

EVALUATION REPORT

Of the

PROJECT

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



UN-HABITAT

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Acronyms

Development Partner Group - Urban Development (DPG UD)

General Organization for Physical Planning (GOPP)

Ministry of Housing, Utilities and Urban Communities (MoHUUC)

Ministry of Local Development (MoLD)

National Survey Authority (NSA)

New Urban Communities Authority (NUCA)

Real Estate Publicity Department (REPD)

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

United Nations Human Settlements Programme (UN-Habitat)

Medium-Term Strategic and Institutional Plan (MTISP)

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Executive Summary

Background and Context

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

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

In Egypt, outdated, complex and locally irrelevant legal frameworks that encourage irregular land use and fragmentation and limit options for the effective provision of basic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

The project

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

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

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

Purpose and scope of evaluation

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

Methodology

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

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

Major limitations

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

Main findings and conclusions

1. The project was highly satisfactory in terms of relevance

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

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

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

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

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

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

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

3. The project was satisfactory in terms of effectiveness

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

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

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

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

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

4. The project was satisfactory in terms of impact

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

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