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# **Evaluation of GOPP-UNDP Projects**

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# Executive Summary

## Background

UNDP's overall mission is to help the Egyptian government in its efforts to reduce poverty and to promote sustainable development policies. The United Nations began providing development assistance to Egypt in 1953. UNDP Egypt supports activities in four practice areas: Poverty reduction, Energy and Environment, Democratic Governance, and Crisis Prevention and Recovery.

The General Organization for Physical Planning (GOPP) is the national Egyptian authority responsible for the planning process. GOPP was established in 1973 to be responsible for all planning activities in the country. According to Law 119/2008, The General Organization for Physical Planning (GOPP) is the body responsible for drawing up the general policy of the planning and development of sustainable construction, and the preparation of plans and programs of this development at the national and regional level and to maintain, and review and approve urban plans at the local level in the framework of the objectives of national, regional and local policies of planning and urban development sustainable.

UNDP began supporting the General Organization for Physical Planning (GOPP) in 1986. UNDP and GOPP have agreed to conduct an evaluation of four joint GOPP/UNDP projects in order to capture and validate their results so far, identify lessons learned and identify areas that require further support or strengthening.

The scope of the evaluation covers the GOPP projects which are supported by UNDP. Specifically the following projects are subject to evaluation:

- Implementation Mechanisms of the Strategic Development Plan of Southern Egypt- (2002- to date)
- Participatory National, Regional and Governorate Strategic Planning for Balanced Spatial Development (SpaD)- (2009 - to date)
- Strategic Urban Development Plan for Greater Cairo Region- (Jan 2008 – June 2016)
- Alexandria Participatory Strategic Urban Planning- (2009 – to date)

The objectives of the evaluation are to:

1. Assess and validate the achievements of the UNDP-GOPP projects, identifying the strategic, policy and institutional factors that have led to the realizing these achievements (or impediment of results).

2. Conduct a capacity assessment of the UNDP-GOPP (including regional centers) to identify existing capacities of the GOPP and identify needs that can benefit from additional support.
3. Validate the relevance, efficiency, effectiveness, and sustainability of the UNDP-GOPP projects development outcomes in realizing good governance and decentralization.
4. Provide recommendations for the future of UNDP-GOPP projects in relation to developing its role in developing strategic urban plans and detailed plans.
5. Assess how the UNDP-GOPP projects sought to mainstream gender in its activities as well as in the generated urban plans.
6. Assess UNDP-GOPP projects' communication plans and how effective they are in reaching their stakeholders.
7. Examine UNDP-GOPP projects' partnerships (including the UNDP-GOPP partnership) during the evaluation's timeframe and assess the value and relevance of these.

## **Limitations**

The evaluation of the project had some limitations. The first limitation is the nature of the strategic planning practices themselves which are not designed to achieve results in the short term. Three out of the four evaluated projects are of strategic nature and were aiming to achieve results within periods by or beyond 20 years from the project date.

Secondly, the legal mandates of GOPP as a planning authority without executive powers make any of the urban plans which are produced, though legally binding to the local authorities, not necessarily implemented on the ground. Thus the projects' designed outcomes and outputs are in many cases not achievable either due to lack of resources or lack of capacity for implementation especially at the local level.

Thirdly, all the projects subject to evaluation have faced delays in implementation due to unforeseen situations concerning changes in the Egyptian cabinet and governors – who are GOPP main counterparts - several times in the period from 2011 till the date of evaluation. The difficulties in presenting and discussing the projects' activities and plans with the relevant governors during that period resulted in some unexpected delays.

Finally, the long period which elapsed since the startup of some projects (e.g. since 2002) made it quite challenging to evaluate a project which has been designed and implemented a decade ago when all economic, social and planning contexts were different.

## **Main Findings**

### **I) Participatory National, Regional and Governorate Strategic Planning for Balanced Spatial Development**

#### ***Design of the Project***

In its design, the Project Document determined two regions to be piloted in the outputs linked to regional planning. The justification for piloting these two regions and the criteria on which the selection was based were not clearly stated. It is therefore recommended that reference to the previous studies (2<sup>nd</sup> implementation phase) would be referred to in the future project document(s).

During the early stages of the project design, review of previous national and regional planning took place. The review process was documented and lessons learned were taken into consideration in the project document. Reference to this documentation was made briefly in the project document. Therefore, it is recommended that such documentation be an integral part of the ongoing and future documentation effort.

In terms of Risk Analysis, the Project Document identified only 3 risks. While the first and third identified risks seriously affect the project goals, the proposed mitigation measures were only mentioned for the first risk.

In terms of national priorities and the need to integrate them into the national development plans, the project managed to identify the areas, sectors and regions which should be prioritized by the central government. This is with the exception of the development of the New Administrative Capital, which was not identified as a national priority for spatial development. It is therefore recommended to update the national spatial development plan to include this major component and discuss its interactions, potentials, risks and approaches to maximize the positive outcomes.

Several workshops and seminars were planned and implemented as part of the project activities. The outcomes of these events were documented as minutes of meetings. It is strongly recommended that these outcomes are utilized to be part of the overall project documentation effort in order to help future project designs to capture the lessons learned and overcome any early identified challenges.

#### ***Sources and Utilization of Funds***

The majority of the funds (85%) were allocated to produce studies and plans while 15% of the funds were allocated to capacity development. The budget allocations are relatively balanced.



### ***Overall Achievements***

Since its start and until 2014 (end date of the original project), the project managed to complete many of the planned outputs.

### ***Relevance***

This project is clearly relevant to both the UNDAF outcome and the CPAP outcome through the contribution of the strategic urban planning efforts in realizing these outcomes.

However, it was observed that the project did not clearly include approaches or activities which could contribute to reducing gender gap or improving environmental sustainability.

### ***Efficiency***

The project managed to achieve most of its planned activities within its original planned timeframe and with less financial resources. Therefore, the project is considered to be efficient in utilizing time and financial resources.

### ***Effectiveness***

The National Spatial Development Plan, regional strategic urban plans and governorate strategic urban plans were prepared by the project. The degree of adoption of these multi-level development plans could be considered moderate.

Due to the nature of the planning projects, and specifically SPAD project which builds a spatial development vision until 2052, it is a challenge to measure the effectiveness of project of such long term nature at their early stages. It is therefore recommended to develop milestones and indicators which can guide towards measuring effectiveness at both short term and long term.

### ***Sustainability***

The main sustainability challenge which was already identified by the Project Document is the brain drain phenomenon due to the lack of financial incentives within all government institutions and not specifically GOPP. This was obvious in the risk that will face the operation and maintenance of the sophisticated IT systems which GOPP, through this project, intends to develop.

In addition, GOPP may face financial sustainability challenges and will lack the flexibility in mobilizing resources once this project is completed with no further extensions. This is mainly due to the rigid and tough bureaucratic government procedures to mobilize resources.

### ***Impact***

Due to the nature of the SPAD project, being a long term vision, it is not possible to assess its impact at this stage. However, since many of the national development projects, which are currently being implemented, were stemming out from the National Spatial Development Plan, it can be considered that the SPAD project has succeeded in influencing other government institutions to incorporate the project outcomes into their respective strategies and core activities.

## **II) Strategic Urban Development Plan for Greater Cairo Region**

### ***Design of the Project***

The vision for GCR was initially prepared for the target year of 2050 with 3 main suggested pillars: Green, Global and Connected. In 06/2011, the vision was adapted to reflect the most recent socio-economic prospects of the Egyptians and the three main pillars were presented to the Project Board and approved to be: social justice, economic competitiveness and environmentally friendly.

Two general strategies were developed and three sectoral programs were determined. In addition, projects for achieving the eight pillars of the vision were identified. All of these pillars, strategies, programs and projects were well presented in a glossy report in both English and Arabic in hard and electronic copies and uploaded to GOPP website.

The project has achieved the planned targets and even exceeded this target by developing more detailed plans for other areas

### ***Sources and Utilization of Funds***

The majority of funds are from GOPP. In addition, both UNDP and UNHabitat have partial financial contribution to the project budget. As an overall assessment of the budget allocations, there is a sort of minimal unbalance among the three planned outputs with over allocation in Output 1 and under allocation in Output 4. This can be justified by the need to provide sufficient resources (equipment, supplies and technical expertise) to deliver the significant outputs which were expected to result from this project. In addition, several budget revisions were undertaken to reflect the need to re-allocate budget line to ensure that more resources are dedicated towards achieving the project technical deliverables.

## ***Overall Achievements***

During more than 7 years, several important achievements were completed which could be previewed according to project progress reports scope (2008-2015) as follows

- **Project setup is operational:**

- ✓ Main development sectors reports & brochure (13 Sectors):

- 1- Tourism sector
- 2- Environment sector
- 3- Water and Sanitation sector
- 4- Communications and Information Technology sector
- 5- Transportation sector
- 6- Trade sector
- 7- Industry sector
- 8- Health sector
- 9- Governance sector
- 10- Business and Banking sector
- 11- Media and culture sector
- 12- Education sector
- 13- Land and shelter sector

- ✓ A communication strategy was developed for the project to increase project outreach and communication with all stakeholders.

- ✓ Documentation of the public engagement and participation activities in developing GCR vision. with UN-HABITAT).

- **Strategic Urban Development plan for Greater Cairo Region is in Place:**

- ✓ Greater Cairo Urban development Strategy book :(The Future Vision and Strategic Directions) (Arabic version & English version).
  - ✓ Urban structuring study of Greater Cairo Region.
  - ✓ Urban structuring of the East Cairo Sector
  - ✓ Strategic plan for Cairo Governorate.
  - ✓ Strategic plan for Giza Governorate.
  - ✓ Socio-economic impact assessment study of Greater Cairo future vision and 5 priority projects.(with UN-HABITAT).

- **Detailed Urban Plan and Feasibility Studies for Subsidiary projects are in place:**

- ✓ Strategic Master Plan for Giza Pyramids area and Development Plan for Nazlet Al-Semman.
  - ✓ Study of Revitalization and Upgrading of the of Khedive's Cairo Zone.

- ✓ Detailed Plans and Executive Designs/ Documents for Nile Corniche at the Northern Sector of Giza City (Imbaba & Al-Warraq).
- ✓ Urban development plan for Helwan Corniche area
- ✓ Master Plan and Detailed Plan for developing Ministries area as a cultural heritage area in downtown Cairo.
- ✓ Urban Development project & Future vision for Al Fustat area .
- ✓ Urban Development project and Detailed Plan for Development of Al-Salam District.
- ✓ Detailed Plan for Integrated-Services Residential Area on Al-Qatameya Road.
- ✓ Urban development plan and priority projects of Matariya district.
- ✓ Master Plan and Primary Detailed Project for Residential & Serviced Plots for Development (Beit Al-Watan Program)
- ✓ Manual of Preparing Strategic Urban Plan for Egyptian Cities
- ✓ Initial conception of master plan and urban vision for the New Administrative Capital – Ain Al-Sokhna Road.
- ✓ Manual of Activities Distribution and Land Use in Egyptian cities

The above outputs are considered significant outputs. The main achievement of the Project is the considerable success in implementing participatory planning approach and working closely with various stakeholders and incorporating the inputs from different parties.

The project approaches and strategies were well studied and identified at its design phase. The success of these strategies to achieve the desired outcomes is partially achieved. One of the shortcomings is that no committee or coordinating body has been formulated to adopt the GCR vision or coordinate the efforts in order to move forward with the identified priority project.

### ***Relevance***

The GCR Strategic Urban Development Project, as planned, was in line with/relevant to the country UNDAF outcomes and should be contributing to the outcomes indicators. In practice, the design of the project had linkages between the project objectives, targets and outputs/activities and the above mentioned outcomes and indicators. However, the project activities, as planned, were not strongly linked to the higher level outcomes.

### ***Efficiency***

The expected outputs and annual targets determined that the demonstration projects and slum upgrading are implemented. Some of the identified priority projects were physically implemented. Given the time elapsed since the beginning of the project and the rate of implementation of demonstration projects, the Project has actually performed in a moderate to high efficiency especially when all the challenges which faced the project are considered.

### ***Effectiveness***

The GCR SUDP has managed to achieve the majority of its planned activities with the resources allocated. However, the challenges which faced the project and the delays in implementing the project activities affected the overall effectiveness of the project.

### ***Sustainability***

After completion of the project activities, there is no firm assurance that the GCR governorates will implement the relevant detailed outputs of the Project. This can be attributed to the lack of institutional or legal setup which mandates (and allocates budgetary resources to) the governorates to implement the strategic plans outputs. However, in practice, many of the project outputs have been adopted by the GCR governorates and implementation of significant detailed outputs are currently underway (such as North Giza, rehabilitation of Khedivate Cairo, development of segments of Nile Corniche and upgrading of fostat area....etc.).

### ***Impact***

There are many institutional and legal challenges which cause many of GOPP/UNDP projects have minimal physical impact. This is mainly due to the strategic nature of the planning process. In addition, the lack of linking municipal budgets with the outcomes of the strategic plans puts more challenges and obstacles to implement the planning outputs. Also, there is no legal requirements that bind governorates to adopt the developed strategic visions and strategic lines.

### **III) Strategic Development Plan of Southern Egypt (New Valley)**

#### ***Design of the Project***

This project has been running since 2002. The project has been extended many times until the final extension till 2017. As one of the oldest and still ongoing project, the design of the project has changed several times to fit into the evolving Egyptian economic, social, legal and political contexts. From the evaluation point of view, it is not possible to consider this project as one project despite the obvious efforts to extend the project within the same scope or trying to build on the previously designed or achieved outputs.

This project design started originally in an intact and well analyzed manner. However, due to the significant changes in the Egyptian context, it would have been more practical to reshape the entire project including its title which is no longer valid given the expansion of the geographical scope and also the technical activities. However, due to the lengthy procedures of formulating new projects and the urgent need to add new outputs to the Project as part of an upscaling effort, it was considered more pragmatic to extend and expand the ongoing Project rather than closing it and creating a new one.

#### ***Sources and Utilization of Funds***

The main source of the project funds is from governmental budget (GOPP budget) with minor contribution from UNDP (TRAC funds). Due to the resulting savings and upon renewal of the project, a budget revision was conducted and assigned more activities to be performed. These activities were, in some cases, outside the geographical scope of the project but were technically linked to the overall project objectives and outputs.

#### ***Overall Achievements***

Since its beginning, the project managed to achieve most of its planned outputs. For instance, several training and capacity development activities were performed for GOPP staff as well as the local authorities. The training events addressed mainly the strategic urban planning and attempted to deliver training sessions on community-based planning as well as environmental planning. One of the major achievements of the project (with multiple extensions) is the establishment of the National Urban Observatory (NUO). The NUO has accumulated wealth of data, information and indicators which provide a good picture not only on the urban conditions in the different cities but also provide specific housing indicators. The data, information and compiled indicators are regularly updated and published on GOPP website.

The project managed to prepare important studies such as:

- A framework for using urban indicators in planning and managing human settlements
- Rapid assessment of the state of Egyptian settlements: applying the DPSIR matrix
- Training manuals and Training of Trainers
- Unified Survey forms for data collection to develop housing and urban indicators
- Comprehensive urban indicators for seven cities in Egypt
- Several strategic urban plans for cities and villages
- Urban upgrading for many informal settlements in many governorates in Egypt
- Poverty Maps for five regions

### ***Relevance***

The project, in all its extensions, was generally relevant to the UNDAF outcomes and CPAPs. In terms of the relevance of the project activities to the project outputs, some of the activities were relevant to the outputs and others were not. The most obvious ones are outputs “C”, “E” and “F” where the planned activities did not necessarily lead to the realization of the outputs. This could be a “phrasing” issue of the outputs or a gap in properly designing the project’s logical frameworks.

### ***Efficiency***

The project has been running since 2002 and planned to be completed by 2017. The project started by 3 outputs which were increased to be 6 outputs. In terms of efficiency, many of the project outputs were achieved using the existing funds within specific period of time. Despite the achievement of many project outputs, unspent funds were realized and utilizes in expanding the project activities. Therefore it can be concluded that the project was efficient in achieving its planned activities while utilizing the allocated resources in a rational manner.

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### ***Effectiveness***

Due to the long period of time which elapsed since the project started and the late process of evaluation of the completed outputs, it is not possible to verify whether the project has been effective in realizing its outputs especially in few cases such as outputs “B” and “C”.

However, from reviewing the progress reports and achieved outputs, the project was successful in concluding several activities which were planned. In addition, the project responded to many

requests from different governorates for supporting them to develop detailed plans for upgrading specific informal areas within these governorates (such as Karnak in Luxor, Abu Hashish in Cairo).

### ***Sustainability***

The project has been successful in introducing new planning concepts and methodologies such as participatory planning. In addition, the project invested significantly in building GOPP capacity as well as the local authorities.

### ***Impact***

As indicated above in the “effectiveness” section, the project has been extended for over 13 years. The obvious impact of this project can be linked to the increased capacity of GOPP staff especially in new planning methodologies and the success in establishing the National Urban Observatory, Seven Regional Urban Observatories and production of urban indicators for some cities in Egypt as well as developing the first “prosperity index” for Egyptian cities.



## **IV) Strategic Urban Plan for Alexandria 2032**

### ***Design of the Project***

At the early stages, the concept of the project was clear in defining its objectives and set four strategy pillars to achieve its objectives:

The project design should have specified project activities or outputs to transfer the first strategy pillar (building on international best practices) into programmatic actions. In that case, activities which build on relationships with local and international experiences would have been clearly budgeted and implemented. This have been resolved by hiring an international consulting firm which brought the international expertise into context.

The capacity building component has received sufficient attention in the project document and was included as a stand-alone output (Output B) and allocated the necessary resources (financial, physical and human resources as well as sufficient timeframe).

### ***Sources and Utilization of Funds***

The overall project budget is primarily funded by the Government of Egypt (GOPP) with minor contribution from UNDP.

On the allocation of project funds determines that the percentage of “unplanned expenses”, which is the group of “contingencies, miscellaneous and cash/near cash” reached 11% of the total planned budget. This percentage can be considered high and indicated that there are plenty of activities which could not be identified during the project design stage.

### ***Overall Achievements***

According to the Project work plan, there are 3 outputs which are composed of 14 sub outputs or activities. Many of the project sub outputs were achieved. The most important output which was recently achieved is the development of the Draft Strategic Urban Plan for Alexandria.

Given the fact that the project document was signed in October 2009, and key milestones were reached. However there are still some activities which are not performed. Therefore, the level of achievement to date is considered moderate.

Despite the challenges which faced the project, it managed to conduct some important consultative activities. The project needs to exert more effort in engaging with the public and key stakeholders to incorporate their views in the upcoming remaining project activities.

### ***Relevance***

In principle, the project as designed is partially relevant to the above outcomes. The design of the project represented in analyzing the existing situation and planned outputs and activities should ultimately lead to the reduction of human disparities and improved capacity of institutions at the local level. However, the project design did not address gender gaps and did not identify, in detailed manner, how the environmental sustainability will be improved. The project output was designed to be fully relevant with the project ultimate outcomes and strategic objectives.

### ***Efficiency and Effectiveness***

The project has managed to deliver the majority of its three outputs. Despite the extended period of the project performance which affected its efficiency, the project succeeded in addressing key challenges which face Alexandria and provided a vision to overcome them. As an overall assessment, the project is considered to be “moderately effective” in reaching its designed outputs.

### ***Sustainability***

The main principles adopted by this project are generally in line with the Egyptian legal requirements and GOPP practices. With support from UNDP, GOPP has institutionally anchored many of the adopted principles such as participation, communication and capacity development.

It is recommended that UNDP continues its support to GOPP to institutionalize some of the adopted approaches especially on communication and partnership with key stakeholders.

### ***Impact***

The nature of strategic planning provides guidelines and legally binding constraints which should ultimately lead to planned future development. Therefore, due to this nature, most of the direct impacts can't be assessed during the lifetime of the project. However, it is recommended that some achievable milestones should be targeted to be achieved during early stages of the project.

Despite the above, the project impact surpasses the production of city new administrative boundaries (Hayez) and strategic plan. Some of the important indirect impacts of the project can be summarized as follows:

1. To convey new methods and tools in SUP preparation due to the involvement of International consultancy. The new approaches are related to the visioning process (with the involvement of both AS&P and Ernest & Young), projects prioritization and surveys, assessment of real estate and land value, proposing new management framework for SUP implementation.

2. Training of staff in both RC and LA on SUP and GIS. The staff is now better prepared to conduct collaborative planning and is well aware of new techniques and approaches.
3. The strengthening of the linkage (and trust) between GOPP/RC and the local authority. LA is now more confident and well aware of the role and expertise that could be provided through GOPP. This was observed on the increased involvement of GOPP RC in the decision making process with the Governor and Deputies.
4. Better and easier flow of data (including GIS) between RC and LA.
5. Better awareness among the NGOs, Business community and academia on the Alex SUP and the role of GOPP.

Increased collaboration and coordination with other ‘sectoral’ development initiatives in Alexandria. This coordination is ensuring that the priorities and development initiatives are approved by SUP and harmonized with the other projects strategies.

## **Main Conclusions and Key Messages**

### ***A. Engagement of UNDP in GOPP projects***

UNDP has been engaging with GOPP in implementing several projects continuously for over 15 years. This long cooperation period indicates a successful and constructive relationship. The engagement with UNDP allows GOPP to implement large scale national planning projects with more flexibility and accessibility to national and international expertise. It also allows GOPP to allocate resources to implement key activities such as capacity development and strengthening its intuitional technical and physical resources in a less bureaucratic manner.

Through UNDP global access to expertise, the GOPP projects managed to mobilize competent human resources and recruit top notch national and international experts and consulting firms who supported in delivering high quality deliverables in the planning field as well as in institutional strengthening, skills development and management fields. In addition, UNDP supported GOPP projects to be more visible on the national and international levels.

For UNDP, the cooperation with the Ministry of Housing, Utilities and Urban Communities represented by GOPP, is considered a strategic partnership due to the highly significant role that GOPP plays, or the high potential to play, to achieve Egypt’s developmental goals. GOPP represented a reliable and competent counterpart who continuously showed commitment towards implementing the agreed upon projects’ outcomes and outputs. Over the past 15 years, the cooperation with GOPP has been uninterrupted despite change in GOPP and UNDP management

and project officers. This indicates that both institutions have a very strong working relationship which can be utilized to achieve more successful outcomes.

It is therefore concluded that the cooperation between UNDP and GOPP should continue and move towards new areas of common interests.

The evaluator strongly recommend that both UNDP and GOPP engage in a strategic dialogue to discuss strategic goals that can be achieved with the upcoming 3-5 years. The outcomes and outputs of the joint projects can have much bigger impact if legal and institutional reforms take place on the national level and in cooperation with other Government authorities such as Ministry of Planning, Ministry of Local Development and Ministry of Finance. UNDP can be seen as a competent and well positioned institution to facilitate inter-institutional dialogues to address the challenges which face GOPP projects and how to overcome them in cooperation with other government authorities.

In addition, UNDP and GOPP can engage in projects which have closer links towards achieving the CPAPs building on GOPP competencies and UNDP access to expertise across several development sectors in Egypt.

### ***B. Relevance and Impacts of GOPP/UNDP Projects to CPAPs***

All the four projects which have been supported by UNDP are of relevance to the CPAPs. The degree of relevance varies from one project to the other. In the reviewed projects, the sections discussing the relevance of the projects to CPAPs (or previously UNDAFs) need to be elaborated and clarified. UNPD is recommended to work closely with GOPP during the project design/preparation phase to agree on more closely CPAP-linked outcomes, outputs and activities.

Given the nature of the planning process which usually achieve the desired outcomes over a long period of time, it is more challenging to measure the impacts of the GOPP/UNDP projects within a project's lifetime. It is therefore recommended to work harder at the project design phase to define short-term and medium-term measurable impacts. Due to the fact that the implementation of plans are not within GOPP mandates, the need for framing ambitious yet achievable targets is essential. It is strongly recommended to involve and engage with the beneficiary institutions at early stages (as early as project design) to ensure or at least increase chances of implementation of the produced project outputs.

In terms of impacts on GOPP, it is evident that the cooperation with UNDP has resulted in strengthening GOPP's institutional capacity, bringing in new planning approaches (such as participatory planning and participatory upgrading of informal areas), exposing GOPP staff to international experiences and working closely with national and international experts and firms.

The emphasis of the GOPP/UNDP projects on transparency, communication, participation and sensitivity to vulnerable groups as well as gender balance has resulted in bringing these terms into practice in most, if not all, GOPP projects and activities. This emphasizes the need to work closely to define short-term, medium term and long term.

### ***C. Enhanced partnerships***

As mentioned above, while all GOPP/UNDP projects emphasize on the participatory approach and engagement of stakeholders in the planning process, it is worthwhile re-investigating the roles of the different stakeholders who can enhance and enrich the planning process and may increase the chances for actual implementation of the produced outputs. GOPP, with UNDP support, can re-assess the concepts of “participation” and stakeholders’ engagement. Over the past decade, GOPP staff and consultants built a strong experience in dealing with local partners, civil society and other stakeholders. It is recommended that this experience to be evaluated, enhanced and shared with other government institutions as a way to ensure the successful implementation of the different GOPP/UNDP projects outputs.

The earlier identification, engagement and partnerships with relevant and key stakeholders provide a better chance for smooth implementation of projects.

In future cooperation projects, UNDP is recommended to work closely with GOPP to ensure local ownerships of the projects through enhanced partnerships with civil societies and other forms of citizen engagement such as volunteerism, which can expand impact and development effectiveness by fostering greater social inclusion.

### ***D. Role of UNDP among UN agencies and other development partners***

UNDP has a very strong convening power which can bring many UN agencies and other development partners to work together towards achieving Egypt’s CPAP. It is recommended to engage, as seen feasible and constructive, specialized UN agencies who are relevant as well as other members of the development partner group (DPG) at important stages of the design/implementation cycle of a GOPP/UNDP projects. There are many ongoing/planned development activities which can be harmonized with GOPP/UNDP project activities. Although there were references to cooperation with other UN agencies in the reviewed project documents, this cooperation did not materialize except in very few cases.

### ***E. Communication and outreach***

Many of GOPP/UNDP projects have produced very important national and regional plans which are currently being adopted by the Government of Egypt. It is unfortunate that these efforts are not

widely communicated to the public through various communication channels. For instance, the four evaluated projects are considered of national/regional importance and many efforts have been exerted to produce successful outputs. It is strongly recommended to communicate with a wider range of interest groups to showcase the efforts which have been made, and ongoing efforts, to change the urban conditions on the national and regional scale. GOPP and UNDP worked closely to develop a communication strategy. It is recommended to put this strategy into implementation, evaluation and modification if necessary.

# **1. Introduction**

## **1.1 UN in EGYPT**

The United Nations Country Team (UNCT) in Egypt consists of 24 resident agencies which work closely with the Government of Egypt, NGOs, Civil Society Organizations and others in the national and international community. In Egypt alone, the UN employs more than 1,700 national and international staff, with specializations across all disciplines, including health, agriculture and development. The Resident Coordinator is the designated representative of the UN Secretary-General and leader of the UNCT in Egypt. The UN Resident Coordinator works with the UNCT to ensure an effective and coordinated UN response to current development challenges and promotes the collective voice of the UNCT in influencing policy debate and development in Egypt. The UNCT works in five priority areas:

- Poverty Alleviation through Pro-Poor Growth and Equity
- Quality Basic Services
- Democratic Governance
- Food Security and Nutrition
- Environmental Sustainability and Natural Resource Management

## **1.2 UNDP in Egypt**

### **1.2.1 Background**

The United Nations began providing development assistance to Egypt in 1953. UNDP Egypt is one of 17 UNDP offices in the Arab region covered by the UNDP headquarters Bureau for Arab States (RBAS),

### **1.2.2 Mission and Vision**

UNDP's overall mission is to help the Egyptian government in its efforts to reduce poverty and to promote sustainable development policies. UNDP Egypt supports activities in four practice areas: Poverty reduction, Energy and Environment, Democratic Governance, and Crisis Prevention and Recovery. In all its activities, UNDP encourages the protection of human rights and the empowerment of women. UNDP Egypt has adopted the "Results Based Management" (RBM) approach which aims to show how UNDP is making a contribution to improving the development situation of the country. UNDP Egypt is applying the RBM approach to all of its projects and thus creating a results-orientated project management system.

### **1.2.3 UNDP Cooperation with GOPP**

UNDP began supporting the General Organization for Physical Planning (GOPP) in 1986 through a project establishing a GOPP Regional Center in Ismailia for the Suez Canal Economic Region. Since then and building on the success of this project, the GOPP and UNDP embarked on several other initiatives to promote good governance and induce institutional transformation by decentralizing decision-making process and applying participatory planning methods in planning and executing physical plans.

## **1.3 About GOPP**

### **1.3.1 Background**

The General Organization for Physical Planning (GOPP) is the national Egyptian authority responsible for the planning process. GOPP was established in 1973 to be responsible for all planning activities in the country. Currently the GOPP is involved in organizing the planning process on all levels (regional, urban, and detailed) and preparing planning guidelines, urban development programs and coordination of the planning processes all over Egypt. This involves monitoring the implementation of plans through cooperation with the local authorities, conducting and supervising urban studies (e.g. concerning transportation system, infrastructure, waste handling and treatment plants and environmental studies) proposing and developing planning related legislations, monitoring urban extensions to stop urban sprawl over agricultural and environmental sensitive areas and preparing village planning strategies and policies all over Egypt. More, the GOPP is responsible for building capacity for planning professionals in all planning levels and areas.

### **1.3.2 Responsibilities of GOPP**

According to Law 119/2008, The General Organization for Physical Planning (GOPP) is the body responsible for drawing up the general policy of the planning and development of sustainable construction, and the preparation of plans and programs of this development at the national and regional level and to maintain, and review and approve urban plans at the local level in the framework of the objectives of national, regional and local policies of planning and urban development sustainable.

GOPP follows strategic planning approach to develop an integrated vision of the future for sustainable development to ensure the exit strategy applicable to participate in and placed all stakeholders and development partners.



### **1.3.3 Scope of Work and Duties**

The GOPP core activities include:

- Organizing and consolidating Urban Development on the National and Regional levels;
- Preparation of strategic plans for urban development and the development of implementation mechanisms;
- Urban Research and Sectorial Studies preparation;
- Urban Planning ToR and Guidelines preparation;
- Regulate the Urban Planning and Development activities/work;
- Development and Capacity Building of local capabilities;
- Assess and update urban information and indicators; and
- Propose and provide technical input on relevant laws and regulations;

### **1.3.4 Organizational Structure**

The General Organization for Physical Planning (GOPP) is composed of five central departments and 6 general departments directly subordinate to the president of the Board of Directors consists of the number of employees 455 workers, including 347 working in headquarters and 108 working in the seven planning regions offices and organizational structure as follows:

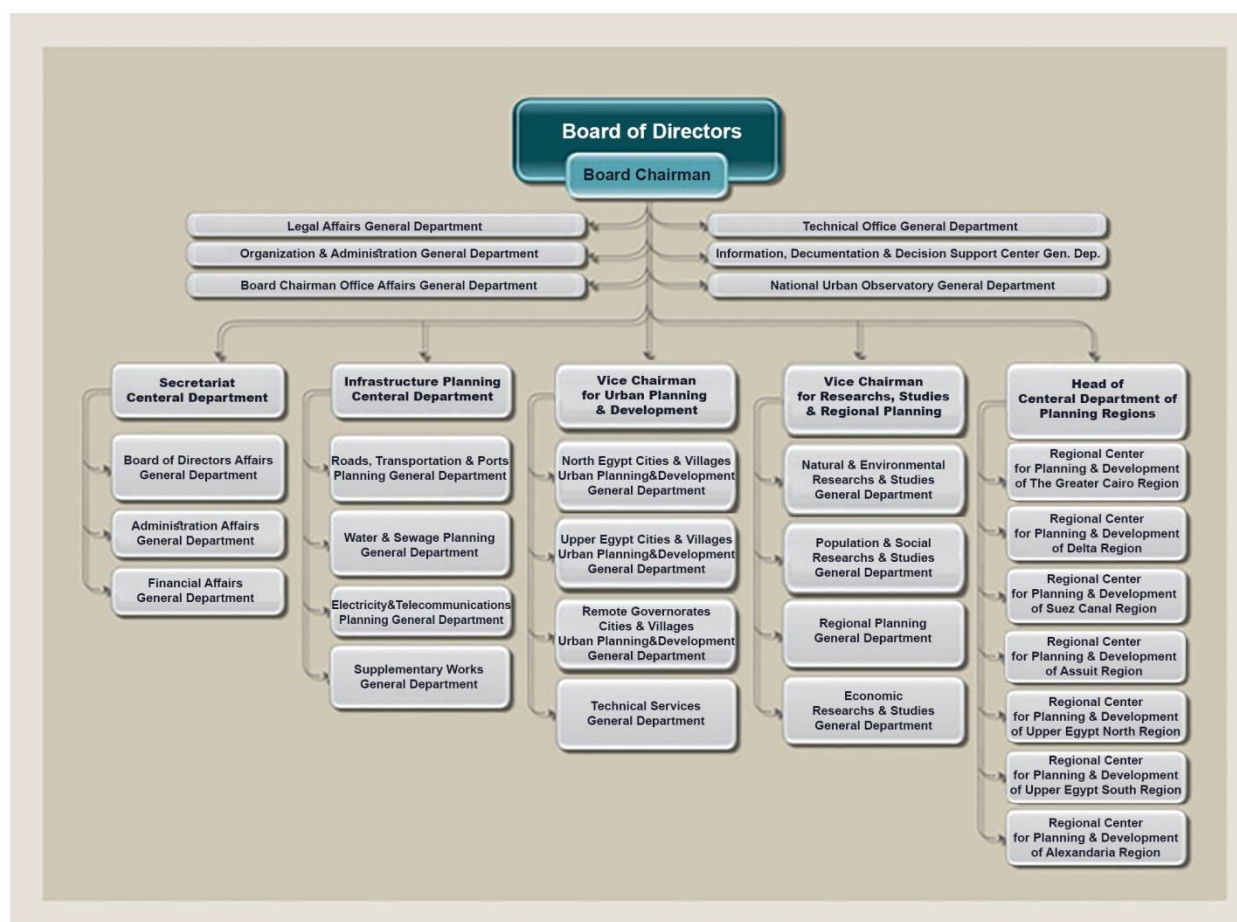


Figure 1: GOPP Organizational Structure

Source: GOPP website

## 1.4 Purpose and Objectives of the Evaluation

### 1.4.1 Purpose of the Evaluation

UNDP and GOPP have agreed to conduct an evaluation of the four GOPP projects in order to capture and validate their results so far, identify lessons learned and identify areas that require further support or strengthening. This evaluation is quite timely, having two of the projects (SpaD and Alexandria) recently extended for new phases, whereas a proposal for a new project is under review to replace the terminating project of the Strategic Urban Development Plan for Greater Cairo Region.

The evaluation will serve the following purposes:

1. Validate results reported by the GOPP
2. Articulate the results in messages that could be used in communication on GOPP achievements.
3. Identify existing institutional strengths that the GOPP enjoys for the continuation the four projects, as well as the areas that can be further strengthened to help GOPP more effectively promote for an enhanced physical and urban planning.

### **1.4.2 Objectives of the Evaluation**

The objectives of the evaluation are to:

8. Assess and validate the achievements of the UNDP-GOPP projects, identifying the strategic, policy and institutional factors that have led to the realizing these achievements (or impediment of results).
9. Conduct a capacity assessment of the UNDP-GOPP (including regional centers) to identify existing capacities of the GOPP and identify needs that can benefit from additional support.
10. Validate the relevance, efficiency, effectiveness, and sustainability of the UNDP-GOPP projects development outcomes in realizing good governance and decentralization.
11. Provide recommendations for the future of UNDP-GOPP projects in relation to developing its role in developing strategic urban plans and detailed plans.
12. Assess how the UNDP-GOPP projects sought to mainstream gender in its activities as well as in the generated urban plans.
13. Assess UNDP-GOPP projects' communication plans and how effective they are in reaching their stakeholders.
14. Examine UNDP-GOPP projects' partnerships (including the UNDP-GOPP partnership) during the evaluation's timeframe and assess the value and relevance of these.

### **1.5 Report Outline**

The evaluation report is divided into 5 sections.

Section 1: introduces partner organizations (UNDP and GOPP) with a brief description of their mandates

Section 2: presents the methodology used in the evaluation of the subject projects

Section 3: presents the key findings of the evaluation and an assessment of the projects in specific items

Section 4: presents the main conclusions, lessons learned and conclusions.

Section 5: Annexes

## **2. Evaluation Methodology**

### **2.1 Evaluation Scope and Criteria**

The scope of the evaluation covers the GOPP projects which are supported by UNDP. Specifically the following projects are subject to evaluation:

- Implementation Mechanisms of the Strategic Development Plan of Southern Egypt- (2002- to date)
- Participatory National, Regional and Governorate Strategic Planning for Balanced Spatial Development (SpaD)- (2009 - to date)
- Strategic Urban Development Plan for Greater Cairo Region - (Jan 2008 – June 2016)
- Alexandria Participatory Strategic Urban Planning- (2009 – to date)

### **2.2 Data Collection Methods and Data Analysis**

In order to conduct the evaluation of the above projects and to reach concrete conclusions, the evaluator collected the available information related to the evaluated projects. The methods used for data and information collection were as follows:

#### **Review the Project Documents**

The Project Documents were used as the main source and the main “reference” for project evaluation. The evaluation process always referred to the Project Documents in order to identify the scope of the individual project, years of performance, determined objectives, targets and project activities which were undertaken to achieve the set targets.

#### **Review other documentation**

In order to validate the project outputs and the degree of achievements and realization of the identified objectives, outputs and project targets, all relevant documentation were carefully reviewed. Among the reviewed documents are the following:

- progress reports
- minutes of meetings (mainly for project boards)
- annual work plans
- project publications
- training plans and manuals
- project presentations
- articles and speeches relevant to the project.

- Photos and videos
- Internet sites.

**Interviews with key informants, stakeholders and beneficiaries:**

At the beginning of the evaluation of each project, key stakeholders and informants were identified and interviewed. The key informants were instrumental to understand the different aspects related to the project and to either cover some information gaps or to validate some data and actions. A list of interviewed persons is presented in the annex section of this report.

**Field visits:**

The evaluator conducted a field visit to Alexandria as part of the evaluation of the Strategic Urban Plan for Alexandria City 2032 and to understand the role of the regional centers represented by Alexandria Regional Center.<sup>1</sup>

**Probing the project outcome/output indicators,**

The evaluation process debated the project outcome/output indicators and determined whether these indicators were properly designed to lead to the realization of the project outcomes and outputs.

## **2.3 Limitations**

The evaluation of the project had some limitations. The first limitation is the nature of the strategic planning practices themselves which are not designed to achieve results in the short term. Three out of the four evaluated projects are of strategic nature and were aiming to achieve results within periods by or beyond 20 years from the project date.

Secondly, the legal mandates of GOPP as a planning authority without executive powers make any of the urban plans which are produced, though legally binding to the local authorities, not necessarily implemented on the ground. Thus the projects' designed outcomes and outputs are in many cases not achievable either due to lack of resources or lack of capacity for implementation especially at the local level.

Thirdly, all the projects subject to evaluation have faced delays in implementation due to unforeseen situations concerning changes in the Egyptian cabinet and governors – who are GOPP main counterparts - several times in the period from 2011 till the date of evaluation. The difficulties in presenting and discussing the projects' activities and plans with the relevant governors during that period resulted in some unexpected delays.

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<sup>1</sup> The other 3 projects are managed and operated entirely from GOPP Headquarters in Cairo. Therefore no other field visits were required.

Finally, the long period which elapsed since the startup of some projects (e.g. since 2002) made it quite challenging to evaluate a project which has been designed and implemented a decade ago when all economic, social and planning contexts were different.

### **3. Key Findings of the Evaluation**

#### **I) Participatory National, Regional and Governorate Strategic Planning for Balanced Spatial Development**

##### **Design of the Project**

The project has three clearly defined outputs:

- a) A national spatial development plan guiding physical development of Egypt until 2050 prepared;
- b) Two regional plans in accordance with the National Spatial Plan in addition to seven Governorate plans in accordance with the regional plans prepared.
- c) Consolidation of the participatory strategic planning capabilities of GOPP's regional centers.
  - Complete and embed information management systems throughout all seven of GOPP's regional physical planning center
  - Take the SUP guidelines through a full budgetary cycle
  - Communicate project achievements to a wider set of stakeholders.

The project estimated that the above outputs will be achieved in 5 years starting from 2009 and ending in 2013. The project has been extended till 2017 and increased budget.

The project document provided a brief situation analysis of the weaknesses which face the urban planning mechanisms. It emphasized on the need to link economic development plans with the urban development plans. It also identified the existing gaps in the different planning levels: national, regional, governorate levels. At the time the project document was prepared, it was already 1 year after the issuance of the unified building law 119/2008. This law puts clear mandates for GOPP to prepare strategic urban plans on different planning levels. It also determines the regional administration and institutional responsibilities to implement the regional plans, however the project planned outputs and activities were sufficiently linked to the situation analysis and addressed the raised issues.

In its design, the Project Document determined two regions to be piloted in the outputs linked to regional planning. The justification for piloting these two regions and the criteria on which the selection was based were not clearly stated. It is therefore recommended that reference to

the previous studies (2<sup>nd</sup> implementation phase) would be referred to in the future project document(s).

During the early stages of the project design, review of previous national and regional planning took place. The review process was documented and lessons learned were taken into consideration in the project document. Reference to this documentation was made briefly in the project document. Therefore, it is recommended that such documentation be an integral part of the ongoing and future documentation effort.

Although the project document in its design did not identify the institutional arrangements as a gap or a potential threat to the success of the project, during implementation, the project realized this gap and managed to overcome it by holding regular holding regular meetings with the relevant governors within the region as well as conducting regular work group meetings with governorate relevant staff.

In terms of Risk Analysis, the Project Document identified only 3 risks: lack of cooperation from other government institutions, lack of funds and maintenance failure of IT systems. While the first and third identified risks seriously affect the project goals, the proposed mitigation measures were only mentioned for the first risk. In terms of national priorities and the need to integrate them into the national development plans, the project managed to identify the areas, sectors and regions which should be prioritized by the central government. This is with the exception of the development of the New Administrative Capital, which was not identified as a national priority for spatial development. It is therefore recommended to update the national spatial development plan to include this major component and discuss its interactions, potentials, risks and approaches to maximize the positive outcomes.

The project determined that it will develop and implement a communication strategy to share the project outputs with the different stakeholders and the public. The strategy was developed but the implementation process is not clear. As mentioned earlier, the Project Document did not identify who are the target audience of the project outputs and the best method for communicating with them. Although the project has allocated sufficient resources to hold a national conference to disseminate the outcomes of the SPAD project, unfortunately this conference was planned to take place but was cancelled. It is strongly recommended to hold a national conference to disseminate the important outcomes of the SPAD project to the experts/practitioner community as well as the general public.

Several workshops and seminars were planned and implemented as part of the project activities. The outcomes of these events were documented as minutes of meetings. It is strongly recommended that these outcomes are utilized to be part of the overall project documentation

effort in order to help future project designs to capture the lessons learned and overcome any early identified challenges.

### **Sources and Utilization of Funds**

The overall project budget is US\$3,850,000 with major funding from GOPP (US\$3,600,000) and minor contribution from UNDP (US\$250,000). In TRAC 2, UNDP added US\$150,000 to its contribution so the overall budget was increased to be US\$4,000,000

This budget has been increased in the project extension to be US\$5,100,000. The majority of the funds (85%) were allocated to produce studies and plans while 15% of the funds were allocated to capacity development. The budget allocations are relatively balanced. In the request for project extension, additional funds were requested due to the increase in activities requested by the Government. Output E in the project extension has allocated sufficient funds for the project management.

### **Overall Achievements<sup>2</sup>**

Since its start and until 2014 (end date of the original project), the project managed to complete many of the planned outputs. According to the project board meeting minutes in 2014, the following outputs were achieved:

#### **A) A national spatial development plan produced**

- Project setup completed
- General national profile was prepared
- National spatial vision was formulated
- National Strategic Urban Development Plan produced

#### **B) Two regional plans in accordance with the National Spatial Plan**

- The strategic regional planning guidelines was prepared and piloted on North Upper Egypt Economic Development
- Strategic regional planning for Suez Canal Economic Region was prepared

#### **C) Seven Governorate plans in accordance with the regional plans produced**

- The Governorate Strategic Regional Planning guidelines for 3 governorates in North Upper Egypt and 3 governorates in Suez Canal economic regions were prepared;

#### **D) Consolidation of the Participatory Strategic Planning Capabilities of GOPP's Regional Centers**

- Regional Planning Centers capabilities in IMS were consolidated

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<sup>2</sup> Detailed project achievements are fully documented and detailed in the project regular progress reports reviewed by the evaluation consultant (2011 – 2015)



- IMS procedures to make comprehensive use of the existing GOPP network and 7 RPPC's in according with the IMS to be implemented is ongoing
- In addition to the above, a comprehensive communication strategy was prepared.

#### **E) Institutional Direct Support**

- In year 2011, the SpaD Website was updated. The website was under continuous revisions and updates during the Project's lifespan. In addition, the Project activities were updated in FastTrack9 – the project management software selected by the Project –and the entire Project documentations were linked to their activities in the software. This organization of the work has assisted the Project Management in a more efficient filing system that enables the monitoring and follow up of the Project activities and outputs.
- During years 2012, 2013 and year 2014, Fast-track management software was updated with all information; activities and outputs achieved during the year. The website was also updated with the relevant information and work progress.

#### **Challenges**

The main challenges which faced the project were as follows:

- The changes in the government structure since January 2011 – especially in governors - affected some of the project deliverables. This is mainly due to the need to present the proposed development plans several times to the different governors to seek their inputs and gain their adoption of the plans.
- The New Administrative Capital, despite being a major spatial intervention that will affect the national spatial development plan, was not addressed as part of SPAD initial activities or components. This required GOPP to revisit the National Spatial Development Plan to incorporate this major element into the version which is currently being updated
- The technical staff changing rate in GOPP (technical staff taking unpaid leaves) puts more pressure on GOPP to deliver the project requirements efficiently and using less human resources.
- Adoption of the National Spatial Development Plan should be on the highest political level (similar to Egypt Vision 2030) so that all relevant authorities and ministries allocate necessary resources and prepare detailed action plans in order to achieve this plan.
- Although all the national projects have been identified either as an outcome of the SPAD national spatial development report or incorporated in it, no reference or cross reference of these projects has been credited to the SPAD project.

## **Opportunities**

- In 2016, The Government of Egypt launched the Sustainable Development Strategy – Egypt Vision 2030. This vision is currently being incorporated in the updated version of the National Spatial Development Plan. The National Spatial Development Plan and the Egypt Vision 2030 have to complement each other. Therefore close cooperation and coordination between the relevant authorities will enhance both the vision and the development plan in favor of more coherent and integrated development vision for Egypt.
- Highest level of political commitment towards implementation of strategic development projects give very high importance to the role of GOPP as “a governmental expert house” to provide knowledge and best practices which put the development projects into a properly planned vision and strategy.
- It is strongly recommended that the National Spatial Development Plan is updated to include detailed discussions and analysis of the New Administrative Capital.
- The formulation of the Egyptian Parliament represents an opportunity to widen the scope of consultations and communication about the produced national, regional and local urban development plans in order to gain the necessary political support and wider range of public consensus.

## **Assessment of the Institutional Arrangements**

The designed project management arrangement followed the standard UNDP guidelines for project management. A project board was formulated and included four parties: GOPP, UNDP, Ministry of Foreign Affairs and Ministry of Local Development. The Project Management Unit (PMU) was composed of a project manager, coordinator of workgroups, accountant and administrative support staff.

In terms of institutional arrangement, the designed partnership strategy as described in the project document included two external government partners: Ministry of Local Development and Ministry of Economic Development (currently merged into Ministry of Planning). Since these two ministries were not signatory to the project document, it was necessary to determine how the project would engage them in the project activities such as memoranda of understanding, cooperation protocols, inter-governmental coordination within the Cabinet of Ministers or any other coordination mechanisms. And due to the absence of these two institutions, they were not represented in any of the Project Board meetings (although determined as “senior users” in the formulation of the Project Board). However, the Project

management overcame this gap and formulated several workgroups which involved the above partners and many other parties which were identified during the project implementation.

### **Assessment of Project Approaches**

The project strategy was built on three approaches:

- i) Hierarchal integration of plans
- ii) Capacity building
- iii) Monitoring and evaluation

Under the first approach, the following outputs were determined:

- Develop a national spatial development plan.
- Prepare two strategic regional plans
- Prepare Seven Governorate strategic plans

Under the second approach, three levels of capacity development were planned:

- Senior GOPP management level
- GOPP regional centers staff
- Planning units staff within the local authorities

The third approach indicated that it would utilize the monitoring and evaluation section within the previously prepared “Strategic Urban Planning Guidelines” and the set of M&E tools developed in previous projects.

The three above approaches are closely interlinked and formulate a good project strategy to achieve desired results. However, the project managed to undertake the first approach with full success while the two other approaches were largely achieved. The main barrier to hold international conference on urban challenges facing Egypt and neighboring countries was due to the turmoil in Libya and other countries in the region. . Regarding the third approach (M&E), the project adopted and implemented the regular project management practices in all GOPP/UNDP projects using the frequent progress reports as the main tool for monitoring the project activities. Since the project document referred to the GOPP M&E guidelines and in accordance with the SUP guidelines previously produced, it is recommended that these M&E measures and practices are fully adopted by the project

As an overall assessment, the project approaches were designed in a practical, yet scientific and well thought of manner. The project components were largely linked with the situation analysis and were adopted during project implementation to a large extent.

On another side, although not stated clearly as part of the project approach, the project document determined that it would be built on the previous efforts supported by the Swedish International Development Agency (SIDA). It also determined that it will continue support to two pilot cities (Zifta and Awlad Sakr) in cooperation with UNIFEM-UNDP “Safe Cities free of Violence against Women and Girls”. During the early stages of the project implementation, it was decided to move this activity to another department/project (Central Department for Regional Planning) within GOPP for better coordination and efficient use of GOPP resources.

### **Relevance**

The UNDAF outcome determined for this project was determined to be “*regional human development disparities are reduced, including reducing the gender gap, and environmental sustainability improved*”.

The expected CPAP outcome linked to the project was “*decentralization policies formulated, reformed, adopted and implemented with improved capacity of institutions at the local level in participatory planning, resource management and service delivery*”.

This project is clearly relevant to both the UNDAF outcome and the CPAP outcome through the contribution of the strategic urban planning efforts in realizing these outcomes.

However, it was observed that the project did not clearly include approaches or activities which could contribute to reducing gender gap or improving environmental sustainability.

### **Efficiency**

The project started its activities in 2009 and was planned to be completed by 2013. The total allocated budget was US\$ 4,000,000. The total project expenditure was approximately US\$ 2,980,000 with a delivery rate of 77%. Given the political unrest and regime changes post January 2011 and post June 2013, the project managed to achieve most of its planned activities.

The project managed to achieve most of its planned activities within its original planned timeframe and with less financial resources. Therefore, the project is considered to be efficient in utilizing time and financial resources.

### **Effectiveness**

The National Spatial Development Plan, regional strategic urban plans and governorate strategic urban plans were prepared by the project. The degree of adoption of these multi-level development plans could be considered moderate. For instance, many of the outcomes of the national spatial development plan were not fully adopted by all government institutions (e.g.

governorate new demarcations<sup>3</sup>, new proposed economic/planning regions, priority development projects...etc.). However, the most obvious adoption of one of the project outputs is the prioritization of the Suez Canal Region as a global logistical corridor and one of the leading national projects and the development plan for the golden triangle. In addition, the national land reclamation project (1.5 million Feddans) was also part of the SPAD outputs.

Due to the nature of the planning projects, and specifically SPAD project which builds a spatial development vision until 2052, it is a challenge to measure the effectiveness of project of such long term nature at their early stages. It is therefore recommended to develop milestones and indicators which can guide towards measuring effectiveness at both short term and long term.

### **Sustainability**

GOPP is legally mandated to prepare strategic spatial plans on the different planning levels: national, regional and local levels. This project contributed to the capacity development of GOPP and its regional centers to meet its legal mandates. It is envisaged that GOPP will continue performing its duties in the future with more efficiency due to the accumulated knowledge and experience within the institution as well as among the planning experts and practitioners in Egypt.

The main sustainability challenge which was already identified by the Project Document is the brain drain phenomenon due to the lack of financial incentives within all government institutions and not specifically GOPP. This was obvious in the risk that will face the operation and maintenance of the sophisticated IT systems which GOPP, through this project, intends to develop.

In addition, GOPP may face financial sustainability challenges and will lack the flexibility in mobilizing resources once this project is completed with no further extensions. This is mainly due to the rigid and tough bureaucratic government procedures to mobilize resources.

### **Impact**

Due to the nature of the SPAD project, being a long term vision, it is not possible to assess its impact at this stage. However, since many of the national development projects, which are currently being implemented, were stemming out from the National Spatial Development Plan, it can be considered that the SPAD project has succeeded in influencing other government institutions to incorporate the project outcomes into their respective strategies and core activities. It is worth mentioning that the national spatial development plan was officially

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<sup>3</sup> Alamein Governorate was identified as one of the demarcation outputs

accredited in December 2013. This makes it a legally binding document to all government institutions who should work to achieve this plan.

## II) Strategic Urban Development Plan for Greater Cairo Region

### Design of the Project

The project determined 5 main outputs which should be achieved by the end of the project as follows:

- A. Project set-up and operational
- B. *Strengthened capacity of local actors in GCR in participatory and strategic planning, management and implementation (with UNHABITAT and beyond the evaluation scope)*
- C. Strategic Urban Development Plan for GCR in place
- D. Detailed Urban Plan and Feasibility Study for Subsidiary Projects are in place
- E. *Urban observatory established for GCR (with UNHABITAT and beyond the evaluation scope)*

#### **A. Project set-up and operational**

The project identified the project management structure to be composed of:

- Project Board (PB)
- Project Working Group (PWG)
- Project Manager (PM)<sup>4</sup>
- Project Assurance (PA)
- Technical Working Groups (TWG)

The PB was designed to be composed of the signatories to the project document in addition to, as appropriate, representatives from 2 ministries: Ministry of Economic Development and Ministry<sup>5</sup> of Local Development. Governorates and heads of main concerned governmental agencies in addition to selected experts. The PB was planned to meet annually or as deemed necessary.

According to the minutes of PB meetings, which was conducted regularly once every year, the Ministry of Local Development was represented in the PB meetings.

The discussions in the PB meetings were mainly about the Project deliverables and the strategic activities which need to be implemented in the near future. In addition, requests for project

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<sup>4</sup> The National Project Director (NPD) acted as the Project Manager

<sup>5</sup>Ministry of Economic Development is currently named “Ministry of Planning and Follow-up and Administrative Reform”.

extension and budget revision in addition to modifications of some key positions within the project management were also discussed and agreed upon.

Regarding the management structure, in practice, the planned structure was reformulated. In 2009, GOPP Chairman issued an internal decree to determine the members of the Project Board and the frequency of the PB meetings (half annually). The members were determined to be: GOPP, Ministry of Foreign Affairs, UNDP, UNHabitat and Ministry of Local Development. This internal decree was presented to the PB and approved in the first board meeting in 10/2009.

An executive project committee with representation of PM, UNDP and UNHABITAT was also formulated. The TWGs were formulated based on development themes and convened based on requests from the PM. The PWG was composed of Regional Center for Greater Cairo, the Project Manager the Urban Development Advisor and the UNDP representative.

### **C. Strategic Urban Development Plan for GCR in place**

It was planned to conduct 8 activities in order to reach the desired outputs. The first designed activity was concerned with the development and implementation of a communication strategy to ensure active participation of different stakeholders.

In cooperation with UNDP, a communication strategy was developed for all GOPP/UNDP projects in December 2010. It was not clear how this communication strategy was adapted to the Project or how its elements were implemented within GOPP at large. Alternatively GCR implemented its own communication plan in cooperation with the Information and Decision Support Center (IDSC). Tens of expert group meetings, public meetings in universities, syndicates, executive officials and elected local councils in the three main GCR cities (Cairo, Giza and Shubra Al-Kheima) were conducted. Media campaigns were conducted and famous press commentators expressed their opinions and visions regarding GCR future. In addition, interviews with the public in the streets were conducted to reveal their ambitions for the future of their city. A website was developed for the project ([www.cairo2050.gov.eg](http://www.cairo2050.gov.eg)) followed by another website (<http://cairofuturevision.gov.eg>). These sites are currently merged into the GOPP website: [www.gopp.gov.eg](http://www.gopp.gov.eg). The link to the GCR project on GOPP website has all the reports which were prepared by the project.

The second key activity was the preparation of environmental and socio-economic profile for GCR. In practice, 13 thematic glossy profiles (including environmental) were prepared. Although socio economic assessment was conducted for all GCR interventions, no separate



profile was published. The prepared profiles presented the current sector situation, challenges facing the sector and the vision for the future and estimated financial resources needed.

The vision for GCR was initially prepared for the target year of 2050 with 3 main suggested pillars: Green, Global and Connected. In 06/2011, the vision was adapted to reflect the most recent socio-economic prospects of the Egyptians and the three main pillars were presented to the Project Board and approved to be: social justice, economic competitiveness and environmentally friendly.

The vision was built on 8 key elements:

1. Improve the living conditions and quality of life for GCR citizens
2. Provide competitive environment for knowledge-based economy
3. Improve environmental conditions and achieve sustainability
4. Develop the infrastructure of GC transportation network
5. Develop the new urban communities as diverse and attractive centers
6. Create an environment suitable for tourist prosperity and preserve historical and archeological areas
7. Reviving GC central areas
8. Provide an effective governance system for the management of development projects

Two general strategies were developed and three sectoral programs were determined. In addition, projects for achieving the eight pillars of the vision were identified. All of these pillars, strategies, programs and projects were well presented in a glossy report in both English and Arabic in hard and electronic copies and uploaded to GOPP website.

In conclusion, this output has been successfully achieved with adaption which responded to the new socio economic demands from the public.

#### **D. Detailed Urban Plan and Feasibility Study for Subsidiary Projects are in place**

The project determined two main subsidiary projects that would have detailed plans prepared. The 2 projects are:

- Transfer of ministries and Government buildings
- Upgrading of Imbaba airport area

The detailed plans for these 2 projects were prepared and actual implementation of the plans is already taking place.

In addition, several other subsidiary projects were identified as part of the Strategic Development Plan and detailed plans were prepared such as upgrading of the Pyramids Plateau including Nazlet El-Samman, detailed plan for Khedivate Cairo, detailed plan for the ministries zone in down town, planning of the new administrative district (“new administrative capital”), detailed plan Matareya neighborhood with priority action area of *Semeika* market.

The manual for preparing the strategic plans for Egyptian cities was also prepared using financial resources from this project. This achievement, despite its importance, was not pre-planned and can’t be considered of direct relationship to the project strategic objectives.

In conclusion, the project has achieved the planned targets and even exceeded this target by developing more detailed plans for other areas.

### **Sources and Utilization of Funds**

The overall budget for the project (UNDP assisted components) was US\$1,470,000 and ended up with a budget of US\$3,650,000. UNDP contributed with US\$70,000 which was increased to with US\$300,000 to the overall project budget and the bulk of funds were from the Government of Egypt. In addition, UNHabitat is contributing with partial funding to the Project.

About 42% of the budget was allocated to Output 1 while 56% was allocated to Output 3 (which is the main project output). Only 2% was allocated to Output 4. In the 2010 Board Meeting, the budget for this output was significantly increased to allow for more effective implementation of the detailed plans. With the development and progress, budget revisions were made and the percentage allocation to Output 4 was significantly increased to around 20% (budget revision 2014).

About *one third* of the budget of Output 1 was allocated to procurement of equipment and consumables while about 20% was allocated to recruit consultants.

As an overall assessment of the budget allocations, there is a sort of minimal unbalance among the three planned outputs with over allocation in Output 1 and under allocation in Output 4. This can be justified by the need to provide sufficient resources (equipment, supplies and technical expertise) to deliver the significant outputs which were expected to result from this project. In addition, several budget revisions were undertaken to reflect the need to re-allocate budget line to ensure that more resources are dedicated towards achieving the project technical deliverables

## Overall Achievements

During more than 7 years, several important achievements were completed which could be previewed according to project progress reports scope (2008-2015) as follows

- **Project setup is operational:**
  - ✓ Main development sectors reports & brochure (13 Sectors):
    - 1- Tourism sector
    - 2- Environment sector
    - 3- Water and Sanitation sector
    - 4- Communications and Information Technology sector
    - 5- Transportation sector
    - 6- Trade sector
    - 7- Industry sector
    - 8- Health sector
    - 9- Governance sector
    - 10- Business and Banking sector
    - 11- Media and culture sector
    - 12- Education sector
    - 13- Land and shelter sector
  - ✓ A communication strategy was developed for the project to increase project outreach and communication with all stakeholders.
  - ✓ Documentation of the public engagement and participation activities in developing GCR vision. with UN-HABITAT).
- **Strategic Urban Development plan for Greater Cairo Region is in Place:**
  - ✓ Greater Cairo Urban development Strategy book :(The Future Vision and Strategic Directions) (Arabic version & English version).
  - ✓ Urban structuring study of Greater Cairo Region.
  - ✓ Urban structuring of the East Cairo Sector
  - ✓ Strategic plan for Cairo Governorate.
  - ✓ Strategic plan for Giza Governorate.
  - ✓ Socio-economic impact assessment study of Greater Cairo future vision and 5 priority projects.(with UN-HABITAT).

- **Detailed Urban Plan and Feasibility Studies for Subsidiary projects are in place:**

- ✓ Strategic Master Plan for Giza Pyramids area and Development Plan for Nazlet Al-Semman.
- ✓ Study of Revitalization and Upgrading of the of Khedive's Cairo Zone.
- ✓ Detailed Plans and Executive Designs/ Documents for Nile Corniche at the Northern Sector of Giza City (Imbaba & Al-Warraaq).
- ✓ Urban development plan for Helwan Corniche area
- ✓ Master Plan and Detailed Plan for developing Ministries area as a cultural heritage area in downtown Cairo.
- ✓ Urban Development project & Future vision for Al Fustat area .
- ✓ Urban Development project and Detailed Plan for Development of Al-Salam District.
- ✓ Detailed Plan for Integrated-Services Residential Area on Al-Qatameya Road.
- ✓ Urban development plan and priority projects of Matariya district.
- ✓ Master Plan and Primary Detailed Project for Residential & Serviced Plots for Development (Beit Al-Watan Program)
- ✓ Manual of Preparing Strategic Urban Plan for Egyptian Cities
- ✓ Initial conception of master plan and urban vision for the New Administrative Capital – Ain Al-Sokhna Road.
- ✓ Manual of Activities Distribution and Land Use in Egyptian cities

The above outputs are considered significant outputs. The main achievement of the Project is the considerable success in implementing participatory planning approach and working closely with various stakeholders and incorporating the inputs from different parties. Also, the success in achieving results despite the continuously changing governmental environment which affected the entire operations in Egypt in the period since January 2011 can be considered a major achievement.

## **Challenges**

At the beginning of the project lifetime, the project was backed by a very high level of commitment from the top political level. This political support gave a push for the project to achieve several key outputs. However, the project faced wide range of criticism from NGOs, planning scholars and some specialized international development organizations. The main criticism was concerning the eviction and relocation of thousands of residents for the purpose of realizing controversial planning projects. Post January 2011, the project activities were significantly delayed and the entire vision of GCR had to be revisited.

Another challenge which faced the project is the degree of participation of the governorates (main stakeholders) and their technical capacity which need to be significantly enhanced to ensure active participation.

At the early stages of the project, GCR was re-divided administratively into 5 governorates and all activities and approaches had to reconsider these new administrative divisions. The division was later cancelled in 2011 and the Project had to adapt to this situation.

The changes in government priorities required the Project to modify its activities according to the high level government requests. This required a very dynamic management structure and highly responsive performance. Yet, it causes disturbance to the workplan and puts a lot of pressure on the project management and staff members.

Also, due to the several changes in the government structures (ministries and governorates), the adoption/implementation of the selected priority projects were delayed. These priority projects are included in the new GCR project and currently in review by the project partners. There are high expectations that the selected priority projects are to be implemented during the new project lifetime.

Finally, due to the changes in the overall priorities of the state and the socio-economic societal needs, the project is not gaining the same level of support that used to exist at the early stages of the Project. They may result in a risk that many of the project activities may not be fully adopted or implemented by the relevant authorities as determined in the developed vision.

## **Opportunities**

Despite the criticism which faced the GCR project at its early stage, it managed to adapt to the demands of the public opinion by discarding or revisiting controversial projects. It also prioritized projects which have wider positive social impacts such as upgrading of informal areas. In addition, the collective and participatory efforts from line ministries and key stakeholders have been compiled in a very informative manner to develop a widely agreed upon vision (at least among many of the project stakeholders). It is therefore considered an opportunity to share this vision among the general public and build consensus on priority projects in order to gain public support in addition to political support.

## **Assessment of the Institutional Arrangements**

The project determined the main partners who will constitute the Project Board. The mandate of the Board was also determined clearly. A national project manager was nominated by GOPP and was assisted by planners, engineers and administrators. Technical working groups were

formulated in order to discuss thematic issues in 13 development sectors. Each work group was coordinated by an independent expert.

This institutional setup was successful at the early stages of the project and managed to achieve major outputs. However, the committee which was expected to be formulated to ensure the implementation of the priority projects was not established. The lack of involvement of the Ministry of Economic Development (currently renamed as Ministry of Planning) in addition to the weak level of participation of the Governorates raises doubts about the implementation possibilities of many of the identified priority projects.

In addition, the lack of national regulations which supports the implementation of development plans and the fragmentation of institutions were not adequately address as a major risk to ensure the success of the project.

### **Assessment of Project Approaches**

The approaches adopted by the project determined that the SUDP for Greater Cairo Region will contribute to its sustainable development and increase its competitiveness on both the regional and global levels through specific approaches:

- Strengthening the global linkages and integration between the existing urban built-up area and the new urban communities
- Defining the economic role and the competitive economic clusters of the region to leverage their potentials,
- Increasing the efficiency of the institutional framework for managing the region
- Consolidating the active participation of key stakeholders in the decision making and planning process through the strategic planning approach.

The strategy of the project also determined that it will seek the support of international donor agencies. And in order to ensure the adoption of the GCR vision, the Project *expected* that a Ministerial Higher Committee chaired by the Prime Minister and including the concerned ministries would be formulated.

The project approaches and strategies were well studied and identified at its design phase. The success of these strategies to realize the desired outcomes is partially achieved. As an example, there is no committee or a coordinating body formulated to adopt the GCR vision or coordinate the efforts in order to move forward with the identified priority project.

## Relevance

According to the Project Document, the UNDAF outcome in which the project should contribute to was *“by 2011, state’s performance and accountability in programming, implementing and coordinating actions, especially those that reduce exclusion, vulnerabilities and gender disparities, are improved”*.

The expected outcomes are: *“decentralization policies formulated/reformed adopted and implemented and implemented with improved capacity of institutions at the local level in participatory planning, resource management and service delivery”*.

In the Country Outcome Indicators, the following were defined as follows:

- a) Number of cities/villages with regulated participatory urban/rural plans
- b) Number of slums and their inhabitants
- c) Upgrade in provision of basic services delivered at villages and markaz level
- d) Policies formulated supporting the transfer of powers and decision making to lower levels

The GCR Strategic Urban Development Project, as planned, was in line with/relevant to the country UNDAF outcomes and should be contributing to the outcomes indicators indicated above. In practice, the design of the project had linkages between the project objectives, targets and outputs/activities and the above mentioned outcomes and indicators. The project activities, as planned, were not strongly linked to the higher level outcomes.

In addition, the indicators as determined in the Results and Resources Framework (RRF), did not determine specific quantitative targets that can be easily assessed or measured.

The Project Document determined its relevance to the UNDAF Outcome: *“By 2011, State’s performance and accountability in programming, implementing and coordinating actions, especially those that reduce exclusion, vulnerabilities and gender disparities, are improved*.

According to the overall project strategic objectives and expected outputs, the project can be considered in line and has relevance to the UNDAF.

## Efficiency

The expected outputs/annual targets were identified as: *“demonstration projects for strategic urban planning and development and integrated physical and social slum upgrading are implemented”*. The project started in 2007 and was officially completed in 2016. Currently

there are attempts to launch a new project which will focus on establishing mechanisms to implement the selected priority projects which resulted from the existing project.<sup>6</sup>

The expected outputs and annual targets determined that the demonstration projects and slum upgrading are implemented. Few of the identified priority projects were physically implemented. Given the time elapsed since the beginning of the project and the rate of implementation of demonstration projects, the Project has actually performed in a moderate to high efficiency especially when all the challenges which faced the project are considered.

### **Effectiveness**

The SUDP GCR has managed to achieve the majority of its planned activities with the resources allocated. However, the challenges which faced the project and the delays in implementing the project activities affected the overall effectiveness of the project.

### **Sustainability**

The results of the SUDP GCR are highly significant. Given that GCR is facing many challenges and government efforts are continuously in place to improve the livelihood conditions in Egypt in general and in GCR in specific, then it is highly likely that the GCR outputs will be utilized in future development plans of GCR.

After completion of the project activities, there is no firm assurance that the GCR governorates will implement the relevant detailed outputs of the Project. This can be attributed to the lack of institutional or legal setup which mandates (and allocates budgetary resources to) the governorates to implement the strategic plans outputs. In practice, many of the project outputs have been adopted by the GCR governorates and implementation of significant detailed outputs are currently underway (such as North Giza, rehabilitation of Khedivate Cairo, development of segments of Nile Corniche and upgrading of fostat area....etc.).

### **Impact**

There are many institutional and legal challenges which cause many of GOPP/UNDP projects have minimal physical impact. This is mainly due to the strategic nature of the planning process. In addition, the lack of linking municipal budgets with the outcomes of the strategic plans puts more challenges and obstacles to implement the planning outputs. Also, there is no legal requirements that bind governorates to adopt the developed strategic visions and strategic lines.

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<sup>6</sup> The new project has just been approved.



### **III) Strategic Development Plan of Southern Egypt (New Valley)**

#### **Design of the Project**

This project has been running since 2002. The project has been extended many times until the final extension till 2017. The project has undergone several changes since its beginning. The first project document determined three project outputs:

- A. Capacity of GOPP and local partners to be built in the fields of implementation mechanism of urban plans using participatory approaches;
- B. Local partners to be engaged in participatory planning management and institutional development
- C. Barriers to private sector development to be addressed.

The first available project document was dated November 2005 which was basically an extension to the original project (from 2005 -2007). There were two determined outputs:

- D. Participatory strategic planning for village development
- E. Participatory urban upgrading

The project was extended for the second time from 2008 to 2010 and added an extra output to the previously determined outputs as follows:

- F. National and local monitoring systems – integrated environmental assessment

The third extension took place in 2010 for another 3 years from 2011 to 2013 with the same previous outputs especially outputs E & F.

The fourth extension took place in 2013 and the project was extended from 2014 to 2017 with the same previous outputs.

In its initial phase, the main focus was building the capacity of GOPP and the local authorities in the field of implementation of urban plans, participatory planning and attempts to involve the private sector in the execution of the prepared urban plans. Following the achievements of the initial project, the following extensions expanded the scope of the activities to include strategic planning for villages, participatory urban upgrading in slum areas and initiated the national and local monitoring systems (mainly the establishment of the national urban observatory).

As one of the oldest and still ongoing project, the design of the project has changed several times to fit into the evolving Egyptian economic, social, legal and political contexts. From the evaluation point of view, it is not possible to consider this project as one project despite the

obvious efforts to extend the project within the same scope or trying to build on the previously designed or achieved outputs.

This project design started originally in an intact and well analyzed manner. However, due to the significant changes in the Egyptian context, it would have been more practical to reshape the entire project including its title which is no longer valid given the expansion of the geographical scope and also the technical activities.

However, due to the lengthy procedures of formulating new projects and the urgent need to add new outputs to the Project as part of an upscaling effort, it was considered more pragmatic to extend and expand the ongoing Project rather than closing it and creating a new one.

### **Sources and Utilization of Funds**

The project budget has increased from US\$733,829 in 2005 to US\$4,211,897 in the latest request for project extension (2014 – 2017). The main source of the project funds is from governmental budget (GOPP budget) with minor contribution from UNDP (TRAC funds).

The funds were mainly utilized to develop the capacity of GOPP staff, establishment of the GOPP regional centers, prepare strategic urban planning for villages, prepare plans for upgrading slum areas, establishment of the national urban observatory, development and implementation of communication plans as well as conducting workshops and conferences.

In 2013, there was an amount of unspent funds of about US\$717,000 which represented about 25% of the initial budget. Most of the project outputs and activities were achieved, therefore the resulting savings can be attributed to increased efficiency of the project, devaluation of the pound or the budget of the project was over estimated at the design stages.

Due to the resulting savings and upon renewal of the project, a budget revision was conducted and assigned more activities to be performed. These activities were, in some cases, outside the geographical scope of the project but were technically linked to the overall project objectives and outputs.

### **Overall Achievements**

Since its beginning, the project managed to achieve most of its planned outputs. For instance, several training and capacity development activities were performed for GOPP staff as well as the local authorities. The training events addressed mainly the strategic urban planning and attempted to deliver training sessions on community-based planning as well as environmental planning.

The main focus of the project, when started, was on two locations in South Egypt: New Assiut

and Farafra. The local actors in both cities were engaged in the planning efforts and participated effectively in delivering the project outputs. The barriers facing the private sector development in both New Assiut and Farafra were addressed.

In the following extensions of the project, strategic urban plans for villages were prepared and slum upgrading strategy was developed. New planning methodologies were also developed to identify the different types of informal areas in Egypt.

The project prepared upgrading plans for the following informal areas: North of El-Karnak in Luxor, Western Plateau in Assiut, Ezbet Abu Hasheesh in Greater Cairo and El-Mallaha in Port-Said.

Using the project resources, GOPP established the Regional Centers in an attempt to decentralize GOPP activities and become closer to the local context. The Regional Centers have actually prepared the strategic plans for Marsa Matrouh as part of its decentralized activities.

One of the major achievements of the project is the establishment of the National Urban Observatory (NUO). The observatory is acting as a center of knowledge for GOPP and the Ministry of Housing as well as the entire government authorities. It provides decision support based on facts, numbers and carefully designed indicators. The NUO developed and published a comprehensive report on Egypt's urban indicators in 7 main cities in Egypt. The efforts exerted in preparing this comprehensive report were massive and utilized the expertise of national experts in addition to the contribution of GOPP/NUO staff who gained a wide experience in conducting urban analysis and providing meaningful indicators.

The NUO has accumulated wealth of data, information and indicators which provide a good picture not only on the urban conditions in the different cities but also provide specific housing indicators. The data, information and compiled indicators are regularly updated and published on GOPP website.

The project managed to prepare important studies such as:

- A framework for using urban indicators in planning and managing human settlements
- Rapid assessment of the state of Egyptian settlements: applying the DPSIR matrix
- Training manuals and Training of Trainers
- Unified Survey forms for data collection to develop housing and urban indicators
- Comprehensive urban indicators for seven cities in Egypt
- Several strategic urban plans for cities and villages
- Urban upgrading for many informal settlements in many governorates in Egypt

- Poverty Maps for five regions

The involvement of GOPP staff, and national consultants, in the different project activities gained deep knowledge and experience in participatory planning, participatory upgrading of informal settlements, development of housing and urban indicators as well as many technical and managerial skills such as statistical analysis using computer software.

### **Challenges**

The available progress reports did not identify specific challenges which faced the project (with multiple extensions). However, the significant changes in the legal and political contexts which faced Egypt since 2002 and until 2015 represented major challenges to the project design and implementation. The old planning law was replaced by the unified building law 119/2008 which emphasized the mandates of GOPP and acknowledged the need for the different planning levels in addition to the acknowledgement of the role of GOPP regional centers. The project managed to incorporate these legal changes and adapted the new revisions of the project documents to the new law.

The changes in the political system in Egypt post 2011 put limitations on the project to achieve its designed outputs. The continuous changes in governors and ministers in addition to accessibility challenges resulted in delaying the project activities.

A major challenge which faced the project in specific, and GOPP in general, is the phenomenon of “brain drain”. The well trained and experienced GOPP/Project staff who received many capacity development activities and participated effectively in delivering many of the project outputs have left GOPP either on unpaid leaves or by resignation to work in the private sector in Egypt or in Arab Gulf States.

### **Opportunities**

The progress in the other GOPP/UNDP projects such as SPAD and the completion of the Spatial Development Plan for Egypt by 2050 represent a good opportunity for the project to complement its activities with the outcomes of SPAD. In fact, this is already happening and many activities are coordinated especially with regards to regional centers activities and information compilation and analysis.

Also, given that a Housing Profile have been prepared in 2015 and addressed several housing issues and challenges, there is an opportunity for the Project to revisit and update the urban and housing indicators which have been developed and published in 2012 and expand the scope and details of the indicators to cover more aspects in the Egyptian urban context.

## **Assessment of the Institutional Arrangements**

The project was designed mainly to improve the physical planning process through developing new methodologies, capacity building and transferring knowledge to the local administration. The project also aimed to support the physical planning units at the local level with close linkages with GOPP Regional Planning Centers. The project analysis acknowledged the weak capacities at both GOPP and the local administration sides.

At this stage of the project, no other government authorities were involved in the project as partners. However, the project recognized local administration as “beneficiaries” of the project. The project also acknowledged in its analysis (2005 – 2007) the lack of the institutional mechanisms for coordinated decision-making, planning, policy making and development management. The project design did not address this institutional gap adequately since no specific outputs, targets, indicators or activities are clearly linked to improve such institutional issues.

In addition, the cooperation with NGO’s was not adequately addressed in the project document and no activities were planned in this regards.

However, the project management overcame these design gaps through involving the local authorities’ staff in the project activities and through various capacity building and training events. NGO’s were also represented in the project activities by being involved in the public consultation events as well as in the participatory planning activities which are related to upgrading of informal settlements.

In terms of project management structure, the project adopted UNDP standard proposed structure for managing developmental projects. The project board composition is considered adequate especially at the early stages of the project. However, with the expansion of the project’s geographical scope and mandates, the expansion of the project board to include more relevant partners, might have had more impacts at the local levels.

As for project monitoring and evaluation, the project document determined the tools which would be used for regular monitoring and final evaluation. In practice, the project submitted most of the required documentation on regular basis especially the Annual Progress Reports (APR). One of the important sections of the APR is the “risk log” or “issue log”. These sections were missing in the reviewed progress reports and are therefore recommended to be included in future reporting in order to raise highlight any concerns regarding the challenges which faced the project and how to manage ongoing or future operational risks.

The project document (in the 2013 revision) determined that a “project appraisal committee” would be formulated to review the project document prior to its signature. This is considered a

standard UNDP practice which ensures the alignment of any proposed project with the Country UNDAF and that the project activities are leading to realize the proposed project outcomes.

### **Assessment of Project Approaches**

The project, in its different phases, was concerned mainly with achieving 6 outputs as determined earlier. The core of these outputs was focused on capacity development and planning efforts for urban areas and informal areas. In addition, the project, in recent extensions, introduced the concept of urban observatory which compiles urban data and information and produce meaningful urban indicators for the purpose of supporting well informed decision-making.

The project outputs were phrased in a manner which was quite challenging to achieve and the approaches used did not manage to achieve some of the planned outputs. For example, Output “C” of the project, which should address the barriers to address private sector development, is not clear and did not specify what the achievable targets under this output are.<sup>7</sup>

Outputs “D” and “E” assumed that through participatory urban planning and improved planning processes, the overall living conditions in specific human settlements (villages and informal areas) will be improved. Although the approaches under these two outputs were comprehensive and carefully studied, they don’t necessary lead to realization of the set outputs due to presence of many factors, such as the specific planning role of GOPP, which may limit achieving such outputs. The project document, during design, should have focused mainly on GOPP planning role and how participatory planning may contribute to the improvement of living conditions in human settlements. A measurable and achievable indicator to this output should have been developed during the project design in a way that matches GOPP planning role and within its legal mandates.

Output “F” was initially designed to develop and establish national and local monitoring systems to assess the impacts of urbanization on the environment and natural resources. This output was reformed to focus on the urban and housing indicators while including environmental indicators extracted from UNHABITAT and the Egyptian Environmental Affairs Agency (EEAA) reports. The strategic environmental assessment as presented in the project document was not implemented<sup>8</sup>.

The activities under this output proved to be successful in producing the desired indicators. It also provided sufficient institutional, organizational and legal activities to ensure the

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<sup>7</sup> During interviews, it was explained to the evaluation consultant that Output “C” was formulated in response to high political priorities at that time. This output was later removed from the project.

<sup>8</sup> It was explained that the activities related to pure environmental assessments and natural resources management are within the mandates of EEAA therefore GOPP focused on the urban and housing indicators and utilized EEAA reports to be incorporated in the city profiles produced by the NUO.

sustainability of these activities. For instance, GOPP managed to establish a general management directorate which reports directly to GOPP chairman. Also, NUO operated on action plans. The current action plan ends the coming year, 2017. There is a plan for NUO, 2032. The Project prepared this plan for the institutional development of the directorate last year, and has embarked on its implementation.

## **Relevance**

The project, in all its extensions, was general relevant to the UNDAF outcomes and CPAPs. In terms of the relevance of the project activities to the project outputs, some of the activities were relevant to the outputs and others were not. The most obvious ones are outputs “C”, “E” and “F” where the planned activities did not necessarily lead to the realization of the outputs. This could be a “phrasing” issue of the outputs or a gap in properly designing the project’s logical frameworks. For instance, different activities under output “C”, did not address the barriers to private sector development. In output “E”, it is understood that it was not possible to expect that the living conditions in the human settlements (villages or informal areas) will be improved just by introducing new urban planning concepts. However, the way the outputs were phrased and the activities which were performed, according to the project document, only contributed to one of the pre-conditions for improved living conditions. The description of outputs and linked indicators and activities should have addressed the gaps between planning and implementation and develop activities and outputs to bridge these gaps<sup>9</sup>.

In output “F”, the defined output was the establishment of national and local monitoring systems while the activities were actually concerned with compiling data and developing urban indicators. These planned activities were more of an “operational” nature rather than being of “institutional/organizational” nature. In the meantime, the project succeeded in establishing the National Urban Observatory (NUO). In addition, seven Regional Urban Observatories (RUOs) were established in the seven GOPP regional centers with support from the NUO. In terms of establishment of Local Urban Observatories, the Project was instrumental in establishing two LUOs in Matrouh and Sohag Governorates. These were the two Governorates which expressed interest in institutionalizing this activity. Other targeted governorates did not consider the establishment of LUOs as priority mainly due to lack of financial and human resources with adequate competencies..

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<sup>9</sup> GOPP specific legal mandates don’t allow the full implementation of planning activities. Other stakeholders, such as local authorities, have limited technical capacity and limited financial resources to implement the prepared plans and therefore Project planned outputs are not necessarily fully implemented due to issues beyond the scope of influence of the Project or GOPP.

## **Efficiency**

The project has been running since 2002 and planned to be completed by 2017. The project started by 3 outputs which were increased to be 6 outputs while some initial outputs were closed according to national priorities. Although it is clear that the project expanded its geographical and technical scope over the past 13 years. Some of the project outputs were completed by 2007 while others are still ongoing. Due to the demand on GOPP technical services to the local authorities and to the Ministry of Housing itself, outputs “E” and “F” were added and extended with the project extensions.

The project has completed the first three outputs in 5-6 years while the other outputs are still in progress since 2010 and planned to continue through 2017. In addition, the project has expanded its scope to cover the entire country rather than just focusing on South Egypt.

In terms of efficiency, many of the project outputs were achieved using the existing funds within specific period of time. Despite the achievement of many project outputs, unspent funds were realized and utilizes in expanding the project activities. Therefore it can be concluded that the project was efficient in achieving its planned activities while utilizing the allocated resources in a rational manner.

## **Effectiveness**

Due to the long period of time which elapsed since the project started and the late process of evaluation of the completed outputs, it is not possible to verify whether the project has been effective in realizing its outputs especially in few cases such as Outputs B and C. However, from reviewing the progress reports and achieved outputs, the project was successful in concluding several activities which were planned. In addition, the project responded to many requests from different governorates for supporting them to develop detailed plans for upgrading specific informal areas within these governorates (such as Karnak in Luxor, Abu Hashish in Cairo).

Therefore, although informal settlements are still growing all over Egypt, yet GOPP and the Project in specific have responded to the demands which requested technical support to develop upgrading plans for informal areas. While the project was “effective” in delivering the upgrading plans, the capacity of local authorities to implement the upgrading plans remains quite weak.

## **Sustainability**

The project has been successful in introducing new planning concepts and methodologies such as participatory planning. In addition, the project invested significantly in building GOPP



capacity as well as the local authorities. The engagement of the civil society and NGOs in the planning process developed to be a “business requirement” within GOPP which has turned to be a legal mandate within the law 119/2008. The development of this law can be largely attributed to this project and to the many efforts within GOPP which realized the need to update the old planning law and move towards more progressive legal instruments with new, wider and decentralized mandates for GOPP.

Despite some of the institutional gaps which are not yet resolved, the establishment of the National Urban Observatory and having it within the organization structure of GOPP is considered a major step towards sustaining its activities especially those related to output “F”. Capacity building within GOPP is a main component in all UNDP supported projects and has become one of GOPP standard business practices. Yet, the capacity building is largely dependent on similar projects. However, according to interviews with GOPP officials and senior staff, they all indicated that GOPP would wish to continue developing the capacity of its staff preferably with external support.

## **Impact**

As indicated above in the “effectiveness” section, the project has been extended for over 13 years. The obvious impact of this project can be linked to the increased capacity of GOPP staff especially in new planning methodologies and the success in establishing the National Urban Observatory, Seven Regional Urban Observatories and production of urban indicators for some cities in Egypt as well as developing the first “prosperity index” for Egyptian cities.

The overall impact of outputs such as “D” and “E” is moderate while the impact of output “C” could not be assessed as no specific achievements were documented. This can’t be linked to the project performance but mainly to the project design and the lack of acknowledgement of the limitations which face the planning processes in the Egyptian contexts. Since GOPP is mainly mandated to prepare urban plans and does not have any execution powers, the entire responsibility of implementation of plans lies within other authorities (mainly governorates) which are not necessarily technically capable or challenged with limited human and financial resources to allow them to implement GOPP plans. It is also recommended to revisit GOPP detailed plans in a way that makes it easier for the local authorities to implement even with the weak capacities of the local authorities.

## **IV) Strategic Urban Plan for Alexandria 2032**

### **Design of the Project**

At the early stages, the concept of the project was clear in defining its objectives and set four strategy pillars to achieve its objectives:

- a) Building on international best practices and local experiences
- b) Participatory appraisal
- c) Capacity development
- d) Monitoring and evaluation

#### **a) Building on international best practices and local experiences**

With a city of regional importance and international recognition such as Alexandria, it was well thought of to request that the development of the SUP for Alexandria should learn from international best practices. In addition, since GOPP is mandated to prepare strategic urban plans for all cities in Egypt and has just finalized the Strategic Urban Development Plan for Greater Cairo Region, therefore, there is a wealth of accumulated experience among GOPP staff and associated experts in addressing urban planning for large cities in Egypt and whose experience would be expected to serve the Alexandria 2032 SUP. Also, UNDP is supporting GOPP in several projects which also resulted in building institutional capacity among GOPP staff who would be expected to support the Alexandria 2032 SUP.

Given the importance of this pillar, the project design should have specified project activities or outputs to transfer this strategy pillar into programmatic actions. In that case, activities which build on relationships with local and international experiences would have been budgeted and implemented. This have been resolved by hiring an international consulting firm which brought the international expertise into context.

#### **b) Participatory appraisal**

The design of the project recognized the importance of participatory planning and clearly defined some participatory techniques. The design also specifically determined that expansion with other institutions and stakeholders through cooperation with other GOPP and UNDP projects such as the SNDSP (project), the “Disaster Reduction Programme” and the “Adaptation to Climate Change in the Nile Delta through integrated coastal zone management” project.

The project document did not clearly specify which participatory approaches would be adopted in the planned activities. No clear activities or indicators were planned in details to ensure that this strategy pillar will be adopted or practiced. In practice, several workshops and participatory meetings on different levels were convened with many stakeholder groups.

### **c) Capacity development (CD)**

The project design determined that CD is a “UNDP core service to programme countries”. The project design therefore determined that Alexandria SUP 2032 will adhere to the UNDP five basic principles and approaches. It also identified the stakeholders who will receive the capacity development activities.

This pillar has received sufficient attention in the project document and was included as a stand-alone output (Output B) and allocated the necessary resources (financial, physical and human resources as well as sufficient timeframe).

### **d) Monitoring and evaluation**

The project design determined that Alexandria SUP 2032 project will adopt and implement the GOPP M&E system which was developed as part of GOPP strategic urban planning guidelines.

In section XII of the Project Document, it determines that the M&E activities will be conducted based on regular meetings and dialogues between the “Project Manager” and the “Project Assurance Role” and in line with the results based monitoring policies and procedures as outlined in the UNDP RMG. It was also determined that reporting will be conducted in quarterly and annual basis. It was indicated that a team of independent consultants (national or international) will be recruited to conduct project evaluation will be decided upon by the Project Board and financial resources have been allocated.

Although GOPP M&E system is not much different from UNDP monitoring policies and procedures, yet for consistency purposes, the project design strategies and project monitoring and evaluation arrangements as detailed in Section XII could have been harmonized.

### **Sources and Utilization of Funds**

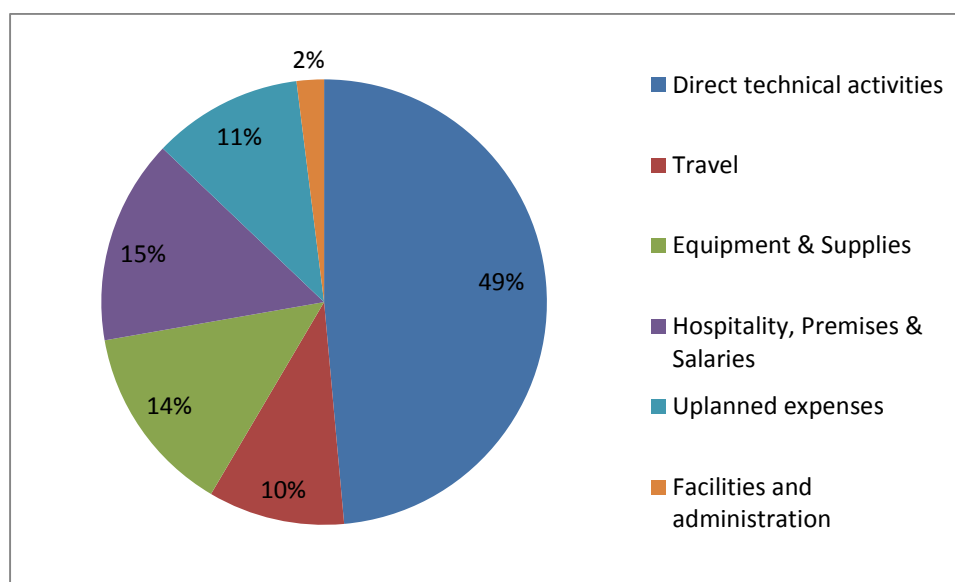
The overall project budget is US\$ 5 Million out of which US\$ 4.7 Million is funded by the Government of Egypt and the rest is funded by UNDP.

Based on the Planned Project Budget, the utilization of funds was divided among the 3 project outputs as follows:

| Output  | % of Total Budget |
|---|-------------------|
| Output A: Strategic Urban Plan for Alexandria City Produced               | 50%               |
| Output B: Capabilities of the Regional Center and Local Partners Improved | 18%               |
| Output C: Urban Management Strategy and Guidelines Produced               | 32%               |

As shown in the above table, Output A received half of the allocated budget which is reasonable considering that it is the main output of the Project. It is considered positive to allocate financial resources for building the capacities of the regional center and local authorities.

The following figure shows the budget plan broken down by budget line and grouped into similar activities:



**Figure 2: Breakdown of planned budget by project activity group**

As shown in the above chart, almost half of the project funds (51%) were allocated to activities which are considered as “supporting activities” or “non-technical activities”. The budget plan did not provide sufficient details on the rationale for allocating such amounts of funds to the

different budget lines. Therefore, it is difficult to assess if this fund allocation is considered as “best utilization of funds”.

One of the observations on the allocation of project funds determines that the percentage of “unplanned expenses”, which is the group of “contingencies, miscellaneous and cash/near cash” reached 11% of the total planned budget. This percentage can be considered high and indicated that there are plenty of activities which could not be identified during the project design stage.

## **Overall Achievements**

According to the Project work plan, there are 3 outputs which are composed of 14 sub outputs or activities. According to the latest progress report submitted by Alexandria 2032 in July 2015, 2 sub outputs (activities) were accomplished in Output A. All other activities under Outputs A, B and C are either ongoing, not started and in one case the activity was “cancelled”. The two activities which were completely achieved under Output A are as follows:

- Consolidate and refine information on city profile, partnerships and SUP methodologies
  - Thematic workgroups established, city profile / sectoral reports delivered
- Formulate a city development mission statement, vision and goals
  - City development vision/goals prepared, city consultation conducted.

Under Output A, the following sub outputs are largely achieved (over 75% completion):

- Prepare the strategic urban plan for Alexandria City till 2032
  - Define sectoral strategies, objectives and priorities. 100%
  - Formulate a City Strategy for development including actions, projects and priorities for intervention. 100%
  - Prepare a landuse plan. 95% (to be finalized after the approval of Hayez)
  - Prepare a new city boundary (Hayez). 90% (awaiting legal approval and final city consultation)
  - Formulate detailed and action plans for selected priorities. 60% (2 action plans finalized, 3 additional priorities to be detailed after city consultation, ongoing till the end of project)
- Prepare Geographic Information Systems for Alexandria City
  - Phase one GIS finalized. 100% (this phase includes a detailed description of the city present condition updated till 2013/14)

- Phase two on-going. 50% (an ongoing phase that will be finalized at the end of the Project because it includes GIS for SUP and Detailed action plans)
- Establish a Reviewing Process for the SUP deliverables
  - Phase one review finalized and delivered. 100%
  - Phase two on-going. 20% (this phase includes the reviewing of SUP deliverables, action plans and final SUP outputs, including GIS. This will continue till the end of the Project).

Under Output B, “Capabilities of the Regional Center and Local Partners Improved “, the following were partially achieved (50%):

- In collaboration between GOPP and the Governorate, consolidate Alexandria RC and LA capabilities in SUP
  - Conduct training courses for Alexandria RC and LA staff on SUP. 100% (achieved with further courses could be repeated to additional staff)
  - Establish a project management system, including staff training and practicing. 100% (achieved with further on-the-job training that could be added)
  - Prepare and conduct training programmes aimed at RC and LA staff to increase awareness of IT importance in urban planning and decision-making processes. 100% (GIS training courses and on-the-job training were carried out, additional training could be decided)
  - Conduct training courses for Alexandria RC and LA staff on: LED, governance, gender, advocacy, environmental threats,.. 30% (ongoing)
- Develop institutional and human resource capacities at local levels (25%).
  - Preparatory work carried out, workshops attended. Main work included in the SUP preparation (year 2016)

Under output C, An Urban Management Strategy and Guidelines Produced, the following was partially achieved

- Formulate an Urban Management strategy and guidelines (50%)
  - Website under construction, final urban management framework starts year 2016

It is worth mentioning that there were many activities which were conducted in the past few years and many important milestones were achieved (such as the main public consultation event in Bibliotheca Alexandria and the preparation of the City Profile)

Given the fact that the project document was signed in October 2009, and key milestones were reached. However there are still some activities which are not performed. Therefore, the level of achievement to date is considered moderate.

## **Challenges**

SUP Alexandria 2032 faced several challenges since its beginning. Thanks to the good documentation by the project management, it was possible to extract some of these key challenges and how the project management responded to them, as follows:

- a. Security and safety issues, post 2011, affected the field work for national and international consultants. In coordination with Alexandria Governorate, the Project's management organized secured group field visits and avoided areas of disturbance. As a result some International field trips and visits were delayed.
- b. The continuous changes in Governors and their executive council in Alexandria meant that the new appointed local authority executives have to be informed about the project activities and achievements. This was crucial for the Project's success due to the fact that this local partnership is essential for the plans implementation and dissemination. In response the Project management increased the number of meetings and communications with the local authority.
- c. The capacity of the local authority in the execution of the proposed development plans was reported to be quite weak. The Project identified this risk early during its first phase. In response the management established strong cooperation with the local authorities, especially regarding the provision of information and collaboration with Project team members and consultants. To overcome this challenge, the Project adopted a participatory approach and ensured the involvement of stakeholders and local authorities from its start. The confidence building and early involvement increased the sense of ownership. In addition capacity building programs included topics related to governance and institutional development
- d. The Project was faced by delays imposed by the political instability in the country and Alexandria city in particular. Meanwhile the available budget stayed the same with no possibilities for increase. In response, the Project management achieved savings in the payroll of staff and capacity building programs

In addition to the above identified challenges which faced the project, one of the evaluation findings consider that there were some logistical problems which did not help overcome some of the above issues and other operational issues. Among these logistical issues are the following:

- The project management is physically split between Cairo (GOPP HQ) and Alexandria (GOPP RC).
- The recruited consulting firm (AS&P) has no permanent physical presence in Alexandria. Reliance on local representative office is not sufficient to manage and respond to the technical requirements of a large scale project like this one.

- The burning of Alexandria Governorate premises resulted in scattering of many of the departments in many locations which made the communication between the Project and these departments more difficult.

One of the key challenges that faced the Project is the fact that due to the time delay in finalizing the SUP, many of the information and data collected may not be valid today. These data and information are primarily utilized to develop the vision for physical development of main parts of Alexandria and being inaccurate may result in developing plans which are not realistic or very difficult to implement.

In addition, Alexandria, as a city, is facing fast deterioration in its infrastructure and in 2015 it suffered from floods due to rainfall, a phenomenon which is normal to happen in Alexandria and was used to overcome smoothly. This resulted in public dissatisfaction and placed other priorities which are different from what is being currently proposed by the SUP vision at least in the order of priorities.

### **Opportunities**

Despite all the challenges listed above, there are some opportunities which can be seized. First, the political and security situation in Egypt in general and in Alexandria in specific have significantly improved. Therefore, the work environment is more safe and welcoming for both local and international experts to finish their pending tasks.

Secondly, the election of the new Parliament has added a new dimension to the participation process and the development of the SUP 2032. With the support of Alexandria Members of the Parliament, the SUP can gain wider recognition and adoption by the government executives and government funds can be secured to implement the main elements of the SUP 2032.

The appointment of a new Governor for Alexandria can be an opportunity to gain his support in order to implement the SUP elements.

### **Assessment of the Institutional Arrangements**

According to the Project Document, there are four institutions which are signatories: GOPP, Alexandria Governorate, Ministry of Foreign Affairs and UNDP. Meanwhile, the Project Document identified two strategic partners (GOPP and UNDP) and two main beneficiaries (Ministry of Local Development and Alexandria Governorate).

Institutionally, the Project Document specified one type of arrangement which is the “Project Board” which was supposed to meet at least once annually.



On the operational level, a Project Management Unit (PMU) and an Executive Committee (EC) were formulated. The EC was supposed to meet on monthly basis in order to make detailed decisions with regards to project activities. The EC is composed of a UNDP representative, the Project Manager, Head of the GOPP Alexandria Regional Center, Head of the Information Center – Alexandria Governorate and the coordinator of workgroups.

Nine thematic workgroups were supposed to be established in order to prepare plans and take actions in each project theme.

Compared to other GOPP/UNDP projects, this is the only project which has got a governor to sign on the Project Document in a clear positive indication of cooperation and commitment from all parties to deliver a successful project. Meanwhile, it is one of the unique projects which does not include Ministry of Local Development as an official partner signing on the Project Document order to coordinate the relationship between the different project partners.

Based on the conducted project evaluation, the design of the institutional arrangements and mechanism were not described in a clear and simple manner. The relationships between the different institutions and the different project management levels did not end up in the way they were originally designed. For instance, the Project Board met only twice in the period from 2009 until 2015 with the main purpose (an on the occasion of) approving requests for project extensions.

The EC was not established and the management structure was changed. A project technical coordinator was appointed and it was decided to assign the responsibility of preparing Alexandria SUP to an international consulting firm through a bidding process. This action took place in the beginning of 2010. By mid-2010, the winner firm was awarded.

Later on, an independent experts committee was formulated from academic professors from Alexandria University to act as a “technical review committee” mainly for the technical deliverables submitted from the international firm.

The above institutional arrangements took place after the project was effective and almost one third of the project lifetime (one year out of three) elapsed. These newly introduced arrangements should have been decided upon during the preparation and design phase of the project to avoid delays in the project implementation.

The decision to assign the responsibility of preparing Alexandria SUP to an international consulting firm was justified and documented in the second progress report. Following this significant change in the implementation arrangements, the project document and work plan should have been amended to reflect these changes.

It is important to mention that although it is evident that the establishment of the “review committee” had an overall positive impact on the project performance.

Finally, it was positive to learn that many thematic workgroups were formulated not only from the relevant executive authorities and institutions but expanded to include non-government institutions and stakeholders such as the foreign communities in Alexandria, consulates and Bibliotheca Alexandrina.

### **Assessment of Project Approaches**

The project, as determined by the Project Document, adopted three main approaches:

- Building on international best practices and local expertise
- Participatory appraisal
- Capacity development

The approaches were well designed and thought of during the design phase. However, during the implementation of the project, these approaches were not fully adopted.

**International best practices and local expertise:** The project was supposed to identify good international practices in order to produce innovative and well-adapted framework for SUP and long term city management implementation in Alexandria. In addition, there were initial plans to exchange experiences from other global cities and international organizations. Locally, it was planned to learn from other GOPP/UNDP projects especially the Strategic Urban Development Plan for Greater Cairo Region.

By contracting with an international consulting firm, the project benefited from bringing international experiences from similar global coastal cities. This was reflected in the different scenarios which were developed for the vision of Alexandria.

On the local side, being a GOPP project and the involvement of UNDP in both Greater Cairo project and Alexandria SUP, there was an indirect exchange of lessons learned.

**Participatory appraisal:** the project conducted consultative activities with various stakeholders. The project was planned to cooperate with different institutions and ongoing projects such as the IDSC/UNDP's "Disaster Reduction Programme" and the "Strategic National Development Support Project" as well as the "Adaptation to Climate Change in the Nile Delta" project.

Until the date of this evaluation, the project managed to conduct one big consultation event in 2014. Though it was a successful event as shown in its documentation, it was only conducted after 5 years from the project start. Before this date, and at the project early stages, several thematic workshops were conducted to discuss the issues and challenges which face Alexandria

city. In addition, the project established questionnaire and recently launched a website as platform for communication with the public.

As for the rest of consultations with the identified institutions and projects above, the project has not yet implemented the collaboration activities with them.

In conclusion, despite the challenges which faced the project, it managed to conduct some important consultative activities. The project needs to exert more effort in engaging with the public and key stakeholders to incorporate their views in the upcoming remaining project activities.

**Capacity development:** The Project Document determined that the project will adopt the basic principles and approaches of UNDP capacity development and will start by evaluating existing capacities which will be followed by five steps as proposed by the UNDP approach. The target groups for capacity development were determined to be Alexandria Regional Center (RC) staff and the Local Authority. The project also planned to support other urban development *institutions and stakeholders*.

In practice, several training and capacity development activities took place mainly in Decentralization, SPSS, GIS and urban surveys. The training was conducted for both the RC staff and the local authorities. On-the job training was one of the most effective methods to develop the capacity of the RC staff and the local authority staff. The project also prepared a capacity development plan which needs to be implemented as soon as possible.

## **Relevance**

The project document defined the UNDAF outcome to be “regional human disparities are reduced, including reducing the gender gap, and environmental sustainability improved”.

The expected CPAP outcome was “decentralization policies formulated / reformed, adopted and implemented with improved capacity of institutions at the local level in participatory planning, resource management and service delivery”.

The expected project output was “strategic urban planning of Alexandria City in-use through established detailed projects and management mechanisms”.

In principle, the project as designed is partially relevant to the above outcomes. The design of the project represented in analyzing the existing situation and planned outputs and activities should ultimately lead to the reduction of human disparities and improved capacity of

institutions at the local level. However, the project design did not address gender gaps and did not identify, in detailed manner, how the environmental sustainability will be improved. The project output was designed to be fully relevant with the project ultimate outcomes and strategic objectives.

### **Efficiency and Effectiveness**

Efficiency is defined as the best utilization of resources in order to achieve the desired outputs. The current rate of delivery of the project can't be considered the most efficient. This is mainly due to the significant delay in implementing the project activities due to unanticipated challenges.

Those challenges were thoroughly described in the Risk Log. In addition, it is worth-mentioning that the project management attempted to mitigate the effects of the unexpected conditions in the city on the work progress through:

1. The conduction of several small workshops instead of large meetings when/where it was not possible or secure.
2. Increase the number of small workshops as well as the International consultants' visits and presentations.
3. Outreaching stakeholders by presenting Alex SUP in their premises (NGOs, business associations and academia members).
4. The establishment of the reviewing committee to ensure better outputs and to encourage academia involvement in the SUP preparation
5. Adopting extensive on-the-job training strategy to ensure larger number of staff training and involvement as well as to cut in the training budget.
6. Coordinate with the local authorities to secure safe and escorted field visits and community outreach.

The project has managed to deliver the majority of its three outputs. Despite the extended period of the project performance which affected its efficiency, the project succeeded in addressing key challenges which face Alexandria and provided a vision to overcome them. As an overall assessment, the project is considered to be "moderately effective" in reaching its designed outputs.

### **Sustainability**

GOPP is legally mandated to conduct strategic urban plans for Governorates and cities in Egypt. The main principles adopted by this project are generally in line with the Egyptian legal requirements and GOPP practices. With support from UNDP, GOPP has institutionally

anchored many of the adopted principles such as participation, communication and capacity development.

It is recommended that UNDP continues its support to GOPP to institutionalize some of the adopted approaches especially on communication and partnership with key stakeholders.

## **Impact**

The nature of strategic planning provides guidelines and legally binding constraints which should ultimately lead to planned future development. Therefore, due to this nature, most of the direct impacts can't be assessed during the lifetime of the project. However, it is recommended that some achievable milestones should be targeted to be achieved during early stages of the project.

Another challenge that faces the realization of the project impact is that the only legally binding output of the project are the “new boundaries map - *hayez*” and the land-use map. The legal accreditation and approval process of these maps is very lengthy and may result in reducing the desired project impact due to the changes which took place on the ground since the project start.

Despite the above, the project impact surpasses the production of city new administrative boundaries (Hayez) and strategic plan. Some of the important indirect impacts of the project can be summarized as follows:

1. To convey new methods and tools in SUP preparation due to the involvement of International consultancy. The new approaches are related to the visioning process (with the involvement of both AS&P and Ernest & Young), projects prioritization and surveys, assessment of real estate and land value, proposing new management framework for SUP implementation.
2. Training of staff in both RC and LA on SUP and GIS. The staff is now better prepared to conduct collaborative planning and is well aware of new techniques and approaches.
3. The strengthening of the linkage (and trust) between GOPP/RC and the local authority. LA is now more confident and well aware of the role and expertise that could be provided through GOPP. This was observed on the increased involvement of GOPP RC in the decision making process with the Governor and Deputies.
4. Better and easier flow of data (including GIS) between RC and LA.
5. Better awareness among the NGOs, Business community and academia on the AlexSUP and the role of GOPP.

6. Increased collaboration and coordination with other ‘sectoral’ development initiatives in Alexandria. This coordination is ensuring that the priorities and development initiatives are approved by SUP and harmonized with the other projects strategies.

## **4. Conclusions, Lessons Learned and Recommendations (Key Messages)**

### **4.1 Conclusions, Lessons Learned and Recommendations**

This last section of the evaluation presents some conclusions and recommendations about the four GOPP/UNDP projects. This is not an exhaustive list of conclusions and recommendations, but a highlight of the most important ones. Previous sections of this report include findings, observations and suggestions that are relevant to the evaluated projects.

#### **Engagement of UNDP in GOPP projects**

UNDP has been engaging with GOPP in implementing several projects continuously for over 15 years. This long cooperation period indicates a successful and constructive relationship. The engagement with UNDP allows GOPP to implement large scale national planning projects with more flexibility and accessibility to national and international expertise. It also allows GOPP to allocate resources to implement key activities such as capacity development and strengthening its institutional technical and physical resources in a less bureaucratic manner.

Through UNDP global access to expertise, the GOPP projects managed to mobilize competent human resources and recruit top notch national and international experts and consulting firms who supported in delivering high quality deliverables in the planning field as well as in institutional strengthening, skills development and management fields. In addition, UNDP supported GOPP projects to be more visible on the national and international levels.

For UNDP, the cooperation with the Ministry of Housing, Utilities and Urban Communities represented by GOPP, is considered a strategic partnership due to the highly significant role that GOPP plays to achieve Egypt's developmental goals. GOPP represented a reliable and competent counterpart who continuously showed commitment towards implementing the agreed upon projects' outcomes and outputs. Over the past 15 years, the cooperation with GOPP has been uninterrupted despite change in GOPP and UNDP management and project officers. This indicates that both institutions have a very strong working relationship which can be utilized to achieve more successful outcomes.

It is therefore concluded that the cooperation between UNDP and GOPP should continue and move towards new areas of common interests.

The evaluator strongly recommend that both UNDP and GOPP engage in a strategic dialogue to discuss strategic goals that can be achieved with the upcoming 3-5 years. The outcomes and outputs of the joint projects can have much bigger impact if legal and institutional reforms take

place on the national level and in cooperation with other Government authorities such as Ministry of Planning, Ministry of Local Development and Ministry of Finance. UNDP can be seen as a competent and well positioned institution to facilitate inter-institutional dialogues to address the challenges which face GOPP projects and how to overcome them in cooperation with other government authorities.

In addition, UNDP and GOPP can engage in projects which have closer links towards achieving the CPAPs building on GOPP competencies and UNDP access to expertise across several development sectors in Egypt.

### **Relevance and Impacts of GOPP/UNDP Projects to CPAPs**

All the four projects which have been supported by UNDP are of relevance to the CPAPs. The degree of relevance varies from one project to the other. In the reviewed projects, the sections discussing the project's CPAPs (or previously UNDAFs) need to be elaborated relevance and clarified. UNPD is recommended to work closely with GOPP during the project design/preparation phase to agree on more closely CPAP-linked outcomes, outputs and activities.

Given the nature of the planning process which usually achieve the desired outcomes over a long period of time, it is more challenging to measure the impacts of the GOPP/UNDP projects within a project's lifetime. It is therefore recommended to work harder at the project design phase to define short-term and medium-term measurable impacts. Due to the fact that the implementation of plans is not within GOPP mandates, the need for framing ambitious yet achievable targets is essential. It is strongly recommended to involve and engage with the beneficiary institutions at early stages (as early as project design) to ensure or at least increase chances of implementation of the produced project outputs.

In terms of impacts on GOPP, it is evident that the cooperation with UNDP has resulted in strengthening GOPP's institutional capacity, bringing in new planning approaches (such as participatory planning and participatory upgrading of informal areas), exposing GOPP staff to international experiences and working closely with national and international experts and firms. The emphasis of the GOPP/UNDP projects on transparency, communication, participation and sensitivity to vulnerable groups as well as gender balance has resulted in bringing these terms into practice in most, if not all, GOPP projects and activities.

This emphasizes the need to work closely to define short-term, medium term and long term.



## **Enhanced partnerships**

As mentioned above, while all GOPP/UNDP projects emphasize on the participatory approach and engagement of stakeholders in the planning process, it is worthwhile re-investigating the roles of the different stakeholders who can enhance and enrich the planning process and may increase the chances for actual implementation of the produced outputs. GOPP, with UNDP support, can re-assess the concepts of “participation” and stakeholders’ engagement. Over the past decade, GOPP staff and consultants built a strong experience in dealing with local partners, civil society and other stakeholders. It is recommended that this experience to be evaluated, enhanced and shared with other government institutions as a way to ensure the successful implementation of the different GOPP/UNDP projects outputs.

The earlier identification, engagement and partnerships with relevant and key stakeholders provide a better chance for smooth implementation of projects.

In future cooperation projects, UNDP is recommended to work closely with GOPP to ensure local ownerships of the projects through enhanced partnerships with civil societies and other forms of citizen engagement such as volunteerism, which can expand impact and development effectiveness by fostering greater social inclusion.

## **Role of UNDP among UN agencies and other development partners**

UNDP has a very strong convening power which can bring many UN agencies and other development partners to work together towards achieving Egypt’s CPAP. It is recommended to engage, as seen feasible and constructive, specialized UN agencies who are relevant as well as other members of the development partner group (DPG) at important stages of the design/implementation cycle of a GOPP/UNDP projects. There are many ongoing/planned development activities which can be harmonized with GOPP/UNDP project activities. Although there were references to cooperation with other UN agencies in the reviewed project documents, this cooperation did not materialize except in very few cases.

## **Communication and outreach**

Many of GOPP/UNDP projects have produced very important national and regional plans which are currently being adopted by the Government of Egypt. It is unfortunate that these efforts are not widely communicated to the public through various communication channels. For instance, the four evaluated projects are considered of national/regional importance and many efforts have been exerted to produce successful outputs. It is strongly recommended to communicate with a wider range of interest groups to showcase the efforts which have been made, and ongoing efforts, to change the urban conditions on the national and regional scale.

GOPP and UNDP worked closely to develop a communication strategy. It is recommended to put this strategy into implementation, evaluation and modification if necessary.

### **Specific conclusions and recommendations**

While the above conclusions and recommendations are more of general nature, the following issues are specific to the reviewed GOPP/UNDP projects.

- Except for the strategic urban plans, there is no legal or institutional framework which link municipal budgets with the GOPP/UNDP projects' produced visions, priority projects or the developmental plans within the strategic planning studies;
- The involvement of the influential stakeholders (such as relevant line ministries) is limited, in most cases, to technical input which doesn't ensure commitment for implementation of the planning outcomes;
- The capacity of local authorities (governorates and city councils) is limited and considered an inhibiting factor to active participation in the preparation of the different project activities;
- Due to the development of the GOPP/UNDP projects at different year, there is no integration among the different projects in a way that can result in much bigger impact of UNDP support;
- There is a need for deeper stakeholder identification and analysis at the early stages in the project design. The lack of partnership mechanisms with project "beneficiaries" usually result in weak adoption of the developed plans/strategies by the relevant authorities or at minimum the plans/strategies are not prioritized;
- Assessment of projects' risks is not thoroughly studied and need further efforts. The proposed mitigation measures should be as practical as possible;
- In many occasions, the governorate/city level priority projects which are identified in the Projects are not prioritized during implementation. This can be attributed to legal and institutional gaps between several laws which govern the relevant institutions, mainly GOPP, MoLD and Ministry of Planning.
- Although project documents have to pass through a review process and should be appraised by a technical committee (PAC), it is recommended that wider range and multiple rounds of consultations to take place before reaching the appraisal stage. This will enrich the project document and will involve wider range of stakeholders who may add positively to the project design;

- Although flexibility is required in any project, yet significant changes in the project setup or activities should be properly justified and documented in the different project documents and Project Board meetings minutes;
- In each of the UNDP supported projects, there is a specific output related to “capacity development”. The total allocated budget for capacity development in the evaluated UNDP/GOPP projects reached approximately US\$1,660,000. For more efficiency and effectiveness in utilizing these significant amounts of funds, it is recommended that GOPP/UNDP projects consolidate the training and capacity building activities in a harmonized and strategized manner<sup>10</sup>. This also applies to building capacity of local partners who are in great need to such activities;
- With the development of Egypt Vision 2030, its components should be incorporated in the ongoing and future planning projects.

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<sup>10</sup> GOPP recognizes the need for capacity building. However the harmonization and integration of training activities were assumed not practical due to the different needs of each project, the different performance periods and the accountability towards project budget expenditures and reporting.

## **5. Annexes**

### **Annex 1: Terms of Reference**

#### **ToR for Individual Consultant Evaluation of GOPP-UNDP Projects**

Post Title: GOPP-UNDP Projects Evaluation Consultant

Contract Duration: 5 months – 30 working days

Deadline for Application: 12 April 2015

#### **Background**

The United Nations Development Programme (UNDP) began supporting the General Organization for Physical Planning (GOPP) in 1986 through a project establishing a GOPP Regional Center in Ismailia for the Suez Canal Economic Region. Since then and building on the success of this project, the GOPP and UNDP embarked on several other initiatives to promote good governance and induce institutional transformation by decentralizing decision-making process and applying participatory planning methods in planning and executing physical plans. These initiatives have been materialized through four main projects:

#### **A. Implementation Mechanisms of the Strategic Development Plan of Southern Egypt:**

Implementation Mechanisms of the Strategic Development Plan of Southern Egypt is an on-going project which focuses on strengthening national and local administrations by building capacities in planning for sustainable human settlements, especially in strategic planning and community-based planning. It attempts to decentralize the processes of planning and managing human settlements by building the capacities of local and regional authorities to prepare plans for State-owned desert lands, upgrade informal areas, and install and operate a system for monitoring human settlements. The project attempts to develop national and local capacities for decentralized, inclusive and gender sensitive planning, budgeting, M&E. It provides technical assistance to local authorities on planning and managing human settlements, and monitoring their development. It supports national institutions and CSOs to further protect, respect and fulfil human rights in line with Egypt's international commitments, with a special focus on women, children, disabled, refugees, the elderly and migrants. Acknowledging property rights, issuing title to lands and securing tenure are all instruments to empower

marginalized populations living in informal settlements. The project adopts a multi-stakeholder, participatory planning modality during the plan formulation based on transparent mechanisms of decision-making to combat corruption. These plans will modernize systems for quality and efficient public service delivery; and for Egypt to meet international commitments.

### **B. Participatory National, Regional and Governorate Strategic Planning for Balanced Spatial Development (SpaD):**

The SpaD Project, which started in 2009, followed-up on the previous work in GOPP to consolidate the use of the new Strategic Urban Planning (SUP) methodologies and technologies, adapt participatory and sustainability processes to higher levels of planning (governorates and regions), produce Regional Planning Guidelines, and contribute to national spatial development. The project (the 3rd implementation phase; 2009-2013) addressed the need for supporting GOPP's new role –based on the new Building Law 119/2008 – in preparing and testing methodologies for multi-level strategic planning, building capacities of technical staff and decision-makers in planning for the execution and in the follow-up, and enhancing participatory mechanisms at the local and national levels.

In June 2012, the Project's Board agreed to extend 'SpaD' till the end of December 2014 (a 1-year extension that includes a compensation for the six month quick-off delay). This first extension enabled the Project team to finalize the activities that the team was unable to accomplish due to the unsettled political and administrative conditions in Egypt since 2011.

In 2014 the GOPP and UNDP extended the SpaD project for an additional period of 3 years, starting the beginning of year 2015. The main purpose for the project extension is twofold: (a) to carry out the new assignments that have been emerging due to the new political and administrative situation in Egypt, and (b) to finalize activities that were scheduled during the project's first phase, yet had to be postponed till the re-assessment and/or completion of key outputs, such as the National Strategic Plan, the demarcation of new administrative boundaries (and therefore the establishment of new governorates), as well as the study of new priority development projects.

### **C. Strategic Urban Development Plan for Greater Cairo Region:**

The project works to develop a vision and a Strategic Urban Development Plan for Greater Cairo Region (GCR) and its three cities of Cairo, Giza and Shubra El-Kheima. The preparation process of these strategic plans follows specific steps starting from preparing urban, socio-economic and environmental profiles of GCR, developing the future vision, identify strategic development lines and priority projects on both regional and local levels; and finally the preparation of the plan which will include all legal maps, technical documents and enforcement

procedures. The project adopts the participatory approach in preparing these plans through carrying out an effective communication strategy that ensures the involvement of key stakeholders in the region and in the cities as well. The project also works on preparing detailed plans for Priority Subsidiary Projects with national and regional significance such as the transfer of ministries and governmental authorities to a new government city, upgrading and urban development of the north sector of Giza city including Imbaba airport area as a new approach for public private partnership in informal settlements and in the upgrading and prevention of growth of further slums or informal settlements. In addition, the project established the Local Urban Observatory Unit for GCR as a monitoring mechanism for urban development that would support the development of future urban policies. This was coupled with efforts to strengthen the capacities of local actors in GCR in Participatory and Strategic Planning, Management and Implementation.

#### **D. Alexandria Participatory Strategic Urban Planning:**

The project aims to develop a Strategic Urban Plan (SUP) for Alexandria City to provide the road map that will guide development in the city till year 2032. The SUP will function as a specific instrument of management to encourage citizen participation in decision-making regarding city development. Through the implementation of the SUP process, the project works to establish partnerships to serve the designing and managing of sustainable projects for Alexandria. The project also works to improve capabilities of the Regional Centre and Local Partners, through training programmes for administrators and civic officials at departments and districts' levels, and for all other key actors, as appropriate, to enhance leadership qualities and promote the efficient plan implementation and management. Moreover, the project develops an Urban Management Strategy and Guidelines to ensure a sustainable long-term city development through the implementation of a sound efficient management framework. This framework includes a capital investment plan, a private-public, business and economic forums to exchange management know-how and experience, a developed information systems for city management, and a community based M&E system.

#### **Purpose of Evaluation**

UNDP and GOPP have agreed to conduct an evaluation of the four GOPP projects in order to capture and validate their results so far, identify lessons learned and identify areas that require further support or strengthening. This evaluation is quite timely, having two of the projects (SpaD and Alexandria) recently extended for new phases, whereas a proposal for a new project is under review to replace the terminating project of the Greater Cairo Region.

The evaluation will serve the following purposes:

1. Validate results reported by the GOPP
2. Articulate the results in messages that could be used in communication on GOPP achievements.
3. Identify existing institutional strengths that the GOPP enjoys for the continuation the four projects, as well as the areas that can be further strengthened to help GOPP more effectively promote for an enhanced physical and urban planning.

### **Evaluation Scope and Objectives**

The objectives of the evaluation are to:

1. Assess and validate the achievements of the UNDP-GOPP projects, identifying the strategic, policy and institutional factors that have led to the realizing these achievements (or impediment of results).
2. Conduct a capacity assessment of the UNDP-GOPP (including regional centers) to identify existing capacities of the GOPP and identify needs that can benefit from additional support
3. Validate the relevance, efficiency, effectiveness, and sustainability of the UNDP-GOPP projects development outcomes in realizing good governance and decentralization.
4. Provide recommendations for the future of UNDP-GOPP projects in relation to developing its role in developing strategic urban plans and detailed plans.
5. Assess how the UNDP-GOPP projects sought to mainstream gender in its activities as well as in the generated urban plans.
6. Assess UNDP-GOPP projects' communication plans and how effective they are in reaching their stakeholders
7. Examine UNDP-GOPP projects' partnerships (including the UNDP-GOPP partnership) during the evaluation's timeframe and assess the value and relevance of these.

Evaluation should be looking into the following projects:

- 1) Implementation Mechanisms of the Strategic Development Plan of Southern Egypt- (2002- to date)
- 2) Participatory National, Regional and Governorate Strategic Planning for Balanced Spatial Development (SpaD)- (2009- to date)
- 3) Strategic Urban Development Plan for Greater Cairo Region - (Jan 2008- June 2016)
- 4) Alexandria Participatory Strategic Urban Planning- (2009 – to date)

### **Evaluation Questions**

Evaluation questions define the information that the evaluation will generate. The evaluator will include in the Inception Report a list of evaluation questions that, when answered, will give users of the evaluation the information they seek in order to make decisions, take action or add to knowledge. For example, evaluation questions might include:

- Were stated UNDP-GOPP projects' results achieved?
- What progress toward the results has been made?

- What factors have contributed to achieving or not achieving intended results?
- Were the actions to achieve the results effective and efficient?
- Have UNDP-GOPP projects' partnerships been appropriate and effective?
- What factors contributed to UNDP-GOPP projects' effectiveness or ineffectiveness?
- Are the results sustainable?
- How can the UNDP-GOPP projects be improved in its next phase?

Evaluation questions must be agreed upon between UNDP and GOPP and accepted or refined in consultation with the evaluator. Evaluation questions are to be included in an inception brief prior to start of evaluation mission.

## Methodology

The evaluator is expected to use all relevant methods to obtain data and information for their analysis and drawing up of findings, conclusions, lessons learned and recommendations.

Among the suggested methodology for the evaluation includes:

1. **Documentation review and identification of stakeholders:** Begin with the description of the project and its intended results. Review documents such as the project document, project brief, quarterly progress reports, Annual Project Reports (APR), and minutes from project Board meetings as well other UNDP-GOPP reports and agreements.
2. **Field visits to relevant project sites and regional offices.** A list of the suggested field visits should be included in the inception brief. The visit will be coordinated by GOPP.
3. **Interviews** with GOPP directors, managers, staff, partners.
4. **Focus Groups/questionnaires** with GOPP staff and beneficiaries.
5. **Probing the project outcome/output indicators**, going beyond these to explore other possible indicators, and determining whether the indicators have been continuously tracked.

The evaluator should develop suitable tools for data collection and analysis. The methodology and tools that will be used by the evaluator should be presented in the inception brief and the final report in detail. The methodology must be agreed upon between UNDP, the evaluator and GOPP prior to the start of the evaluation.

## Deliverables

Key evaluation deliverables the evaluator will be accountable for producing:

- 1- **Inception brief** – the evaluator will prepare a brief outlining the main evaluation issues that will be addressed, the stakeholders to be consulted, relevant evaluation questions and the proposed and final methodology that has been agreed upon before



the evaluation is set to begin. The report should also define and include criteria to measure efficiency, effectiveness, relevance, and sustainability. It is suggested that the evaluator use the Evaluation Matrix (provided in Annex 1) to present the evaluation design and methodology.

- 2- **Draft evaluation report**—The programme units at GOPP and UNDP should review the draft evaluation report to ensure that the evaluation meets the required UNDP quality criteria
- 3- **Final evaluation report**
- 4- **Brief Executive Summary**
- 5- **PowerPoint presentation on findings and recommendations**
- 6- **List of main messages on results and future directions of GOPP projects**

## Annex 2: Documents Reviewed

### Participatory National, Regional and Governorate Strategic Planning for Balanced Spatial Development (SPAD)

1. المخطط الاستراتيجي القومى للتنمية العمرانية 2052-2022
2. المخطط الاستراتيجي القومى للتنمية العمرانية 2052
3. محضر اجتماع 2009
4. محضر اجتماع 2011
5. محضر اجتماع 2012
6. محضر اجتماع 2014
7. Annual Work Plan 2009-2017(Planned Budget / Description)
8. Cover Page for Budget Agreement / Signatures
9. Project Extension Document for Continue/ complete/ re-assess / introducing the Original Project Output (conducting conferences)
10. Operational Policies / Implementation Mechanisms
  - Detailed Action Plans for Priority Development Areas
  - Update the Administrative Boundaries of Governorates and Regions
  - Propose New Priority Areas
  - Prepare Guidelines Doc. for the process of Demarcation new Administrative Boundaries.
11. Annual Work Plan 2014-2017(Planned Budget / Description)
12. Planned Budget 2014-2017 and Cash Flow for 2014
13. Project Board Meeting Agenda on October 30th, 2014 (Presentation from Project Directors to GOPP CEO and UNDP Director) :
14. GOPP and Participant Expert List Distributed According to Specialization and Projects (Task) 2009-2015
15. Project Board Meeting Presentation 2011 :
16. Introducing SpaD Project :
  - Project contents
  - GOPP and UNDP Roles / Responsibilities
  - Risk Analysis
17. Project Mid-Year Progress Report #1 (April – September 2009) contain :
  - Project Issues / Status of Risk
  - Project Performance - Deliverables / Description
  - Percentage of each Project Element / Task
18. Project Quarterly Report #2 (October – December 2009)
19. Project Quarterly Report #3 (October – December 2009)

20. Project Annual Report #4 (January – December 2010)
21. Project Mid-Year Report #5 (January – July 2011)
22. Project Annual Report #6 (January – December 2011)
23. Project Mid-Year Report #7 (January – June 2012)
24. Project Annual Report #8 (January – December 2012)
25. Project Mid-Year Report #9 (January – June 2013)
26. Project Annual Report #10 (January – December 2013)
27. Project Mid-Year Report #11 (January – June 2014)
28. Project Annual Report #12 (January – December 2014)
29. Project Mid-Year Report #14 (January – July 2015)
30. Annual Work Plan 2012 divided by Quarters
31. Annual Work Plan 2013 divided by Quarters
32. Annual Work Plan 2014 divided by Quarters
33. Annual Work Plan 2015 divided by Quarters
34. Minutes of Meeting / Workshop #5 (Conclusion) :  
Exchanging Information and Studies between Ministries.
35. Minutes of Meeting / Workshop #2 (Conclusion) :
36. Minutes of Meeting / Workshop #7 (Conclusion) :
37. Minutes of Meeting / Workshop #3 (Conclusion) :
38. Minutes of Meeting / Workshop #8 (Conclusion) :
39. Minutes of Meeting / Workshop #4 (Conclusion) :
40. Minutes of Meeting / Workshop #5 (Conclusion) :  
Exchanging Information and Studies between Ministries.
41. Minutes of Meeting / Workshop #6 (Conclusion) :
42. Minutes of Main Experts Meeting about Egypt National Plan 2050 and Experts Comments.

### **Strategic Urban Development Plan for Greater Cairo Region**

1. Project Document
2. Progress Reports
  - Annual Progress Report (APR)-2008
  - Annual Progress Report (APR)- 2009
  - Annual Progress Report (APR)-2010

- Mid-Year Progress Report-2011
  - Annual Progress Report (APR)-2011
  - Progress Report Jan\_Sept-2012
  - Annual Progress Report (APR)-2012
  - Mid-Year Progress Report-2013
  - Annual Progress Report (APR)-2013
  - Mid-Year Progress Report-2014
  - Annual Progress Report (APR)-2014
  - Annual Progress Report (APR)-2015
3. Project Board Meetings
- Summary of Project Board Meetings (with photos)
  - Minutes of Meeting : 1<sup>st</sup> Board Meeting (Oct 2009)
  - Minutes of Meeting : 2<sup>nd</sup> Board Meeting (March 2010)
  - Minutes of Meeting : 3<sup>rd</sup> Board Meeting (June 2011)
  - Minutes of Meeting : 4<sup>th</sup> Board Meeting (June 2012)
  - Minutes of Meeting : 5<sup>th</sup> Board Meeting (Oct 2014)
  - Signature Page : Acceptance for No-Cost Extension (2015)
4. Workshop outcomes
5. GOPP website
6. Samples of project deliverables
- كتاب استراتيجية التنمية العمرانية للقاهرة الكبرى: الرؤية المستقبلية والتوجهات الاستراتيجية (النسخة العربية).
  - ملخص كتاب استراتيجية التنمية العمرانية للقاهرة الكبرى: الرؤية المستقبلية والتوجهات الاستراتيجية
  - كتاب استراتيجية التنمية العمرانية للقاهرة الكبرى: الرؤية المستقبلية والتوجهات الاستراتيجية (النسخة الانجليزية).
  - تقرير خطة المشاركة - توثيق عملية المشاركة العامة مرحلة ما قبل إعداد المخطط
  - الندوات وورش عمل المشروع
  - دليل عمل المخطط الاستراتيجي العام للمدن المصرية
  - استطلاع الرأي عدد 4 استطلاعات رأى
  - الوحدة الإعلامية بالهيئة العامة للتخطيط العمراني
  - تقرير قطاع البيئة - الرؤية المستقبلية للقاهرة الكبرى
  - تقرير قطاع المال والأعمال (القطاع المصرفي) - الرؤية المستقبلية للقاهرة الكبرى

- تقرير قطاع مياه الشرب والصرف الصحى - الرؤية المستقبلية للقاهرة الكبرى
- تقرير قطاع الصناعة - الرؤية المستقبلية للقاهرة الكبرى
- تقرير قطاع الحوكمة - الرؤية المستقبلية للقاهرة الكبرى
- تقرير قطاع السياحة - الرؤية المستقبلية للقاهرة الكبرى
- تقرير قطاع الاتصالات وتكنولوجيا المعلومات - الرؤية المستقبلية للقاهرة الكبرى
- تقرير قطاع التجارة - الرؤية المستقبلية للقاهرة الكبرى
- تقرير قطاع الأرض والمأوى - الرؤية المستقبلية للقاهرة الكبرى
- تقرير قطاع النقل والمواصلات - الرؤية المستقبلية للقاهرة الكبرى
- تقرير قطاع التعليم - الرؤية المستقبلية للقاهرة الكبرى
- تقرير قطاع الصحة - الرؤية المستقبلية للقاهرة الكبرى
- تقرير قطاع الاعلام والثقافة - الرؤية المستقبلية للقاهرة الكبرى

## **Implementation Mechanisms of the Southern Egypt's Strategic Development Plan**

1. Project Document - 2004 (2 copies)
2. Request for Budget Revision (August 2004)
3. Request for Project Extension (August 2004)
4. Annual Project Report (July 2006 – December 2007)
5. PB minutes of meeting (December 2007)
6. PB minutes of meeting (April 2009)
7. Annual Progress Report (December 2009)
8. Progress Report (2010 and 2011 Work Plan)
9. Project Document (December 2013)
10. Communication Strategy (EDG)
11. الإطار العام لاستراتيجية تطوير العشوائيات والحد منها
12. آليات تنفيذ المخطط الاستراتيجي لتنمية جنوب مصر تقرير المرحلة الاولى 2004-2002
13. تحسين الاوضاع المعيشية والعمرانية للمناطق العشوائية من خلال التخطيط تقرير المرحلة الثانية 2006-2005

## **Participatory Strategic Urban Planning for Alexandria City till 2032**

1. Project Document (October 2009)
2. Alex SUP 2032\_Vol\_1\_City Profile Arabic June 2014
3. Alex SUP 2032\_Vol\_1\_City Profile English June 2014
4. Project Management Documentation
  - E-Mails To & From AS&P
  - E-Mails To & From Evaluation Groups
  - Letters From & To Governorate
  - Letters To & From AS&P
  - Letters To & From Evaluation Groups
  - Budget Revision
  - Meetings minutes
  - Annual Work Plan
  - Board Meeting-2011
  - Board Meeting-April2012
  - Progress Reports
  - Risk Log
5. Technical-Data-Reports
6. SUP Alexandria 2030 April 2014
7. SUP Alexandria 2030 June 2014
8. SUP Alexandria 2030 August 2014 (Final Revision)
9. جدول المحتويات - فريق العمل - الجهات الحكومية
10. مذكرة للعرض على السيدة / د.م فهمة الشاهد

**Annex 3: Persons Interviewed<sup>11</sup>**

| Name   | Affiliation | Title  |
|--|-------------|--|
| <b>Strategic Development Plan for South Egypt</b>  |             |  |
| Eng. Somaia Galal  | GOPP        | National Project Manager,<br>General Manager for the NUO   |
| Dr. Fahima El-Shahed   | GOPP        | Former National Project Manager,<br>Director of the Central Department for<br>Regional Offices,<br>General Supervisor on the NUO |
| Dr. Ahmed El-Kholi   | UNDP/GOPP   | Project Coordinator  |
| Eng. Hadya Gad   | GOPP/NUO    | Urban Planner  |
| Eng. Doaa Medhat   | GOPP/NUO    | Urban & Regional Planner   |
| Mr. Tamer Abdo   | GOPP        | Accountant   |
| Mr. Mahmoud Salem  | GOPP/NUO    | Communication Officer/Translator   |
| <b>Participatory National, Regional and Governorate Strategic Planning for Balanced Spatial Development (SPAD)</b> |             |  |
| Dr. Maha Fahim   | GOPP        | GOPP Deputy Chairman, National<br>Project Manager  |
| Mrs. Madiha Mahmoud  | GOPP/UNDP   | Project Coordinator  |
| Wala Abdel Monem   | GOPP        | Financial Officer  |
| <b>Strategic Urban Plan for Greater Cairo Region</b>   |             |  |
| Eng. Salwa Abdel Wahab   | GOPP        | GOPP Vice Chairman, National Project<br>Director (acting)  |
| Eng. Nahed Naguib  | GOPP        | Former: National Project Director  |

<sup>11</sup> Many development practitioners, planning experts and civil society activities were interviewed however their names and titles remain undisclosed upon their request.



|  |                                    |   |
|--|------------------------------------|---|
| Mr. Eslam Mohamed                                    | GOPP                               | Senior Administrator  |
| Eng. Ahmed Mokhtar                                   | GOPP                               | Project Engineer  |
| Eng. Maha Sabry                                      | GOPP                               | Project Engineer  |
| Mrs. Rania Hedeya                                    | UNHabitat                          | Country Office Director   |
| Dr. Bassem Fahmy                                     | UNHabitat                          | Project Technical Manager, UNHabitat  |
| <b>Strategic Urban Plan for Alexandria City 2032</b> |                                    |   |
| Eng. Alaa Abdel Fattah Ali                           | GOPP                               | Director: Central Department for Regional Offices<br><br>Former, General Manager of GOPP Alexandria Regional Planning Center      |
| Dr. Fahima El-Shahed                                 | GOPP                               | Formerly: National Project Manager, Director of the Central Department for Regional Offices,<br><br>General Supervisor on the NUO |
| Gen. Hany Abdel Maksoud                              | Alexandria Governorate             | Secretary General   |
| Dr. Hany Ayad  | UNDP/GOPP                          | Project Coordinator   |
| Eng. Eman El-Mahdy                                   | Alexandria Governorate             | General Manager, Urban Planning Department  |
| Dr. Ahmed Youssry                                    | Cairo University, MY&A Consulting  | Consultant  |
| Dr. Walid Abdel Azim                                 | Alexandria University, Consultant  | Basic Urban Services consultant   |
| Eng. Tamer Mehleb                                    | Private sector                     | Business man  |
| Eng. Moataz Al-Edkary                                | Alexandria Businessmen Association | Business man  |