degree in political sciences, social economy, governance, local public administration, or similar relevant fields.

Recent and relevant experience in working in developing countries.

It is envisaged that the consultants would have a useful mix of experience and familiarity with public administration in various parts of the world.

Fluent in English (understanding, reading and writing) is a requirement. Knowledge of Arabic is highly desirable.

10. Work Schedule

The evaluation will be conducted over the period of 4 weeks, including the desk review (November 2015). The consultant is expected to prepare an inception work with a work plan that will operationalize the evaluation. In the inception report, understanding of the evaluation questions, methods to be used, limitations or constraints to the evaluation as well as schedules and delivery dates to guide the execution of the evaluation, should be detailed.

11. Deliverables

The three primary deliverables for this evaluation are:

Inception Report with evaluation workplan. Once approved, it will become the key management document for the evaluation, guiding evaluation delivery in accordance with UN-Habitat's expectations throughout the performance of contract.

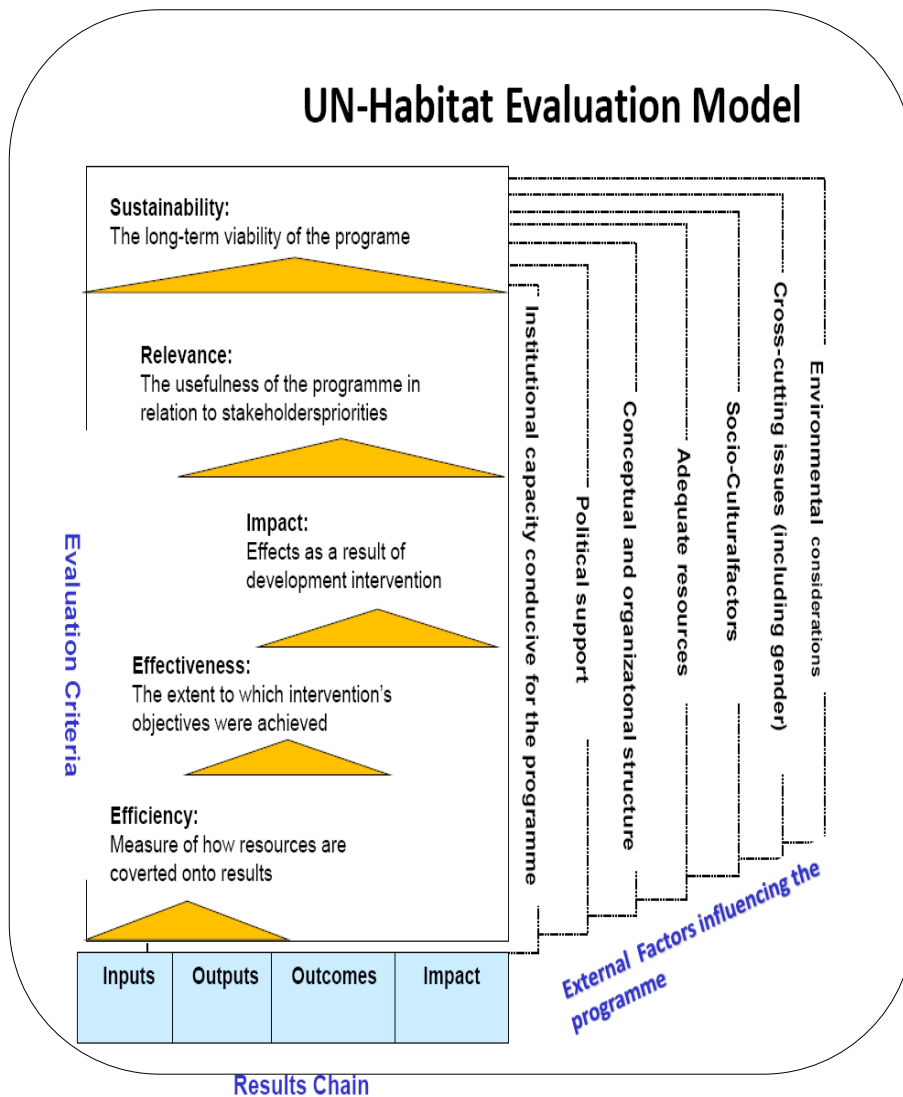
Draft Evaluation Reports. The consultant will prepare evaluation report draft(s) to be reviewed by UN-Habitat. The draft should follow UN-Habitat's standard format for evaluation reports.

Final Evaluation Report (including Executive Summary and Appendices) will be prepared in English and follow the UN-Habitat's standard format of an evaluation report. The report should not exceed 40 pages (excluding Executive Summary and Appendices). In general, the report should be technically easy to comprehend for non-specialists.

12. Resources

The funds for the evaluation of the project are available from project's budget. Daily subsistence allowance will be paid only when working outside the official duty station of the consultant. The remuneration rate of the consultant will be determined by functions performed, qualifications, and experience of the consultant.

Annex 1: UN-Habitat Evaluation Model



Annex 2: Expected Accomplishments and indicators of the Program

Expected Accomplishment	Indicator of Achievement	Baseline	Target	Data Source (for validating indicator)	
1. Expected Accomplishment <u>Improved legal structure for detailed planning and land management in Egypt, with an emphasis on city densification and extension</u>	Legal Assessment Report	n/a	1	Dissemination plan of report; Quarterly report	
	Round Table discussion with key stakeholders at the central, governorate, and local levels, including documentation	n/a	10	Dissemination plan of report; Quarterly report	
	Final Report highlighting outcomes of Legal Assessment Report and Roundtable Discussions	n/a	1	Dissemination plan of report; Quarterly report	
	Roundtable Discussion at different levels with key stakeholders on hypothesis	n/a	3	Dissemination plan of report; Quarterly report	
	Report highlighting key hypothesis	n/a	1	Dissemination plan of report; Quarterly report	
	White Paper/ Policy Brief (Strategy for legal and institutional reform)	n/a	1	Dissemination plan of report; Quarterly report	
	Outputs for Expected Accomplishment	No. of Units	When achieved (Quarter, Year)		
	Output 1.1:	1	Q3 2014		
	Analysis of the legal and institutional system supporting detailed planning and land management	Activity	Start Date	End Date	
		A1.1.1: Conduct mapping of legal system and link with political analysis from decentralization project	August 2013	October 2013	
A1.1.2: Facilitate consultations on legal system in pilot sites		October 2013	November 2014		
A1.1.3: Perform cross-referencing and		September 2014	August 2014		

		validation from consultations		
	Output 1.2:	1		
	White paper or policy brief describing tested and locally relevant options for reform	Activity	Start Date	End Date
		A1.2.1: Develop hypothesis	September 2013	October 2013
		A1.2.2: Conduct desk-based analysis of hypotheses	October 2013	November 2013
		A1.2.3: Facilitate consultations on short list of hypothesis scenarios	January 2015	June 2015
2. Expected Accomplishment <u>Strengthened planning policy making capacity at national level</u>	Roundtable Discussion on legal and institutional framework governing planning in Egypt	n/a	3	Documentation of roundtable discussion; Quarterly report
	Report presenting the key challenges identified	n/a	1	Dissemination plan of report; Quarterly report
	Roundtable Discussion on potential hypothesis and scenarios	n/a	3	Documentation of roundtable discussion; Quarterly report
	Report highlighting the key hypothesis	n/a	1	Dissemination plan of report; Quarterly report
	Roundtable Discussion to discuss the hypothesis	n/a	1	Documentation of roundtable discussion; Quarterly report
	Outputs for Expected Accomplishment	No. of Units		
	Output 2.1:	1		
	Legal analysis of national, regional and local planning processes	Activity	Start Date	End Date
		A2.1.1: Link legal analysis identifying vulnerable points (utilize political analysis from decentralization project)	September 2013	October 2013
		A2.1.2:	October	November

		Elaborate cross-reference of vulnerable points with policy options identified in decentralization project	2013	2013
	Output 2.2:	1		
	Assessment of legal implications of policy options	Activity	Start Date	End Date
		A2.2.1: Develop hypothesis	December 2013	February 2014
		A2.2.2: Conduct desk-based analysis of hypothesis	February 2014	March 2014
		A2.2.3: Consultations on short list of hypotheses	April 2014	October 2014
3. Expected Accomplishment <u>Strengthened planning policy implementation capacity at governorate and city level</u>	Training Guide drafted for consultants that will be undertaking Detailed Planning Process	n/a	1	Quarterly report
	Implementation of pilot intervention (as case study)	n/a	1	Documentation of case studies; Quarterly report
	Publication and dissemination of Training Guide	n/a	1	Dissemination plan of training guide; Quarterly report
	Training Workshops undertaken at central and local levels	n/a	4	Documentation of workshop; Quarterly report
	Outputs for Expected Accomplishment	No. of Units		
	Output 3.1:	1		
	Guide to detailed planning	Activity	Start Date	End Date
		A3.1.1: Develop preliminary draft of guide	November 2013	December 2013
		A3.1.2: Pilot testguide	January 2014	December 2014
	Output 3.2:	1		

	Enhanced awareness and capacity for use of the Guide in pilot sites	Activity	Start Date	End Date
		A3.2.1: Publish guide	January 2015	February 2015
		A3.2.2: Conduct training workshops in pilot locations	January 2015	March 2015
4. Expected Accomplishment <u>Improved regional knowledge on detailed planning for city densification and extension</u>	Roundtable Discussions	n/a	1	Documentation of roundtable discussion; Quarterly report
	Final Report	n/a	1	Dissemination plan of report; Quarterly report
		No. of Units		
	Output 4.1	n/a		
	Principles and agenda for development of approaches to detailed planning for city densification and extension in Islamic countries	Activity	Start Date	End Date
		A4.1.1: Organize international EGM (incorporating Islamic principles)	April 2015	April 2015
	A4.1.2: Prepare and circulate Report	May 2015	June 2015	

Annex II:

Rating of Performance by Evaluation Criteria

To ensure standard rating of performance in UN-Habitat evaluation reports, the following five point scale from '*highly satisfactory*' to '*highly unsatisfactory*' is used by the Evaluation Unit.

Rating of performance applies to the evaluation criteria specified in the Terms of Reference of the intervention that is being evaluated. Key criteria used are: Relevance, Efficiency, Effectiveness, Sustainability and Impact.

Table: Rating of performance	Characteristics
Highly satisfactory (5)	The programme/project had several significant positive factors with no defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.
Satisfactory (4)	The programme/project had positive factors with minor defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.
Partially satisfactory (3)	The programme/project had moderate to notable defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.
Unsatisfactory (2)	The programme/project had negative factors with major defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.
Highly unsatisfactory (1)	The programme/project had negative factors with severe defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.

Annex III : List of documents reviewed

The following documents were reviewed in the course of the evaluation:

Project documents

- Project document and implementation plan;
- Annual Report

Project outputs and deliverables

- Mapping the Legal Framework governing Urban Development in Egypt, UN-Habitat 2014
- Black Letter Law Analysis
- Jean du Plessis' mission report
- Legal framework of land management, registration and property rights in Egypt (in Arabic)
- Eminent Domain in Urban Extension Areas in Egypt
- White Paper on potential for increasing land-based financing for urban development
- Economic Housing and Urban Development Projects Fund: Legislative Framework and Reform Priorities
- Expansion outside the Zamam: legal challenges and the way forward
- Mapping the Legal Framework Governing Urban Development in Egypt
- Institutional Strengthening Action Plan
- Presentation of training workshop on legal framework governing planning
- Presentation on land readjustment
- Presentation on local level planning
- Presentation of the legal framework governing national level planning
- Training Guide on planning city extensions
- Presentations and the Training Guide on land based financial instruments
- Report of the Expert Group Meeting on Urban Planning Law in Arab States

Annex IV: Semi-structured Interview Guide

Introduction

Introduction of the evaluator and briefing on the purpose of the evaluation

Briefing on the evaluation methods

Main interview questions:

- What was your role in the project? What were the components/activities you were involved in?
- Please describe your overall experience from your involvement
- In your view, was the project relevant? In what way? Why?
- Did the project respond to the needs of your organization? Did it respond to the needs of the country? Why?
- Was the project implemented in the best possible way? What was successful in your opinion and what could be improved?
- What were the major challenges you encountered in the implementation?
- What were in your view the major success stories?
- Could you please describe your experience from the cooperation with UN-Habitat and the other actors involved in the project?
- What were the services offered by the project? Were these relevant, useful and effective?
- Were you involved in the different phases of design, monitoring and implementation? Was your involvement effective?
- Did the project produce, in your opinion, any results which are replicable?
- Did the project initiate any innovative partnerships?
- What did you learn from the project?
- Overall, was the project successful in your opinion? Why?
- What would you do differently in the future?
- Is there any other information that you would like to share with me and that you would like me to take into account in the evaluation?

Annex V: List of interviews conducted during the field mission

List of interviews

Cairo December 27th – 31st 2015

Un Habitat staff

- Mohamed Nada, Project manager, Egypt Country Office/ Urban Legislation Unit, 27/12/2015
- Magd Zahran, Project Officer, 27/12/2015
- Rania Hedeya, Programme Manager, UN-Habitat Egypt Project Office, 31/12/2015

National project partners at central level

- Dr. Salwa Abdel Wahab, Deputy of the General Organization for Physical Planning (GOPP), 27/12/2016
- Engineer Fatma Abdel Kader, Head of Central Department for Survey Affairs at the Regions, Land Survey Authority, 29/12/2016
- Dr. Hussein El Gebaly, Advisor to the Ministry of Housing and Urban Communities (MoHUC), 20/12/2016
- Engineer Hanaa Mohamed Abdel Moneim, Advisor to the Minister of Local Development (MoLD), 30/12/2016
- Dr. Nihal El-Megharbel, Senior Assistant to the Minister of Planning, Monitoring and Administrative Reform, 31/12/2015
- Dr. Assem Algazzar, Chairman of the General Organisation for Physical Planning of the Ministry of Housing, Utilities and Urban Communities, 31/12/2015

Governorate level

- Governor of Qalyoubia, Banha, 28/12/2016
- Engineer Manal Zein Abdeen Omar, Deputy of Urban Planning Department, Governorate, 28/12/2016
- Hisham Salah Ali, Manager, Engineering Affairs Department, Governorate, 28/12/2016

Beneficiaries

- Mohamed Fathy Metwally, landowner in Banha, participant in the pilot project, 28/12/2016
- Mohamed Abdel Naim, Pharmacist, landowner in Banha, participant in the pilot project, 28/12/2016

Experts /Academics /Civil society

- Prof. Dr. Ahmed Yousry, Professor of Urban Planning, dean of Faculty of Urban and Regional Planning, Consultant to UN Habitat, 29/12/2016
- Marwa Barakat, Urban Researcher, Tadamun initiative, Takween Integrated Community Development, 30/12/2016
- Mahmoud Elewa, Consultant to GOPP, 31/12/2015
- Hisham Hafez, Advisor to the GOPP Chairman, 31/12/2015