



GOVERNMENT OF THE ARAB REPUBLIC OF EGYPT

AND

THE UNITED NATIONS DEVELOPMENT PROGRAMME

PROJECT:

**PARTICIPATORY STRATEGIC URBAN PLANNING FOR ALEXANDRIA CITY TILL
2032**

(AWARD ID: 00058428)

FINAL REPORT
(NOVEMBER 2019)

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List of Acronyms

AWP	Annual Work Plan
CP	Country Programme
EC	Executive Committee
GIS	Geographic Information Systems
GMS	General Management Support
GoE	Government of Egypt
GOPP	General Organization for Physical Planning
HQ	Headquarters
LA	Local Authority
M&E	Monitoring and Evaluation
MHUUC	Ministry of Housing, Utilities & Urban Communities
MOFA	Ministry of Foreign Affairs
MOLD	Ministry of Local Development
MPMAR	Ministry of Planning, Monitoring and Administrative Reform
MYFF	Multi Year Funding Framework
NEX	National Execution
NSLUP	National Strategic Land use Plan
OU DA	Operational Unit for Development Assistance
PLP	Presidential Leadership Program
RC /RPPC	Regional Center /Regional Physical Planning Center
PM	Project Manager
SDGs	Sustainable Development Goals
SDS	Sustainable Development Strategy
SUP	Strategic Urban Plan
TOR	Terms of Reference
UNDP	United Nations Development Programme
UN-Habitat	United Nations Human Settlements Programme
UNDAF	United Nations Development Assistance Framework
w/g	Working Group

1 Introduction

1.1 Project Data

Project Title:	Participatory Strategic Urban Planning for Alexandria City till 2032
UNDAF/CPD Outcome:	Regional Human Development Disparities are reduced, Including Reducing the Gender Gap, and Environmental Sustainability Improved.
Expected CP Outcome(s):	Decentralization policies formulated/reformed, adopted and implemented with improved capacity of institutions at the local level in participatory planning, resource management and service delivery.
Executing Entity:	The General Organization for Physical Planning
Implementing Agencies:	The General Organization for Physical Planning
Brief Description	The Project “Participatory Strategic Urban Planning for Alexandria City till 2032” aims at (a) producing a Strategic Urban Plan for Alexandria City using participatory approaches, (b) consolidating and improving capabilities of the Regional Center and related Local Planning Departments through capacity building and network updating; and (c) preparing an urban management strategy and guidelines including a monitoring and evaluation mechanism and terms of reference for specific action and detailed plans. The General Organization for Physical Planning (GOPP) (at the Ministry of Housing, Utilities and Urban Development (MHUUD) is the national executing body, where its Alexandria Regional Center is responsible for implementation , and coordination with other national partners, particularly the Ministry of Local Development and the Governorate of Alexandria.

1.2 Preparation and Scope of the Report

The final report covers the activities delivered, difficulties experienced, and focus on the lessons learned, so as to contribute to future projects in GOPP. The findings of the external evaluation report (September 2016) is also incorporated. Therefore, this report addresses the following issues:

- It provides an overview of activities and results delivered till the project closure in year 2019, as well as reporting on issues that were outstanding on that date and their resolution.
- A review of the findings of the external evaluation report. This report includes a detailed evaluation of the results of the project against the outcomes and result indicators that were set out from the project’s design and inception. The evaluation report also assesses the project in the key areas of relevance, efficiency, effectiveness, impact, sustainability.
- It reports on the experience of the project in order to provide detailed recommendations and insight into lessons learned, including project difficulties.

2 Review of Progress and Performance at completion

2.1 Policy and programme context, including linkage to other operations/activities

This project is a partnership between the General Organization for Physical Planning (GOPP), Ministry of Housing, Utilities and Urban Development (MHUUD) and the United Nations Development Programme (UNDP). Since its launching in 2009, GOPP operated the project in its Alexandria Regional Center, and used the premise for the meetings, workshops and thematic group works. During year 2018, most of the steps to finalize the Alexandria strategic urban plan were conducted in GOPP's Headquarter in Cairo. This was necessary to negotiate and approve the new city boundary (hayez) and strategic plan with relevant authorities. The project is one of GOPP's initiatives to produce strategic plans for its large cities, and to strengthen the capacity of its RCs and local authorities in carrying out plans preparation and implementation.

UNDP engaged with GOPP in implementing this project, as well as other several projects continuously for over 15 years. This long cooperation period indicates a successful and constructive relationship. The engagement with UNDP allowed GOPP to implement the project with more flexibility and accessibility to national and international expertise. It also allowed GOPP to allocate resources to implement key activities such as capacity development and strengthening its technical and physical resources in a less bureaucratic manner. Through UNDP global access to expertise, the project managed to mobilize competent human resources and recruit top notch national and international experts and consulting firms (e.g. AS&P and E&Y consultancies) 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. Furthermore, OUDA supported the project management with administrative platforms that ensure transparent procedures for contracting the services of experts and consulting firms.

Several bi-lateral projects based on a cooperation between GOPP and UNDP have been assisting in providing strategic planning to several Egyptian regions and cities, namely: (1) The strategic development plan for greater Cairo region 2050, (2) The strategic development plan of southern Egypt (new valley), and (3) Participatory Strategic Planning for Balanced Spatial Development (SpaD2020 and its predecessors). It is worth-mentioning that the outputs of the three bi-lateral projects were of significant importance to the project in terms of defining priorities, necessary data and local partners for participatory planning.

In general, the project successfully benefited from the International consultation. The evaluation report (2016) stresses on the need of engaging both UNDP and GOPP in a strategic dialogue to discuss future strategic goals. It suggests that the outcomes and outputs of the collaboration 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. In this regard, UNDP could play the role of a facilitator for inter-institutional dialogues to address the challenges which face GOPP projects and how to overcome them in cooperation with other government authorities.

The evaluation report acknowledges the important impact of GOPP/UNDP collaboration in terms of 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.

2.2 Objectives achieved

The main project's objective is to improve livelihood and urban environment in Alexandria city through: (i) producing a strategic urban plan for the city, (ii) improving capabilities of the regional center and other local partners, and (iii) produce an urban management strategy and guidelines.

The project started as a three years project (end of 2009-2012) and was extended two times (2012-2015), (2015-2018) in addition to an extra year (2018-2019) to finalize its activities. All extensions were approved within its original estimated budget (5.3 million US Dollars). During its implementation, the project was faced with several issues that were the main causes for the delayed accomplishment of its objectives:

The Egyptian Revolution and the instability in the local authority work caused several delays in the Project's activities. The delays had a direct impact on the workplan. The situation in Alexandria was aggravated due to the loss of the governorate premise in a fire accident. This situation caused the dispersion of offices and departments in several scattered temporary locations, causing difficulties in following up and coordinating with different LA staff. In addition, the continuous changes in Governors and their executive council in Alexandria caused delays in the implementation of some of the project's steps such as legal approvals of detailed and strategic plans.

Furthermore, security and safety issues 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.

The continuous changes in Governors and their executive council in Alexandria also negatively impacted the communication strategy including the need to continuously inform the new local body 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 plan's implementation and dissemination. In response, the Project management increased the number of meetings with the local authority.

Nevertheless, and despite the several delays, the project succeeded to achieve its main three objectives. Each of the three described objectives are reflected in three outputs (outputs A, B and C) and have a defined set of planned activities. As confirmed by the project's external evaluators – and except from few cancelled activities - the project has successfully achieved most of its described aims, outcomes and objectives.

2.3 Activities undertaken

The executed activities are included under the three previously-mentioned outputs (A, B and C). To follow-up the project's achievements in this regard, the available documentation since year 2009 was utilized. The list of documentation includes project documents, project revisions/extension documentations, annual progress reports, annual work plans and board meeting presentations.

In general, the project managed to achieve most of its planned outputs. The local stakeholders in Alexandria city were engaged in the planning process through interviews, workgroups and city consultations. They effectively participated in delivering the project outputs and in shaping the city development strategy and vision.

The following presents the project's achieved activities and resulting outputs.

	Outputs/Activities	Status / Timeframe	Explanation
A: A Strategic Urban Plan for Alexandria City Produced			
A.1	Consolidate and refine information on city profile, partnerships and SUP methodologies	COMPLETED 2009/2014	Thematic workgroups established, city profile / sectoral reports delivered
A.2	Formulate a city development mission statement, vision and goals	COMPLETED 2010/2014	City development vision/goals prepared, city consultation conducted.
A.3	Prepare the strategic urban plan for Alexandria City till 2032	COMPLETED 2010/2019	Development scenarios prepared, landuse/hayez plans finalized, detailed and action priorities finalized
A.4	Prepare a pilot initiative in selected slum areas, based on UNIFEM-UNDP Safe Cities Project (<i>Safe Cities Free of Violence against Women and Girls</i>)	CANCELED 2015	The expected outcomes from this activity were achieved within activity A3
A.5	Prepare Geographic Information Systems for Alexandria City	COMPLETED 2009/2019	GIS phase one and two delivered, revised and updated.
A.6	Establish a Reviewing Process for the SUP deliverables	COMPLETED 2012/2019	Phase one reviewed by expert groups (mainly from Alexandria University), phase two reviewed mainly in GOPP HQ and Alexandria RC by staff.
B: Capabilities of the Regional Center and Local Partners Improved			
B.1	In collaboration between GOPP and the Governorate, consolidate Alexandria RC and LA capabilities in SUP	COMPLETED 2010/2019	Several training courses conducted, and project management system established
B.2	Develop institutional and human resource capacities at local levels.	COMPLETED 2010/2019	Preparatory work carried out, workshops attended. Main work included in the SUP preparation (year 2018)
B.3	Conduct multi-faceted capacity development interventions	MERGED with B.1	
B.4	Connect Alexandria RC with the planning departments at the governorate level	CANCELED 2015	Physical connection turned to be difficult to achieve due to technical

			shortcoming / administrative limitations.
C: An Urban Management Strategy and Guidelines Produced.			
C.1	Prepare a Capital Investment Plan for the City development.	COMPLETED 2018/2019	Included in the SUP preparation task / executed by AS&P consortium (2018-19)
C.2	Formulate an Urban Management strategy and guidelines	COMPLETED 2018/2019	Final urban management framework finalized in 2019
C.3	Prepare TOR/referential conditions for priority projects and detailed plans.	COMPLETED 2018/2019	Included in the SUP preparation task / executed by AS&P consortium (2018-19)
C.4	Pilot the follow-up, monitoring and evaluation programme for the SUP	CANCELED 2017	Canceled due to time limitation and delay in finalizing the SUP

2.4 Resources and budget used

The total budget for the Project was **5,300,000 US\$** (2009-2019), of which:

- 5,000,000 US\$ were provided by GOPP, and
- 300,000 US\$ were provided by UNDP.

It is worth mentioning that this budget has increased from US\$5,000,000 in 2009 to US\$5,300,000 in year 2018. 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 cover the international consultation expenses, to develop the capacity of GOPP staff, to increase the capabilities of Alexandria RC in equipment and IT infrastructure, and in the development and implementation of communication plans including city consultations and liaising with local partners.

At the end of the Project (2019) the whole amount of the budget was spent on its activities. The following table depicts the total expenditure per year, including GOPP and UNDP shares. The additional 300,00 US\$ was added in year 2018 to compensate for extra unforeseen expenses and to cover the final payment of International consultation.

	GOPP/UNDP share		Total
	GOPP	UNDP	
Total Budget	4,700,000 + 300,000 (2018)	300,000	5,300,000
2009 expenditures	10,730	0	10730
2010 expenditures	914,968	100,000	1,014,968
2011 expenditures	238,561	0	238,561
2012 expenditures	251,082	0	251,082
2013 expenditures	1,000,656	80,000	1,080,656
2014 expenditures	551,979	992	552,971

2015 expenditures	699,509.46	0	699,509.46
2016 expenditures	28,783.91	0	28,783.91
2017 expenditures	250,419.86	60000	310,419.86
2018 expenditures	373,125.53	59008	432,133.53
2019 expenditures	680,185.24	0	680,185.24
Remaining Balance	0	0	0

2.5 Assumptions and risks – status at end of project

The project document and the progress reports identify several important risks and challenges:

- **Counterpart non-cooperation:** Other government agencies may not cooperate with the transparency and participatory aspects of the project. Old ways of thinking and working can become more apparent during implementation.

The project was successful in overcoming the negative impacts of this risk by adopting a participatory strategy and by involving relevant stakeholders and authorities in all planning/development processes. Furthermore, the international consultation presented an added value for all planning partners to be aware of new planning approaches and to increase their capacities in using modern tools and technologies.

- **Shortage of funds:** The global economic crises may result in unavailability of fund to complete the implementation of the project.

The project did not seek parallel funding from other donors. However, continuous budget revisions and using GOPP's own resources enabled the project to be sustained during its two extensions without requiring extra budget (except for an additional 300,000 US\$ required at the last year before termination).

- **Maintenance failure** After the project ends, there is a high probability of losing trained staff because the government rules impose a salary structure that is not enough to retain good staff familiar with working with modern technology. This is a major challenge which faced the project in specific, and GOPP in general. 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 for better opportunities elsewhere.

The Project managed to partially overcome this challenge by intensifying the capacity building programs for GOPP and Regional Centers staff, as well as staff of the local authorities. The large number of trained personnel ensured the availability of adequate number of staff aware of new planning methodologies and tools.

- **Security and safety issues** 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.

- The continuous changes in Governors and their executive council in Alexandria means that the new local body must be informed about the project activities and achievements. This is crucial for the Project's success since this local partnership is essential for the plan implementation and dissemination.

In response, the Project management increased the number of meetings and communications with the local authority.

- The capacity of the local authority in the execution of plans is questioned. The Project identified this risk early during its first phase.

In response, the management is establishing a firm cooperation with the local authorities, especially regarding the provision of information and collaboration with Project team members and consultants. To overcome this risk 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.

2.6 Key quality/sustainability issues

It is an essential element of the project design that by the project's end the GOPP will have the capacity to formulate and implement strategic plans using participatory approaches. It is clear that GOPP has made very significant progress and is now capable of preparing strategic plans, designing priority projects, and identifying implementation partners and of monitoring such plans using its own staff.

In fact, the project has been successful in introducing the new strategic plan for Alexandria city, a long-awaited legal document that was urgently needed to allow for planned future city expansion. The project also invested significantly in building GOPP Alexandria RC capacity as well as the local authorities. The engagement of the civil society and NGOs in the city planning process developed to be a cornerstone for the future implementation of priority development projects.

Capacity building within GOPP is a main component in all UNDP supported projects and has become one of GOPP standard business practices. The project has extensively invested in capacity building programs, targeting both GOPP staff and local authorities. However, there are specific areas where further training and capacity development could be required in the future, essentially related to support the local authority in implementing the SUP and supporting the RC in their follow-up role.

3 Lessons learned

The outputs and outcomes of the “Participatory Strategic Urban Planning for Alexandria City till 2032” project are considered of special importance to the future of the city planning. The produced strategic plan, new boundaries and land use plan are all considered as essential document that are used by the local authority of Alexandria for issuing permits and foreseeing development. Furthermore, the produced GIS will be at the core of the management and decision-making process.

It is considered important that this final report captures the key lessons learned in order to share these with GOPP / UNDP management, decision makers and other relevant stakeholders.

The project evaluation, undertaken in 2016, produced conclusions, recommendations, and lessons learned, based on the external evaluator’s interviews and reflections. This report supplements the recommendations from the external evaluation report, with those from the project management team.

3.1 Process of project planning/design

Experience / Lesson Learnt	Recommendations
Perhaps one of the most important lesson learnt from the AlexSUP project is that the project design should account for the long process needed for the plan/new boundary approval. This process is affecting many city planning processes.	<ul style="list-style-type: none"> • There is a need to continually ensure that cost containment measures and mitigation of delays and conflicts remain a high-priority focus. Included in this would be rigorous controls to prevent scope change, assurance of an early process for new boundary approval, and an early involvement of key decision makers in the boundary demarcation.
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.	<ul style="list-style-type: none"> • The efficiency of such cooperation could be enhanced by the engagement of GOPP, UNDP and other relevant government authorities in defining strategic goals and required institutional reforms. • A better collaboration between GOPP and Ministry of Planning, Ministry of Local Development and Ministry of Finance is required to increase the effectiveness of projects’ implementation.
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.	<ul style="list-style-type: none"> • The project design phase requires a clear definition of short-term and medium-term measurable impacts. • Since 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 to ensure or at least increase chances of implementation of the produced project outputs.
Including a sufficient contingency element in the budget made it easier to respond effectively to unexpected crises or opportunities.	<ul style="list-style-type: none"> • Acknowledging that the unexpected may occur even in the best planned projects; it is better to include a larger contingency line in the budget rather than allocating all the funding to specific budget lines.

3.2 Project scope (objectives, resource, budget, etc)

Experience / Lesson Learnt	Recommendations
<p>Except for the produced strategic urban plan and city boundary, there is no legal or institutional framework which link budgets at the governorates' level with the GOPP/UNDP produced priority projects, capacity building programs and/or supporting units (e.g. GIS units, LUO units, etc..)</p>	<ul style="list-style-type: none"> • GOPP and UNDP needs to work early with the local authorities to define needs, objectives and sources for budget allocation. • GOPP and UNDP needs to work with the Ministry of Local Development to amend laws and regulations that enable better interaction and involvement of local decision makers in all urban planning processes and stages.
<p>The inclusion of well-addressed baseline information, milestones and/or performance indicators is of an extreme importance for the proper monitoring of project performance.</p>	<ul style="list-style-type: none"> • Baseline information and performance indicators need to be included in the project document and continuously updated with any change in project outcomes or activities. • Sufficient resources – both managerial and technical- are required to undertake essential supervisory and monitoring activities. • Project documents should include a systematic strategy for monitoring and evaluation, with separate budget lines for monitoring and for evaluation.

3.3 Project management/coordination arrangements and stakeholder participation

Experience / Lesson Learnt	Recommendations
<p>Participatory plan/project identification was the most effective way of identifying the core problem(s) and potential solutions, as well as building stakeholder buy-in</p>	<ul style="list-style-type: none"> • Ensuring that all relevant stakeholders participate in the identification of the core problem and its root causes is the shortest way to successful plan and projects identification. • The involvement of multiple stakeholders and disciplines ensures that the outcomes of strategic general plans are fully owned by those that collaborated in the preparation process.
<p>Defining the list of stakeholders, interest groups and relevant governmental authorities at the local levels is crucial to the successful production of plans and definition of priorities.</p>	<ul style="list-style-type: none"> • 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. • 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, disseminated and shared with other institutions. • 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.

Experience / Lesson Learnt	Recommendations
<p>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.</p>	<ul style="list-style-type: none"> • There is an urgent need to stress on the importance of implementing communication and outreach strategies that are effective and implementable. • The currently developed communication strategy requires to be put into implementation, evaluation and modification if necessary. • There is an urgent need for UNDP to devote more attention to analyzing experience, to learning lessons, and to using these lessons in improving programming. One of the most important features of GOPP projects is their potential ability to draw on experience and lessons at the national, regional and local levels. These lessons may then be disseminated back to the country level and taken into account in developing the next generation of programmes as well as in adjusting current activities.
<p>Not all implementing agencies (e.g. local authorities) have the necessary technical background to undertake the necessary roles. They do not have the business insight and often are biased to infrastructure provision. Their capacities are limited in implementing and following up urban development projects.</p>	<ul style="list-style-type: none"> • It is necessary to provide local authorities with technical capacity development alongside knowledge of best practices. This training/ orientation could professionalize the way the staff at the governorate’s level perform. • Local economic development should be intensively incorporated in capacity building programs that targets both GOPP and LAs staff. While several LED training programs were already implemented by GOPP Projects, the impact of such programs on how development projects are addressed is still limited
<p>Due to the development of the GOPP/UNDP projects at different year, there is no linkage across the different projects in a way that can result in much larger impact. Furthermore, there are very limited linkages across projects implemented by UNDP in collaboration with different ministries/authorities, even if those projects operate in the same territory.</p>	<ul style="list-style-type: none"> • There is a need for UNDP to address horizontal communication problems within and across implementing agencies/ministries. • It is also recommended that all GOPP/UNDP collaboration projects to carry out a regular group follow-up meeting. In this meeting projects managers would discuss achievements, hindrances and possible collaboration aspects. This meeting could present a good opportunity to enhance linkages, transfer knowledge and disseminate results and information.

4 Annex A: Summary of Project Evaluation



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Evaluation of GOPP-UNDP Projects

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Final

19 September 2016

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

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:

- 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.
- 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.
- 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.
- Better and easier flow of data (including GIS) between RC and LA.
- 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

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.

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. UNDP 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.

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.