



Project Evaluation: Summary Report

Egypt: Participatory Development Programme in Urban Areas (PDP)

Title according to the commission:	Participatory Development Programme in Urban Areas
Project no.:	2010.2192.2
Country/region:	Egypt
CRS sector:	43030
Overall objective:	Public administration and civil society organisations collaborate in improving services and environmental conditions for the poor urban population
Overall term:	12/2010 – 12/2018
Total costs:	49.191.153 EUR incl. (including co-financing from the Bill and Melinda Gates Foundation (3.741.534 EUR) and the European Union (39.200.000 EUR))
Commissioning party:	BMZ (BMGF, EU)
Lead executing agency:	Ministry of State for Urban Renewal and Informal Settlements (MURIS) (since January 2015); Ministry of Planning (MoP) (until December 2014)
Implementing organisations (in the partner country):	3 Governorates (Cairo, Giza, Qalyubeya) of Greater Cairo Region (GCR)
Other participating development organisations:	Other ministries (e.g. Ministry of State for Youth and Sports, Ministry of Environment, Ministry of Social Solidarity); Local Area Dialogue Committees (LADCs); Non-governmental organisations (NGOs)
Target groups as per the offer:	Urban poor in nine selected urban settlements in the GCR (2.6 million inhabitants)

Project description

Urban upgrading of informal settlements in the Greater Cairo Region (GCR) remains to be a relevant and pressing challenge in the GCR as more than 60% of the population currently inhabit informal settlements. In July 2014, the Ministry of Urban Renewal and Informal Settlements (MURIS) was established and for the first time, a national entity has been mandated with the responsibility of informal settlements. Until the end of 2014 the programme was missing an adequate political partner institution. PDP had been assigned to the Ministry of Planning which was not mandated to address urban upgrading and

informal settlements. In the past, institutional responsibilities for informal settlements were highly dispersed between various governmental actors without any coordination or cooperation between the various layers. However, the expansion of informal settlements continued and even accelerated during and after the 2011 uprising without an adequate policy response at national level or systematic measures at subnational level. The missing link to public infrastructure and service delivery has tremendously aggravated the precarious living conditions of the poor residents in these settlements. Due to a lack of planning and implementation capacities, GCR's public administration has been unable to address the challenges of urbanisation sufficiently. Moreover, the lack of affordable housing and access to public infrastructure etc., that were impediments especially for the urban poor, has now become a challenge for the Egyptian middle class. The Egyptian Government led by President Sisi is becoming acutely aware of the negative security implications of informal settlements, which has been one of the main reasons for the institutionalisation of MURIS, aiming to concretely and structurally address the challenges of informal settlements and growing urbanisation. The participatory multi-actor and multi-stakeholder approach adopted by PDP emphasizes the inclusion of poor residents along with civil society organisations and local administration in the planning and urban upgrading processes and seeks to mitigate negative dynamics and adverse effects on residents of informal settlements in the GCR. PDP is subdivided into four different components including a complementary Fast Track Measure in order to support the organisational development of the newly created ministry. The overall objective of the programme is defined as 'Public administration and civil society organisations collaborate in improving services and environmental conditions for the poor urban population'. The programme currently intervenes in nine selected informal settlements in the three Governorates Cairo, Giza and Qalyubeya and component 1 "Institutionalisation" aims to enhance the problem solving capacities of the public administration through the institutionalisation of participative urban planning methods, in dialogue with the local population. Component 2 "Resilience of Informal Areas to Climate Change" is concerned with mitigating the negative effects of climate change and to strengthen resilience of the local population through adaptation measures in informal areas. Component 3 "Community-based Waste Management" has supported the elaboration and implementation of a community-based solid waste management system that takes into consideration the informal actors of the sector. Component 4 "Fund Management" addresses the improvement of living conditions in the informal areas through multi-sectorial, grant-funded small and medium scale measures that are implemented by non-governmental organisations and take into account participatory mechanisms. Participatory Needs Assessments as well as other participatory tools have been applied to guarantee the inclusion of youth, women, civil society organisations and private sector in the upgrading and development of these areas.

Overall rating according to the OECD-DAC criteria:	Individual rating of the OECD-DAC criteria:
11,4 points: rather successful	<i>Relevance: 12, successful</i> <i>Effectiveness: 12, successful</i> <i>Impact: 11, rather successful</i> <i>Efficiency: 12, successful</i> <i>Sustainability: 10, rather successful</i>

Relevance

The capacity of the public administration and civil society organisations to improve services for the poor urban population in informal areas in Greater Cairo is limited. It is the goal of PDP to enable public administration and civil society organisations to collaborate and improve the services for residents, taking into account their priorities and needs. The conceptual approach of PDP is highly relevant in terms of development policies, even though there does not yet exist a national strategy for the "Improvement and Upgrading of Informal Urban Areas". The volatile political and institutional framework conditions have so far negatively affected the impact and sustainability of the measures supported by PDP. The creation of a separate Ministry of State for Urban Renewal and Informal Settlements (MURIS) in 2014 now opens a new window of opportunity to transfer and upscale PDP's experiences and to better link the multi-actor and multi-level approach of the programme. This could also lead to improved room for manoeuvre on the part of PDP and could allow for a stronger thematic focus. The partnership with MURIS will enable the ministry to elaborate a precise and coherent strategy of participatory urban development and will help it to refine participatory tools and enhance institutional sustainability in order to advocate a more holistic approach of urban upgrading and social inclusion in informal areas.

Different participatory methods and processes, which structure relationships between citizens, civil society organisations, private sector companies and local administration, are being demonstrated, tested at the local level and then disseminated. The improvement of infrastructure and services in the informal areas as well as new processes and methods of collaboration between local authorities and civil society are central pillars of the programme. These are complemented through innovative elements, like for example the strengthening of resilience of informal areas to the consequences of climate change or new integrated and community-based approaches of solid waste management. The experiences that have been made so far provide evidence-based results that can now be scaled up to the national level and can inform the development of comprehensive political strategies towards the informal areas ("elevator principle"). The size of the nine selected informal areas, their inadequate supply with infrastructure and services as well as the lacking capacity of the local administration to develop and implement participatory processes, are equally indicative of the high relevance of the programme. The PDP

orients itself as a whole according to the lead principles of development of the BMZ. This includes a focus on participatory development and good governance, the improvement of environmental conditions and the protection of natural resources, attention to the consequences of climate change and gender equality. The programme moreover contributes to peace-building and security, as well as to the improvement of the human rights situation through the establishment of participatory dialogue forums, which incorporate civil society organisations.

Effectiveness

As far as the comparison of the current status of the PDP to the projected targets is concerned, one has to take into consideration that this evaluation of the programme represents something like a mid-term review, as the implementation period of the actual phase is still on-going until the end of 2018. This evaluation can thus only show the current state of implementation. The evaluation (PEV) has been completed at this precise moment in time to find out to what extent the programme still corresponds to the projected effects and results model, as co-financing agreements with other donors (in the framework of the delegated agreement with the EU as well as the Bill and Melinda Gates Foundation) have strongly expanded the scope of the programme. In addition, the BMZ has decided upon a further financial contribution of 2 Mio. EUR to the PDP - which is projected to last until 2018 - in bilateral negotiations. This PEV is therefore not only a mid-term review of what has already been achieved, but also allows drawing a better scenario for the remaining three years.

The programme's goal is backed by 4 indicators. The implementation of the first Indicator through Component 1 offers a mitigated result. On the one hand side, participatory mechanisms of urban development, which were developed in the previous phases of the programme, have been implemented and disseminated in all nine target areas of the programme. On the other hand side, no agreements with national learning institutes have been made or renewed so far in order to mainstream participatory methods and mechanisms in urban development as part of the curriculum for civil servants in the regional and local administration in urban areas. However, it has to be noted positively that the participatory instruments developed by PDP have not only been adopted in the identification and planning of new measures, but are also used by governorates and districts in projects that have no link to PDP. The programme has therewith acquired a leading role in the field of informal urban area upgrading, which is also being recognised by other donors active in this field. Component 2 of the programme, which has been launched in the end of 2012, pursues innovative approaches and possibilities of how to confront the consequences of climate change in informal areas. This component also seeks to enhance local resilience to climate change and to strengthen exchange between local administration and civil society through a dialogue about the consequences of climate change, which in turn allows for the development of adaptation measures. Due to the weak institutional capacities on the district levels, it has proven very difficult to sensitize the local governmental level for the consequences of climate change; this is also the case for the UUs. On a higher political level however, the programme has succeeded in raising awareness for the consequences of climate change, most notably in the framework of the Inter-ministerial Committee for Climate Change in Cities (AB-CCC) and in cooperation with the Ministry of Environment. Regarding Component 3, it is too early to make conclusions about the impact, as most measures were only completed in the second half of 2014. The BMGF-funded integrated and community-based solid waste management system has been completed in two areas and now only requires follow-ups as well as some consolidation measures for an additional year, for instance in order to render the Integrated Recycling and Reuse Centre (IRRC), which was completed in November 2014, fully functional or in order to implement additional waste management measures. An important aspect of the work of Component 3 was the institutionalisation of the innovative approach to community-based waste management, the formalisation of the waste management departments in the administration of the cities Khosoo and Khanka as well as the implication and sensitization of other local administrations to this system.

Objectives indicator	Target according to the offer	Current status according to the project evaluation
1. Urban Upgrading Units (UUUs) and representatives of the civil society and the private sector cooperate on the development of informal settlements in three Governorates.	Base value: no cooperation Target value: cooperation exists (round tables, <i>Local Area Dialogue</i> Committees) in the three governorates Cairo, Giza and Qalyubeya	Coordination takes place in the implementation of the small- and medium-upgrading measures of Component 4 as well as in all capacity development measures of the different components. In addition to the UUUs that have existed for several years on the governorate level, additional UUUs on the district level have recently been created by decree. These local committees are so far not fully functional. First steps to implicate the private sector in informal area development have been taken and the institutionalisation of participatory planning instruments in the administrative planning and implementation processes has begun, but has not been anchored sufficiently. (Indicator partially achieved)
2. Representatives of the public administration (e.g. ministries, governorates, local district administration) as well as parts of the civil society have established mechanisms of regular exchange (conferences, consultative bodies) on the topic of climate change adaptation in informal areas.	Base value: no exchange on this topic Target value: 3 occasions of exchange on this topic per year	In 2014 the Egyptian Environmental Agency (EEAA) of the Ministry of Environment, with support of PDP, created a consultative body involving sector ministries as well as civil society actors (AB-CCC) to discuss how to tackle the impact of climate change in cities; 1 coordination and exchange meeting has taken place in 2014 and regular meetings are planned in 2015. Component 2 is actively supporting this consultative body and its exchange formats. (Indicator partially achieved)
3. The participation of Local Area Dialogue Committees (LADCs) in the development of their informal settlements is documented in protocols in the nine target areas.	Base value: 0 active LADCs Target value: 9 active LADCs	Due to the political turmoil of the last years, the LADCs are not fully functional at the moment. However, some of them have been involved in Participatory Needs Assessments and have been informed about the selection of grant beneficiaries in the call for proposals. The problem of institutional anchorage and the sustainability of the LADCs has not yet been solved. There is a risk that due to the current political situation, the LADCs will not prove to be a sustainable institutional structure ('island solution' of PDP) (Indicator partially achieved)
4. Out of a sample of 450 private house-holds, 60% show satisfaction with garbage collection in Khosoos and Khanka (Qalyubeya).	Base value 2011: 8% Khosoos and 13% Khanka Target value: 60% in Khosoos and 60% in Khanka	A survey conducted in December 2014 of 450 households showed a 71,5% satisfaction rate with garbage collection services in Khosoos and Khanka. (Indicator achieved)

Overarching development results (impact)

The improvement of living and environmental conditions in selected urban informal settlements is contributing positively to capacitating individuals, organisations and institutions to develop and implement adequate, practical solutions in order to assure access to municipal service delivery and infrastructure, security and inclusion into decision-making processes as well as social cohesion by guaranteeing participatory inclusion in planning and management procedures of urban upgrading. The main challenges for residents in informal settlements are tackled at the level of the individual household as well as on a systemic level.

As the small- and medium-scale upgrading measures started with a delay and are all still being implemented, the impacts of the measures can only be assessed at a later stage. The programme contributed to different dimensions of the goal of *Good Governance*. The public administration in the governorates learns through different forms of dialogue and different mechanisms of interest representation to better understand concrete needs and demands of the inhabitants of poor urban areas and can thus act in a more targeted manner. The poor population will be strengthened in representing their interests to the local public administration. Through the – currently inactive – committees of inhabitants in the target areas, an important voting mechanism on the local level, negotiation processes have been initiated and transparency and accountability have been increased. Civil society organisations launch measures on a local level and implement these in cooperation with local groups and initiatives. Women benefit in particular from an increase in private and public services in proximity to the household as well as infrastructure improvements like waste collection in the direct living environment, which improve living conditions in the informal areas. Women participate actively in planning and decision-making processes and take part in *Capacity Development* measures. The programme has also contributed to the improvement of environmental conditions and resource protection in poor urban areas. Small-scale measures in *Urban Farming* or in the greening of house walls demonstrate that it is possible to realise adaptation measures to changing local climatic conditions through an alternative use of space with locally available materials. In addition, the resource efficiency in waste management has been increased and the satisfaction with the new waste management system was enhanced. The co-financing agreement with the BMGF has made it possible to introduce waste management sites, like the integrated recycling and resource centre (IRRC) or the transfer station, with the participation of informal waste collectors in two urban areas. Elements of this approach shall be disseminated as ‘good practices’ in another area through the BMZ-funded National Solid Waste Management Programme (NSWMP) in other areas in future.

Efficiency

The PDP achieves exceptional leverage through co-financing agreements: the overall financial volume of the programme is consists of an external financial contribution by the European Union (EUR 39.2 million) as well as a co-financing by the Bill and Melinda Gates Foundation (BMGF) (EUR 3.74 million). The programme is therewith currently managing an overall budget of EUR 49,216 million, of which only 12.6% come from the BMZ (EUR 6.25 million), the programme’s main contracting agency. Due to this amount, it has been possible to increase the areas of PDP intervention up to 9 informal areas. Through the implementation of the EU-financed grant schemes for small- and medium- upgrading measures and the resulting improvements of local living conditions, the impact of the overall programme will be clearly enhanced. An efficient implementation is ensured through pragmatic and targeted cooperation with important multipliers and decision-makers. The already developed methods and instruments of participatory upgrading are being used to create links to other projects (e.g. employment, waste management) which are relevant for the local target population. The current mix of international and national staff employed corresponds appropriately to the complexity of the programme. Funding reaches the target population directly. The programme has specified its output-processes and has linked all activities and internal responsibilities to these in a systematic way. Regular management team meetings contribute to achieve a common focus in all different interventions and to therefore ensure a target-oriented and resource efficient implementation.

Sustainability

During the current phase, a lessons learned based sustainable institutionalisation of participatory planning and implementation tools into the administrative procedures of the partner institutions is absolutely decisive. Up to know, the programme has not yet succeeded in linking the participatory approaches, which have been developed in the first two projects phase, to the learning experiences in the implementation of upgrading measures in order to create “products” for capacity building at different levels. The PDP programme has so far mainly focused on risk minimisation adaptations of its activities in its volatile political and institutional environment. Adaptive learning in combination with further *capacity development* measures could contribute to finding individually adapted solutions for the sustainable anchoring of the different approaches to participatory urban development. Due to the current political volatility, it is however impossible to predict whether this will allow the programme to sustainably strengthen an agenda for inclusive urban development. The experiences will at least be put at the disposal of all interested partners. In relation to the creation of the new ministry MURIS, new opportunities for an increased impact of the programme have arisen. The sustainability of the programme’s impacts cannot yet be ensured at the moment due to the volatile circumstances.

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