

Mid-term Review: Hayenna – Integrated Urban Development Project in Egypt (2018-2024)

Mid-term Review: Hayenna – Integrated Urban Development Project in Egypt (2018-2024)

This report is available from <http://www.un-habitat.org/evaluation>

First published in Nairobi in December 2023 by UN-Habitat.

Copyright © United Nations Human Settlements Programme 2023

Produced by the Independent Evaluation Unit

United Nations Human Settlements Programme (UN-Habitat)

P. O. Box 30030, 00100 Nairobi GPO KENYA

www.un-habitat.org

Disclaimer

The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

The authors of this evaluation report are independent evaluation consultants, who conducted the study in Eastern DR. Congo, in the provinces of Ituri, North Kivu and South Kivu. The opinions expressed are those of the Evaluation team and do not necessarily reflect those of UN-Habitat. Responsibility for the opinions expressed in this report rests solely with the authors. Also, the designations employed and the presentation of the materials do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries. Excerpts may be reproduced without authorization, on the condition that the source is indicated.

Acknowledgements

Author: **Mohammed Fangary and Pablo Vaggione**

Cover Photo: **Market in Cairo, Egypt** © Unsplash/Alex Azabache

Design and layout : **Andrew Ondoo**

Evaluation Report 11/2023

Mid-term Review: Hayenna – Integrated Urban Development Project in Egypt (2018-2024)



CONTENTS

List of Figures and Tables.....	IV
Acronyms and Abbreviations	V
Executive Summary	VII
Background and context of the evaluation	VII
Evaluation purpose, objectives and scope	VII
Approach and methodology	VIII
Major limitations.....	VIII
Main findings.....	VIII
Conclusions	XIII
Lessons learned	XIV
Recommendations	XIV
Introduction	1
Background and context.....	1
Project Description	3
Project objectives and expected outcomes	3
Purpose, Objectives and Scope of the evaluation	7
Purpose and objectives	7
Scope and focus of the evaluation	7
Approach and Methodology	9
Theory of change (TOC)	9
Context-Input-Process-Product (CIPP)	10
Methodology	10
Summary of key aspects of evaluation	11
Major limitations.....	11
Main Findings	13
Assessment of achievements at output and expected accomplishment levels	13
Assessment of evaluation criteria.....	23
Conclusions.....	30
Lessons learned	31
Recommendations	32
Annex 1	35
Terms of Reference (TOR) for Mid-Term Review of the Hayenna* – Integrated Urban Development Project.....	35
Annex 2: List of documents reviewed.....	44
Annex 3: List of stakeholders interviewed and consulted	45
Annex 4: Evaluation matrix	47
Annex 5: SECO Assessment Grid	55

LIST OF BOXES, FIGURES AND TABLES

List of Figures

Figure 1: Domains and Theory of change of the project 9

List of Tables

Table 1: Component 1 Progress..... 13

Table 2: Component 2 Progress..... 17

Table 3: Component 3 Progress..... 20

ACRONYMS AND ABBREVIATIONS

AOC	Agreement of Cooperation	NUA	New Urban Agenda
CIPP	Context-Input-Process-Product	OECD	Organization for Economic Cooperation and Development
COVID-19	Corona Virus Disease 2019	PFM	Public Finance Management
CSOs	Civil Society Organizations	PILaR	Participatory and Inclusive Land Readjustment
DAC	Development Assistance Committee	PMU	Project Management Unit
ERG	Evaluation Reference Group	QCWW	Qena Company for Water and Wastewater
ESA	Egyptian Survey Authority	RBM	Results-Based Management
GLTN	Global Land Tool Network	ROAS	Regional Office for Arab States
GOPP	General Organization for Physical Planning	SDGs	Sustainable Development Goals
IHA	In-house agreement	SECO	Swiss State Secretariat for Economic Affairs
LED	Local Economic Development	TOC	Theory of Change
LVC	Land-value capture	TOR	Terms of Reference
MoHUUC	Ministry of Housing, Utilities and Urban Communities	UDF	Urban Development Fund
MoLD	Ministry of Local Development	UELDP	Upper Egypt Local Development Program
MoF	Ministry of Finance	UN-Habitat	United Nations Human Settlements Programme
MoFA	Ministry of Foreign Affairs	USD	United States Dollar
MoIC	Ministry of International Cooperation		
MTR	Mid Term Review		
NPC	National Project Coordinator		
NSC	National Steering Committee		



EXECUTIVE SUMMARY

Background and context of the evaluation

This mid-term review (MTR) of “Hayenna – Integrated Urban Development Project” (“Hayenna project”, or “Hayenna”) is commissioned by UN-Habitat in line with its Revised Evaluation Framework of 2016 mandating projects of over 1 million USD to be subject to evaluation by external consultants managed by the Evaluation Unit. The review is carried out by two external evaluation consultants: Mr. Mohammed Fangary and Mr. Pablo Vaggione, between the months of May and July 2023.

The Hayenna project is funded by the State Secretariat for Economic Affairs (SECO), Government of Switzerland, and the Government of Egypt with a total budget of USD 11,760,000. The project is implemented by UN-Habitat in partnership with the Ministry of Housing, Utilities and Urban Communities (MoHUUC), the General Organization for Physical Planning (GOPP), as well as the main local implementing partners namely the Governorates of Qena and Damietta. It started in August 2018 and was extended to end in December 2024.

The expected outcome (Overall objective level) of the project is: Urban residents benefit from a more transparent land management, as well as a better planned and financially sustainable basic infrastructure services, that offer an attractive and inclusive alternative to informal settlements and facilitate local economic facilities in two pilot governorates (Qena in Upper Egypt and Damietta in Nile Delta Region). The project aims to achieve 8 outcomes (specific objectives level) through the following components:

1. Transparent urban planning and design management
2. Improved public finance management and land-based financing
3. Support to improve urban legislation and regulation

Evaluation purpose, objectives and scope

The MTR serves purposes of accountability, learning, decision making and knowledge building. It is intended to provide evidence on whether the project is on track towards achieving the project’s planned outcomes and whether the activities and outputs being produced by the project contribute to outcomes and objectives. It is also intended to enhance learning by identifying what is working and not working, as well as innovative approaches of the project; and to provide evaluative information that can be used to inform decisions to push for mid-course corrective measures that will maximize efficient and effective management to improve the project for the remaining period.

In addition to the assessment on the level of achievement of the expected results of the project on the outcomes and outputs levels, the review assesses the project against the six DAC evaluation criteria of relevance, coherence, efficiency, effectiveness, impact, sustainability and three additional criteria of design, management, and integration of crossing-cutting issues. The main target users of this review are the implementation team, UN-Habitat Management, SECO and key partners of the project.

The specific objectives of the MTR are:

- i. Assess the design, implementation, and progress of the project in achieving its planned outcomes. This entails an analysis of actual versus planned results as specified in the results framework (logframe of the project).
- ii. Assess appropriateness of implementation working modalities, use of project and organizational human and financial resources, and how they are contributing to achieving the planned results of the project.

- iii. Identify opportunities and challenges faced by the project since its inception until date, that can be used to steer the project or restructure it if needed, to enhance its efficiency and effectiveness of its implementation.
- iv. Assess how social inclusion issues of gender equality, youth, human rights as well as social and environmental safeguards are being integrated in the project; and assess the effects of Covid-19 pandemic on the project.
- v. Identify lessons learned and provide strategic, programmatic and process recommendations for improving the project for the remaining period, considering intended users of the evaluation.

The MTR covers the period from the start of the project in August 2018 until April 2023. The review focuses on whether the project is on track to achieve planned results, and what needs to be adjusted for the project to succeed.

Approach and methodology

The MTR was conducted in line with the Norms and Standards of evaluations in UN system and best practices. The review employed a mix of results-based (Theory of Change), participatory and qualitative evaluation approaches to assess through the evaluation criteria as objectively as possible the project performance and delivery.

The methodology comprised a triangulation process to validate the findings from different sources:

- Desktop review of project's documents (agreements, logical framework, progress reports, studies and technical outputs),
- Key informant interviews with the internal and external stakeholders (MoHUUC, GOPP, SECO, UN-Habitat Hayenna project team, target Governorates and local authorities)
- Field visits to assess project activities as well as interviews with the local communities, civil society and beneficiaries.

Major limitations

- The list of evaluation questions provided in the TOR has proven to be too comprehensive given the available time to conduct the evaluation.
- The original intended field work dates were adjusted at the request of UN-Habitat due to SECO's mission to Egypt and the participation of the UN-Habitat team and partners in the UN-Habitat General Assembly, which compressed the overall MTR schedule.
- Several documents and outputs of consultants, for example the Qena Infrastructure Gap Analysis, are in Arabic only which diffculted access for part of the MTR team.

Main findings

A. Performance of the project in terms of the results achieved

Based on the review of the project's logframe, progress reports and meetings with the relevant stakeholders as well as the Hayenna project team, the MTR assessed the progress of the project's results on outcome and output levels according to the project's components. The following is a summary overview of the assessment and the progress achieved to date:

Component 1

- **Outcome 1.1** – improved land management and detailed planning, capacity building for local actors, land tenure and value outputs are on-track except the infrastructure provision output which is delayed.
- **Outcome 1.2** – land titling and property registration process and LED strategies outputs are on-track, LED capacity building is delayed, while building permits processes and mixed land use in building regulations outputs are at risk.

Component 2:

- **Outcome 2.1** – roles and responsibilities for investment management output is on-track, while no progress for the rest of outputs.
- **Outcome 2.2** – no progress in all outputs
- **Outcome 2.3** – the diagnostic of current management of relevant authority output is on-track, while no progress in the rest of outputs.
- **Outcome 2.4** – the capacity building of local actors is on-track, while no progress for the rest of outputs

Component 3:

- **Outcome 3.1** – recommendations for detailed planning, land value capture and management of relevant authorities' outputs are on track, while no progress for the rest of outputs.
- **Outcome 3.2** – no progress for most of the outputs

B. Performance based on evaluation criteria and questions¹**Relevance**

The objective of the Hayenna project, to provide a working land readjustment model in Egypt, is consistent with the objectives of GOPP and MoHUUC, and highly relevant to subnational governments. The intervention responds significantly to the needs of residents and landowners in the pilot areas of Qena and Damietta.

Civil society organizations have indicated to the MTR that the objectives of the intervention respond to their priorities. However, CSO interviewees expressed that the opportunities for engagement provided to them have been limited.

In terms of the core design elements of the intervention, it was emphatically pointed out to the MTR by stakeholders that key for proving that the land readjustment model is workable is the provision of urban infrastructure in the selected pilot areas, and that making a tangible physical improvement is very important for the project's demonstrative effect. The structure of the project components could better reflect the extent of the

importance that the target group gives to infrastructure provision. For weighting about 40% (excluding GoE's contribution) of the budget, infrastructure provision is rather submerged under other activities.

The Hayenna project is in line with the principles of the New Urban Agenda (NUA) as well as the SDG 11.

Once the project is completed and the innovative approach to land readjustment demonstrated, it may be adopted through the certification of the Land Readjustment Manual by the Supreme Council for Urban Planning.

The project builds on UN-Habitat's previous land readjustment and governance experience in Qalyoubia Governorate, in Banha² and additional sites in Qaha and Qalyub.³ In these, a land readjustment methodology was implemented including the demarcation of the detailed plans on the ground by the Survey Authority.

UN-Habitat has provided policy advice to MoHUCC on the update of the Unified Building Law, specifically on the newly introduced article 25 on land readjustment. This included a proposed alternative to the land readjustment process based on the learnings from the Hayenna project. GLTN provided ad-hoc support on the draft of the advice in addition to several training sessions on land related issues.

Coherence

The Hayenna project is consistent and complementary to SECO projects in Egypt to a large extent. The Urban Planning in Migration Contexts project, implemented by UN-Habitat, includes technical and financial pre-feasibility assessments of prioritized infrastructure projects as outputs. Although these outputs could not be reviewed by the MTR, they can be expected to be useful references for the infrastructure provision phase of the Hayenna project. The Integrated Land and Urban Management project, for which the partner is the International Bank for Reconstruction and Development, fosters sustainable and resilient urbanization in new urban communities through enhancing property registration and tenure security, topics that are fundamental for a working land readjustment model.

¹ The section responds to all questions in the Evaluation Matrix and as a result there are paragraphs that may sound repetitive.

² Achieving Sustainable Urban Development Project (ASUD)

³ Strengthening Development Planning and management in Greater Cairo

ROAS (using the HQ's experience and GLTN project) has provided ad-hoc support in drafting the advice note of UN-Habitat Egypt for the Unified Building Law, in addition to several training sessions on land related issues. It has also provided Hayenna opportunities for dissemination and feedback such as the Arab Land Conference.

The intervention is thematically compatible with the World Bank's Upper Egypt Local Development Project (UELDP). The USD 950 million Program-for-Results project aims to improve accountability and effectiveness at the governorate and district level, address poor access to quality infrastructure and services, and a weak investment and business climate which hampers economic development including obstacles and delays in obtaining licenses, permits, and serviced land. As the UELDP is more advanced in its implementation, there would be opportunities for the Hayenna project for learning practical lessons pertaining local economic development, infrastructure programming, and permitting process. For example, UN-Habitat has indicated that they have been engaged with UELDP in several meetings, sessions, workshops and shared some of the findings and learnings with UELDP and MoLD.

Design

The Theory of Change is comprehensive as it covers several key topics under the overarching theme of land readjustment. It is clear in how the outputs outcomes and objectives are organized. Activities are less clear and often confused with deliverables. The current logframe is complex and challenging with unclear deliverables and indicators which affects monitoring and reporting and would require modification to measure achievements.

Given the time left, outputs 1.2.2 and 1.2.3 of the LED component are at risk and there are doubts that the infrastructure provision will be delivered within the current project period. This has been pointed out by several interviewed stakeholders, notably those with local implementation mandates such as Governorates and the Qena Company for Water and Wastewater (QCWW).

The project's integrated approach to land readjustment combining land management, local economic development, public finance management and a pilot application is positively considered by government stakeholders. However, the practical interlinkages between the components are not evident to the MTR. Such practical interlinkages could have resulted, for

example, in the Detailed Planning and gap analysis in Qena being developed in parallel which would have saved time and improved fit between land use and infrastructure. UN-Habitat informs that in Damietta the gap analysis is being done in parallel with the urban planning process.

Special attention is given by the project for gender cross-cutting issues and equal opportunities for all landowners and residents of the target sites.

Effectiveness

The project implementation has witnessed several delays that affected the progress towards the achievement of outputs and outcomes. Most outputs are still ongoing or have not started yet since on-the ground activities only started in 2021. Additionally, the challenges of lengthy recruitment processes of consultants and the high turnover of UN-Habitat Hayenna team has slowed down the project's activities.

According to the progress achieved to date and the updated workplan, most of the project activities are expected to be finalized by the end of 2024 except the infrastructure provision, which is unlikely to be completed within the current project duration.

Concerns regarding the quality of some of the consultants' reports and deliverables were expressed by GOPP and SECO, which UN-Habitat Hayenna team acknowledges. Quality control and review process were recommended to improve the quality of Consultant's deliverables.

The visibility of Hayenna project benefited from the participation of the project team in international conferences and from high media coverage on national and Governorate levels. However, interviewees from landowners and local government staff expressed their lack of awareness about the next steps and timeline of implementation. Accordingly, there is a need for a communication plan/strategy on the local level with clear communication messages for the different stakeholders.

The Hayenna project has enabled active dialogue between landowners/residents and the local government. On the national level, the project acts through its support to urban policies and legislations to institutionalise these participatory and engagement processes.

The COVID-19 pandemic has definitively affected the effectiveness and the delivery of project activities; the worldwide and national strict measures resulted in limiting the implementation on-the ground and community engagement.

Management

In terms of the management and governance structure of the project, MTR interviewees have indicated that the frequency and regularity of the National Steering Committee (NSC) meetings, as well as the content and structure of the discussions, can be improved for more focused strategic and technical guidance and coordination. The Project Management Unit (PMU) responsible for the overall implementation and coordination meets every three months but also not regularly. However, SECO, GOPP and Hayenna team meet more regularly on the technical level.

The Hayenna team is currently composed of a Program Manager, Project Officer (PFM), Project Officer (LED & Community Engagement) and Project Assistant supported by Urban Planner consultant and Field Coordinator consultant in Qena. Despite the relatively high turnover and understaffing in the team, the current composition has the appropriate skill sets. However, an insufficient capacity in infrastructure engineering was highlighted during the MTR.

The restructuring efforts introduced in the PFM component were useful and allowed the re-organization of the deliverables for improved time efficiency, technical optimization, and clarity of tasks especially for consultants.

The MTR interviewees from local authorities expressed their satisfaction and support towards the project. Both Governors of Qena and Damietta expressed their commitment to Hayenna project and highlighted the importance of capacity building activities to enable local staff to replicate the processes in other areas.

Hayenna monitoring and evaluation system is focused more on deliverables rather than on the indicators of achievement of the project's outcomes and outputs against baseline and target values. According to the project team, the current logframe is complex and challenging with unclear deliverables and indicators.

During MTR interviews, GOPP expressed their concern for not receiving the bi-annual progress reports to SECO although they receive all the studies and deliverables of project's consultants for review. The project team explained that they were unable to share the progress reports as they are written in English while all of the consultants' reports are in Arabic. The team is also supporting GOPP in the national reporting requirements to MoHUUC and MoIC.

The UN-Habitat procedures for procurement, personnel hiring and contracting has negatively affected the project and delayed the implementation. The long procurement and hiring processes delayed the re-hiring of project team members who resigned, and the assignment of consultancies needed. Another concern was raised during the MTR by GOPP and SECO regarding the inflexibility of UN-Habitat rules and regulations for only hiring individual consultants and shareholders companies.

Hayenna project management makes conscious efforts to not jeopardize trust between the Governorate and the local community in the target sites. The management is aware of the project complex and dynamic political context and act accordingly in close cooperation with GOPP and the Governors.

The proposed adjusted budget consists in the increase of staff fee by 15%. The justification provided by UN-Habitat is the need to compensate the one-year time extension till end of 2024 and the devaluation of the Egyptian currency. The budget for international and national consultants on Urban planning, LED and PFM was reduced to up to 50%, as well as capacity building budget which was reduced by 75% and travel by 30%.

The updated workplan is not sufficiently detailed, it builds on outputs and deliverables without taking needed elaboration on the activities/sub-activities as well as milestones to be reached. The workplan needs to incorporate the timeline for tendering and contracting processes as part of activities planning.

Efficiency

The project's accumulated expenditure as of May 2023 is around USD 1,983,579 which represents less than 25% of the total budget. The underspending is due to delays in the implementation of the project within the first three years. Generally, the project activities to date are costing less than the originally planned budget. Capacity Building cost has been reduced as the governorates are hosting the trainings within their premises and the training activities are being implemented by the consultants within their technical scope of work.

The financial and human resources allocated for Hayenna project are considered adequate. Nevertheless, staff time and international consultancies were not utilized as originally budgeted. The major delays in implementation during the first three years of the project has affected the disbursement plan significantly and spending shifted from the second and third years to the fifth- and sixth-year extension.

The project's logframe is used as simple monitoring tool for reporting purposes without further development of a monitoring plan. Since the monitoring is focused mainly on deliverables, the status of indicators' achievement is not clear and no structure for the relevant data collection processes (methods, frequency, responsibilities, and resources).

Although, the project reporting to SECO is timely every six months, the quality of reports was affected by the monitoring issues, and it became very hard for the readers of the reports to get a clear idea about the status of results achievement.

Hayenna team and management demonstrated capacities, skills, and experience in the areas of land readjustment, urban planning, PFM, LED and policy-based deliverables. However, physical infrastructure implementation may require further experience that is not currently in the team.

The classification of needed expertise between in-house staff and consultancies seemed logical in the original budget. Consultancies are supposed to provide technical skills and expertise that the project requires although there have been cases of termination for insufficient quality. In other cases, consultants took roles of originally planned full-time staff, for example field coordinators which requires interaction with counterparts at local level.

The project is making adequate use of the available capacities in ROAS and GLTN on frequent basis, where ad-hoc support, feedback on deliverables and technical advice are provided. Regarding UN-Habitat HQ, the planned PFM IHA to produce international case studies on LVC is expected to be an adequate use of capacities, while another IHA is foreseen for LED.

Hayenna project is using Agreements of Cooperation (AOCs) as a tool for institutional arrangements with the governorates for cadastral maps and surveying assignments requested for ESA. The implementation of the AOCs had administrative issues regarding the transfer of funds which resulted in the delay of Surveying works. Un-Habitat informed that funds were transferred in less than a week from the finalization of the AOC, but the governorate took almost 2 to 3 months to check their bank accounts and confirm receiving the funds.

Impact

The Hayenna project has a significant impact potential as it addresses, in the view of GOPP, the disconnection between policy at high level and implementation on the ground through a new methodology for land readjustment. It contributes to the upgrade of the Detailed Planning process which is the instrument to apply national urban policy at the local level, in new cities and planned urban expansions, and inner-city projects.

So far, the project has introduced participatory planning in Egypt on a practical level. Participation is essential to build trust with landowners as inner-city and city extension land readjustment projects take place on private land. In Qena and Damietta, the dialogue and consultation are considered a strength of the project.

Integration of crossing-cutting issues including Gender Mainstreaming and Human Rights approach

Gender and rights of vulnerable groups are well integrated in the implementation of Hayenna project as cross-cutting issues. "Equal opportunities for everyone" represents the project's community engagement framework which builds on: Inclusive engagement with equal recognition and representation, transparency and equal access and capacity building to enable participation.

Social and environmental risks are continuously monitored in relation to the implementation activities and appropriate mitigation measures are being taken into consideration.

Women were adequately represented within the community engagement activities given the strict norms and traditions of the local communities. The project managed to insure the participation of women in focus group discussions, technical planning workshops and landowners' community meetings. The floor time given to women increased throughout meetings, and their input increasingly considered by the land-tenure committees (LRCs).

Gender is a crucial crossing-cutting issue for Hayenna project and PILaR approach. Gender and participation of women are considered in the planning and implementation of activities. According to Hayenna team, women as well as youth views are integrated throughout the Detailed Planning process.

Sustainability

The project is building capacity of the staff at the Governorate level in Qena and Damietta using a "shadowing" approach which has provided valuable knowledge. However, stakeholders have expressed concerns to the MTR that the scope and depth of the capacity installed until now may not be enough for local governments to complete land reconciliation activities on their own.

Governorates have expressed interest in replication (Qena) and scaling up (Damietta) the pilot site application and UN-Habitat informs that the land readjustment process is being replicated already by counterparts. Formalizing such path to sustainability would entail the continuation of the civic engagement approach and the project activities, for which landowners have expressed their support.

The capacity of the staff to finalize the process of reconciliation of plots and landownership, and to replicate it in different areas, will influence the achievement of sustainability. The New Building Regulations, enacted in May of 2022, may affect the outcome of the project. They proscribe mixed use within a building, and residential buildings higher than 5 stories in inner cities and extensions. Mixed use and right density are principles for compact urban development.

Therefore, regulations may induce development towards fringe areas which is likely to result in the transformation of arable land.

The Governors of Qena and Damietta have expressed interest in replicating the intervention in pilot areas in other parts of the Governorate. In Qena, the Governor considers the interventions under the Hayenna project as a model for replication, although no specific budget has been allocated to the potential scale-up yet. In Damietta, the Governor indicated that the budget of the Governorate could supplement the project's infrastructure budget to deliver elements in the Detail Plans that may not be included in the current budget.

Conclusions

The following are key MTR conclusions:

- The integrated and participatory approach to land readjustment is highly relevant for national and subnational stakeholders, as well as local communities.
- The project is coherent with other UN-Habitat and SECO interventions in Egypt and those of other donors in Upper Egypt.
- Infrastructure provision including public services is very important for the local community, landowners, and the Governorates, and for the credibility of the proposed land readjustment model. However, infrastructure provision is not given enough prominence in project design.
- In general, the project has faced several delays and most of the outputs are ongoing or show no progress yet. It is unlikely that the infrastructure outputs will be completed within the current timeframe.
- Project management, high-level steering, and monitoring and reporting can be improved with the revision of the logframe.
- The budget and project resources are adequate. However, there is an underspending in some activities and others are taking longer than expected due to which an adjustment seems necessary.
- The certification of the Land Readjustment manual would be a high-level impact.

- Gender is prominent in the engagement activities but how this input is reflected in actual plans and strategies could be assessed once project outputs are completed.
- Governorates have expressed interest in replicating the land readjustment process in other areas.
- The actual reconciliation of plot ownership in the sites is low at the moment (12% out of around 500 landowners in Al-Humaydat in Qena, the most advanced case) and further efforts, including post-project by the local authorities, are central to demonstrate the model's applicability and then replicability.
- Infrastructure provision in the land readjustment model is not an add-on activity that is conducted once policy-related work has been completed but a central success factor that should be undertaken from the onset.
- The workplan needs to be detailed in all the steps to implementation to account for potential bottlenecks. For example, the land survey was more challenging than anticipated in both preparatory pre-work tasks, the technical process itself, and the associated costs.
- The effect of capacity development activities which are focused on the individual may be compromised in a context of high staff turnover. Capacity is more effective when the individual and organizational levels are considered in the design of activities.

Lessons learned

The following are key lessons learnt compiled by the MTR:

- Clear roles are needed to build trust between key partners. The process of steering and project management needs to be frequent and regular to provide a basis of certainty and ownership. As indicated in a progress report, "Trust building and engaging all the partners requires constant and considerable effort but proved to be of major importance to facilitate efficient implementation and upscaling the project."
- "Implementation" has different interpretations according to the scope of work of organizations, and it has a different meaning to the local community.
- High turnover in the project teams and partners affects project performance.
- The ownership of a land readjustment process has many levels. It is important to engage all levels by taking into account their needs (from high-level policy goal alignment to proving process certainty to the community). This is essential for sustainability.
- Community engagement needs to be considered in not only in the planning phase of the project but importantly in the delivery and operational phases. A tangible physical outcome – not only a paper-based output – is the most important motivator for the local community to engage in land readjustment.
- The engagement of women in land and property management is a challenge in communities with strict traditions and norms.
- Effective communication activities go beyond specialist fora and development media to generate day to day project awareness in local communities.

Recommendations

The MTR can offer the following recommendations in the short term:

1. **Extend the project period.** Stakeholders interviewed by the MTR have indicated that it is unlikely that the Hayenna project, which includes the provision of infrastructure in pilot sites, can be fully completed in the current period to December 2024. Estimations corroborated by various stakeholders indicate that the physical implementation of infrastructure may take 18 months from the start of the preparation of Construction Drawings. In the most advanced case, Al-Humaydat in Qena, the procurement

process of the firm that will produce drawings will begin in July. Although having to make a second time extension is not an ideal situation in any project, the MTR recommends extending the project period so that infrastructure provision, which has been estimated as essential for the land readjustment model by stakeholders, can be fully delivered and tested. The exact length of the time extension can be confirmed by the infrastructure gap analysis for the sites in Qena and Damietta.

2. **Reorganize the existing budget for a potential second extension.** Most of the project tasks except those related to infrastructure provision are expected to be completed by December 2024. For a potential second extension, the staff budget may be streamlined to cover the client-facing Program Manager, field coordinators, and an additional senior expert in infrastructure provision. The budget for the infrastructure provision expert may come from budget lines that are not completely exhausted and/or the infrastructure execution budget. For the current period, the MTR finds the budget adjustment proposed by UN-Habitat reasonable in terms of the revision of the staff fee to cover the extra year to the end of 2024. The MTR recommends to expand the capacity building activities as these are identified as central to the completion of the land reconciliation, and the process of issuing building permits, as well as PFM and LED activities.
3. **Revise the logframe in accordance with UN-Habitat and SECO standards.** Reorganize the PFM outcomes and outputs according to the agreed restructuring of the components and deliverables. Revise the outputs at risk under the LED outcome 1.2. Refine the current performance indicators on output and outcome levels to be SMART and align target values for both quantitative and qualitative indicators. Update SECO standard indicators according to the 2021-2024 updated list.
4. **Provide further detail to the workplan to end of project.** As the current updated workplan is not sufficiently detailed and builds mainly on outputs and deliverables, preparing a more developed workplan that covers the period to project completion is recommended. The workplan that would be prepared by the project

team should further detail key sub-activities as well as milestones to be reached for the remaining months of the project. The workplan needs to incorporate the timeline for tendering and contracting processes as part of activities' planning. The new workplan should lay out the positions that need to be filled by individual consultants and firms until project completion sufficiently in advance, for example in the third quarter of 2023. The workplan will help identify tasks demanding highly specialized expertise that may not be available locally. Communicating vacancies in advance may facilitate the interest of international expertise and would contribute to compensate lengthy recruitment process at UN-Habitat. The new workplan should further facilitate steering and follow-up by key partners including SECO, GOPP and MoHUD on the progress of the implementation.

5. **Add a senior infrastructure implementation specialist to the team.** The senior infrastructure implementation specialist would be contracted by UN-Habitat until project closing to undertake quality assurance activities on the work by the firms that will produce Construction Documents for infrastructure provision in the sites of Qena and Damietta. The consultant shall have significant international experience in the actual implementation of projects in the priority sector (i.e., water and sanitation) to produce authoritative reviews and issue no objection to deliverables and budget utilization. The consultant, who may be contracted part time, shall conduct detailed reviews and support the exchange of information between both sites of the project therefore contributing to improve project performance.
6. **Increase the focus of capacity building activities.** Focus on creating capacity at local governments to implement what is left in the project (i.e., plot reconciliation, building permits, LED) to develop a trajectory towards post-project sustainability including replicability in other sites or governorates.
7. **Enhance the engagement of civil society.** There is potential for more active involvement of CSOs in the project remaining period, especially in the development of LED strategies and its future

implementation. The local CSOs interviewed in Qena have long experience and capacities in the fields of economic development, employment promotion and entrepreneurship. CSOs can also support the implementation of public services community level interventions (i.e., health, education, and childcare).

8. Improve monitoring and reporting, and further control and ensure good quality of deliverables.

Strengthen the monitoring, data collection and reporting system for the remainder of the project. Ensure that the data on achievement of outputs, outcomes and their performance indicators are updated as well as their sources of verification are well documented. Improve gender disaggregated data reporting and avoid double counting. Pre-agree on an outline and content of progress reports (including standard indicators) according to SECO Reporting Guidelines. Strengthen the quality control of output documents before reports are issued by UN-Habitat to reduce reviewing time by partners. Ensure that progress reports and technical deliverables are shared with key stakeholders in English language in addition to an Arabic translated version of the executive summary.

9. Improve high-level steering meetings of the NSC and PMU.

Enforce a more regular frequency and improved structured content of the NSC and PMU meetings for periodical review at high level and follow up on progress of Hayenna project.

10. Develop a communications plan.

To improve transparency and awareness of local communities and authorities about the next steps and implementation timeline, a communication plan needs to be developed. The plan should include communication objectives, target groups, clear key messages for each stakeholder as well as timeline and frequency of communication.

11. Develop an exit strategy.

The question “what after the project ends” has been recurrently posted to the MTR by landowners and Governorate staff. In the perception of landowners specifically, a clear timeline is missing. Although UN-Habitat has provided information on project steps, no timeline has been presented, so landowners have

no information on when the next step will take place. UN-Habitat commented to the MTR that they have intentionally decided not to share a timeline with landowners because in their view this could expose the Government and affect their relationship. Although this interpretation may be relevant from UN-Habitat’s institutional perspective, certainty is a key factor for stakeholder ownership of the land readjustment model. The MTR recommends that UN-Habitat prepares in the third quarter of 2023 a roadmap for next steps after the project is completed (i.e., when infrastructure is operational to the required quality) which is to be signed-off by the Governorate and local government which indicates what is to be done, when and by whom until landowners can apply and receive a construction permit for their plots.

12. Develop an uptake strategy for the Detailed Plans.

Part of the roadmap to be prepared by UN-Habitat indicated in the previous point, the uptake strategy will describe the step-by-step process by which the Governorates of Qena and Damietta will finalize, approve, and enact the Detailed Plans, and include the investments associated with these instruments in their short- and medium-term investment programming. The proactive preparation of the uptake strategy by UN-Habitat should enable the project to establish a path to sustainability by which the Governorates would formalize their expressed interest in replication (repeating a similar Detailed Plan intervention in other parts of the urban area) and / or scaling up (allocating Governorate’s budget to supplement the provision of infrastructure in the current Detailed Plan areas).

INTRODUCTION

Background and context

Established in 2005, UN-Habitat Egypt Programme has been providing technical support to national counterparts on a wide range of urban issues. Adopting an integrated approach, UN-Habitat Egypt has supported reforming and improving urban planning and management through three main sub-programmes, namely, urban planning and design; urban policies, legislation and governance; and urban basic services and mobility.

The Urban Governance, Policies and Legislation Programme in Egypt works towards tackling the multidimensional urbanization context with a special attention to urban management, urban planning, urban economy where all stakeholders are empowered and enabled to engage and play their expected role(s). The programme is working with all stakeholders and on different levels to find new appropriate, realistic and context driven ways of making sure that the urbanization processes are providing acceptable spatial standards and services. The programme is also working towards enhancing the capacity of relevant actors in reforming the legal and institutional framework governing urban development; promoting the empowerment of local government; enhancing land tenure security; establishing processes for participatory and inclusive planning; enhancing local economic development and social entrepreneurs. The programme provides legislation enhancement and policies development support on the national level in order to replicate and scale up all of its successful interventions.

In 2018, the Ministry of Housing, Utilities, Urban Communities (MoHUUC), Ministry of Foreign Affairs (MoFA), the General Organization for Physical Planning (GOPP), the UN-Habitat and the Swiss State Secretariat for Economic Cooperation (SECO) signed three different agreements governing the Hayenna- Integrated Urban Development Project:

- The project Agreement between the Government of Switzerland and the Government of Egypt;
- The separate Agreement between UN-Habitat and the Government of Egypt;
- The project implementation contract between SECO and UN-Habitat.

The total budget of the project is USD 11,760,000 out of which the contribution from SECO is USD 8,100,000 (cash), and the contribution of the Government of Egypt is USD 3,500,000 (public investments of socio-economic plans), in addition to the contribution from MoHUUC which is of USD 160,000 (in kind).

The project duration was extended from 60 to 77 months starting in August 2018 and ending in December 2024.

Hayenna – meaning “Our Neighbourhood” – project aims at supporting the efforts of the Government of Egypt in sustainably accommodating and planning for the expected increase in population and urban rates through offering a context driven process for managing the urban expansion processes in existing cities and supporting the densification of the informal inner-city areas.



PROJECT DESCRIPTION

Project objectives and expected outcomes

The expected outcome (Overall objective level) of the project is: Urban residents benefit from a more transparent land management, as well as a better planned and financially sustainable basic infrastructure services, that offer an attractive and inclusive alternative to informal settlements and facilitate local economic facilities in two pilot governorates (Qena in Upper Egypt and Damietta in Nile Delta Region).

The project aims to reach the following outcomes (specific objectives level) and corresponding outputs:

- Outcome 1.1 Improved land management, detailed planning and infrastructure provision (outputs 1.1.1, 1.1.2, 1.1.3 and 1.1.4)
- Outcome 1.2 Improved framework for local economic development (outputs 1.2.1, 1.2.2, 1.2.3 and 1.2.4)
- Outcome 2.1 Local government assets and investments management is strengthened (outputs 2.1.1, 2.1.2 and 2.1.3)
- Outcome 2.2 Financial Planning for the implementation of the city detailed plans is enhanced (outputs 2.2.1 and 2.2.2)
- Outcome 2.3 Management of the Relevant authority is improved (outputs 2.3.1, 2.3.2 and 2.3.3)
- Outcome 2.4 Land-based revenue mobilization is increased (outputs 2.4.1, 2.4.2 and 2.4.3)
- Outcome 3.1 Enhanced local and national reforms on PFM, urban planning and land management (outputs 3.1.1, 3.1.2, 3.1.3, 3.1.4, 3.1.5 and 3.1.6)
- Outcome 3.2 Scaling-up of the project findings (outputs 3.2.1, 3.2.2 and 3.2.3)

The components of the project

Component (1): Transparent urban planning and design management

The component tackles the implementation of the Building Law and seeks to improve different aspects of spatial planning, land management and how the plans are developed, prepared, and implemented to enable the local government in the pilot governorates to plan and manage inner city upgrading and urban expansion, and to ground the principles of public participation and inclusion within such processes.

Component (2): Improved public finance management and land-based financing

The component focus on public finance management (PFM) and land-based financing and address challenges related to public finance management, investment planning and management, in addition to the application of land value capture instruments.

The PFM component was reviewed and restructured by UN-Habitat to allow for more efficient re-organization of the deliverables to make up for the implementation delay. The proposed approach was a thematic classification for the deliverables under three main topics. The themes are (1) Local Public Finance Management and Revenue Mobilization, (2) Land-based Revenue System and (3) Local Investment Planning. All themes are to be implemented contemporaneously in Qena and Damietta.

Component (3): Support to improve urban legislation and regulation

The component focus on enhancing urban legislation and regulations, through documenting lessons learned and best practices from the pilot sites, as well as the international experience, to inform national level advocacy that aims to propose action-oriented policies and legal reforms for national level replication.

The project employs an integrated urban development approach to plan the process of urbanization in a way which optimizes and capitalizes the value of urbanization for all, through participatory and inclusive comprehensive planning. The integrated urban development approach transcends the sole focus on physical planning to consider other aspects related to social, economic, institutional as well as human capacities.

Hayenna project pilots UN-Habitat's Participatory and Inclusive Land Readjustment (PILaR) approach, which is a modern methodological framework for land readjustment to developing countries contexts. PILaR is a mechanism through which land units that have different owners and claimants are combined into a single area through a participatory and inclusive process for unified planning, re-parcelling and development. The development includes serviced urban land delivery made possible by the provision of infrastructure, public space and other urban amenities at a reasonable standard. PILaR relies on negotiated processes that allow local authorities, citizens and groups to articulate their interests, exercise their formally and socially legitimate rights, meet their obligations, and mediate their differences. PILaR places an emphasis on participation of different stakeholders to ensure inclusive outcome aiming at efficient land management and optimal use of land, improved infrastructure and public space, enhanced local economic development, developed institutional capacity for community engagement and better land value sharing options to help finance infrastructure.

The project follows the UN-Habitat's three-pronged approach that combines urban planning and design, public finance management (PFM) and local economic development (LED) in an integrated framework for urban management.

The project takes place in two governorates, Qena and Damietta. Originally, four pilot sites (two in each Governorate). Two pilot sites were selected in Qena, Al-Humaydat as (inner-city area (158 feddan) and Al-Ma'ana as (expansion area (110 feddan), and one site in Damietta, Al-ShouraAl-Sho'oraa (200 feddan).

Project's target groups

- Community members, landowners and residents of pilot sites and neighbouring areas; in addition to local civil society organizations and local private sector.
- Government staff on local (city and markaz local units), regional (governorates) and national (partner ministries and authorities) level.

UN-Habitat and its partners believe that a comprehensive vision for the role of the local governorate authorities is crucial for the sustainability of land reform and to guarantee the distribution of benefits among the citizens. The financial capacity of local authorities is indispensable for better service provision and for enabling them to better perform their functions. It is anticipated that the lessons learned and best practices from the project will be disseminated to policy makers and national level stakeholders. In addition, recommendations are expected to be made based upon evidence from the project interventions and consultations with different stakeholders will assist in land reform.

Key Partners

The project is implemented by UN-Habitat in partnership with the Ministry of Housing, Utilities and Urban Communities (MoHUUC) and the General Organization for Physical Planning (GOPP). The main local implementing partners involved in the project are the Governorates of Qena and Damietta.

Management of the project

The UN-Habitat country office in Egypt has the main responsibility for the implementation of the project. Hayenna is managed by a member UN-Habitat team (1 program manager, 2 project officers and 1 assistant program manager) and external consultants.

The National project management unit (PMU) within GOPP is responsible for the overall project implementation and coordination with all stakeholders. The PMU is headed by a local National Project Coordinator (NPC) from the GOPP and assisted by UN-Habitat for technical assistance and project management support. SECO, through the Senior National Programme Officer is also a member of the PMU.

The National Steering Committee (NSC) is comprised of MoHUUC, GOPP, Ministry of Local Development (MoLD), Ministry of Foreign Affairs (MoFA), Ministry of International Cooperation (MoIC), Ministry of Finance (MoF), the Urban Development Fund (UDF), SECO, represented by the OIC, Swiss Embassy, and UN-Habitat (secretariat). The committee, which plans to meet on a bi-annual basis, serves as the mechanism to ensure consistency with the government's development agenda, provides strategic and technical guidance in policy review, advocacy, and knowledge sharing.

Link to SDGs

Hayenna project is responding to five action areas within the Action Framework for Implementation of New Urban Agenda, namely the national urban policy, urban legislation, rules and regulations, urban planning and design, urban economy and municipal finance and local implementation. The project is also expected to contribute to the realization of the 2030 Agenda for Sustainable Development, with focus on Goal 11- Sustainable cities and communities. The project also aims to enable local governments to respond to the SDGs.

Issues to be addressed

Unplanned urban expansion and informal construction of buildings, with delays in the provision of basic infrastructure and poor levels of service, have proliferated in Egypt. The organizational capacity of local government units is insufficient to manage land and systematize linked local revenues, and related legal and institutional frameworks at the national level have not been to address these issues.

Linkages to other programmes

The SECO project portfolio in the urban infrastructure sector includes the Urban Planning in Migration Contexts project, implemented by UN-Habitat, and the Integrated Land and Urban Management project, for which the partner is the International Bank for Reconstruction and Development. Hayenna has strong thematic linkages with these projects which are expected to produce technical and financial pre-feasibility assessments for prioritized infrastructure projects and the enhancements to property registration processes and tenure security,

The Hayenna project has received light support from UN-Habitat ROAS and GLTN including ad-hoc support on the draft of the Unified Building Law update, training sessions for project staff on land related issues, and review and feedback sessions both within UN-Habitat and externally within the Arab Land Conference.



PURPOSE, OBJECTIVES AND SCOPE OF THE EVALUATION

Purpose and objectives

The MTR of “Hayenna – Integrated Urban Development Project” is commissioned by UN-Habitat in line with its Revised Evaluation Framework of 2016 mandating projects of over 1 million USD to be subject to evaluation by external consultants managed by the Evaluation Unit. The review is carried out by two external evaluation consultants: Mr. Mohammed Fangary and Mr. Pablo Vaggione, during the months of May and July 2023.

The MTR serves purposes of accountability, learning, decision making and knowledge building. It is intended to provide evidence on whether the project is on track towards achieving the project’s planned outcomes and whether the activities and outputs being produced by the project contribute to outcomes and objectives. It is also intended to enhance learning by identifying what is working and not working, as well as innovative approaches of the project; and to provide evaluative information that can be used to inform decisions to push for mid-course corrective measures that will maximize efficient and effective management to improve project performance for the remaining period. The review will contribute to knowledge building of users of the evaluation, particularly the implementation team, UN-Habitat Management, SECO and other key partners of the project. The MTR also aims at providing actionable recommendations that would guide any adjustments and improve the implementation of the project for its remaining period.

The specific objectives of the MTR are to:

- i. Assess the design, implementation, and progress of the project in achieving its planned outcomes. This entails the analysis of actual versus planned results as specified in the results framework (logframe of the project).
- ii. Assess appropriateness of implementation working modalities, use of project and organizational human and financial resources, and how they are contributing to achieving the planned results of the project.
- iii. Identify opportunities and challenges faced by the project since its inception until date, that can be used to steer the project or restructure it if needed, to enhance the efficiency and effectiveness of its implementation.
- iv. Assess how social inclusion issues of gender equality, youth, human rights as well as social and environmental safeguards are being integrated in the project; and assess the effects of Covid-19 pandemic on the project.
- v. Identify lessons learned and provide strategic, programmatic and process recommendations for improving the project for the remaining period, taking into account intended users of the evaluation.

Scope and focus of the evaluation

The mid-term review will focus on the period from the start of the project in August 2018 until April 2023. It assesses whether the project is on track to achieve planned results, and what needs to be adjusted for the project to succeed.



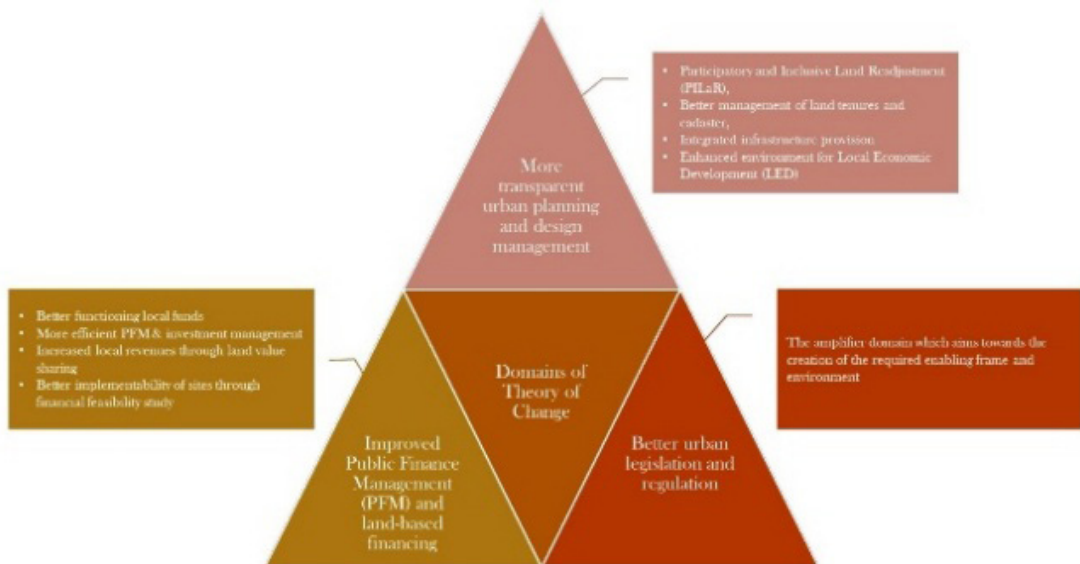
APPROACH AND METHODOLOGY

Theory of change (TOC)

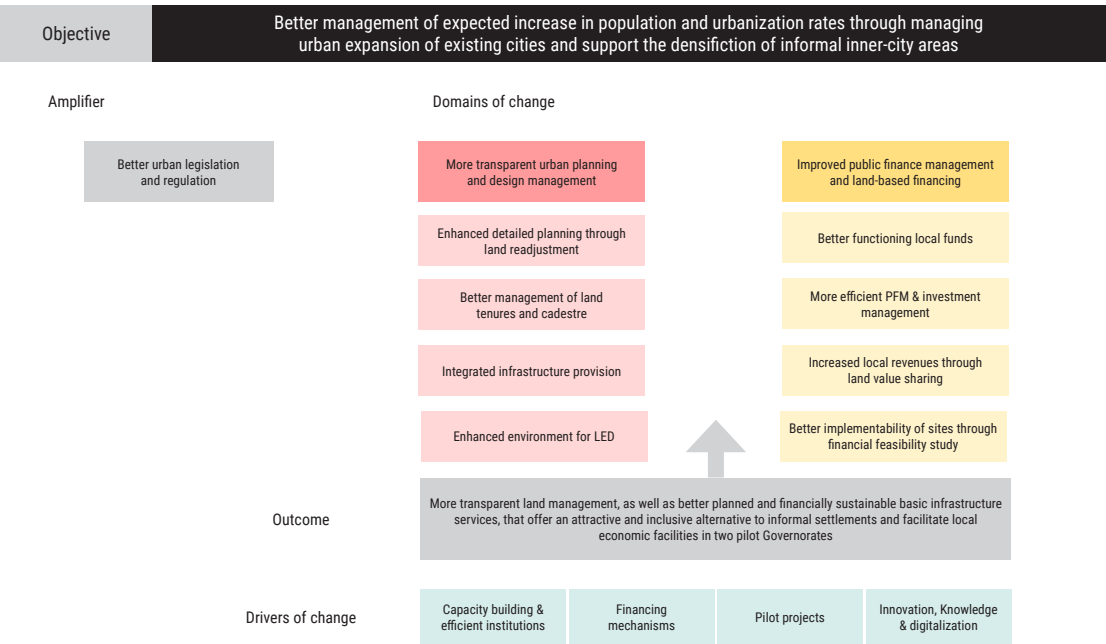
A results-based approach was applied to demonstrate how the project is supposed to be implemented to achieve its planned results under conditions and assumptions needed for the causal changes (input-activities-outputs-outcomes and objectives) to take place.

The MTR consultants reviewed and examined the existing TOC (developed by the project team during the inception phase) to ensure a common understanding of how the project is expected to lead to its desired results.

Figure 1: Domains and Theory of change of the project



Source: Hayenna Inception Report, May 2020



The analysis of the TOC showed high level of connectedness and linkages between the outputs, outcomes (specific objectives level) and expected outcome (overall objective level) of Hayenna project. During the MTR, the TOC was used to assess if in the project implementation the theory holds true.

Context-Input-Process-Product (CIPP)

A qualitative evaluation approach was used focusing on the project’s goals, planning of resources, actions implementation and the actual outcomes to assess the plan’s implementation structures, management systems and procedures, collaboration, coordination, and partnerships.

In addition, the evaluation has been inclusive, participatory, and consultative with key partners and stakeholders, including SECO. It was conducted in a transparent way in line with the Norms and Standards of evaluations in UN system.

The mid-term review is evidenced-based and assesses as objectively as possible the six OECD/DAC evaluation criteria of relevance, coherence efficiency, effectiveness, impact outlook, and sustainability. Three additional criteria of design, management, and integration of crossing-cutting issues, as per the Terms of Reference, where also used to assess the project towards the middle of its implementation period.

Methodology

The methodology was composed of tasks to facilitate the validation of findings through a triangulation process. Based on the findings from the document review, the triangulation comprises findings from interviews/questionnaire surveys administered to stakeholders involved in the project formulation process and beneficiary stakeholders.

Information gathering by the evaluation team comprised a review of all project reports and interviews with key internal and external stakeholders including (Office in Charge) OIC and SECO, national partners/organizations and UN-Habitat staff.

The methodology featured the following tasks:

- Desktop review of project's documents (including agreements, logical framework, progress reports, studies, and technical outputs).
- Key informant interviews with key stakeholders
- Field visits to assess project activities and interview beneficiaries

The MTR is therefore a qualitative and quantitative exercise. Information related to each of the evaluation criteria was collected from at least three different informants or assessed by both desk research (documents review) and interview data, to ensure a robust assessment through triangulation approach.

The MTR is participatory, involving both internal and external key stakeholders. It covers representatives of UN-Habitat branches, cross-cutting issues focal points, and representatives of SECO. It will also cover representatives of national and local partners, local communities, civil society organizations and relevant stakeholders. Key stakeholders' interviews and discussions among this group will include:

- Partner ministry MoHUUC
- General Organization for Physical Planning, within MoHUUC
- Head of Project Office
- Relevant line ministries
- Qena and Damietta Governorates' staff
- Qena and Damietta City and Markaz local units' staff
- Local community including landowners, community leaders, women, civil society organizations and private sector.
- Project's consultants
- Relevant donors and international organizations projects

The MTR is conducted by a team of two independent external evaluation consultants, recruited by UN-Habitat (Mr. Mohammed Fangary) and by SECO (Mr. Pablo Vaggione).

The review is managed by the UN-Habitat Independent Evaluation Unit and implemented according to the evaluation standards of the United Nations System and best practices.

The Evaluation Reference Group (ERG) is established as a consultative arrangement, having representatives of SECO, UN-Habitat, and the project team, to oversee the evaluation process to maximize its relevance, credibility, quality, uptake of the evaluation. Main responsibilities of the ERG include:

- Participating in meetings of the reference group;
- Providing inputs and quality assurance on the key evaluation products; and
- Participating in validation meeting of the final evaluation report.

Summary of key aspects of evaluation

The MTR consultants were briefed by the Evaluation Reference Group in the Kick Start Meeting to produce a concise, focused, and understandable mid-term review that clearly indicates where does the project currently stand, what is working and what is not, and what would need to be done to achieve the project goals given the available time and budget.

The MTR has conducted a quick assessment on the level of achievement of the expected results of the project on the outcomes and outputs levels to address each of the six DAC evaluation criteria plus the additional three criteria included in the TOR. The assessment of criteria will follow the Evaluation Matrix in Annex 3.

Major limitations

- The list of evaluation questions provided in the TOR has proven to be too comprehensive given the available time to conduct the evaluation.
- The original intended field work dates were adjusted at the request of UN-Habitat due to SECO's mission to Egypt and the participation of the UN-Habitat team and partners in the UN-Habitat General Assembly, which compressed the overall MTR schedule.
- Several documents and outputs of consultants, for example the Qena Infrastructure Gap Analysis, are in Arabic only which diffculted access for part of the MTR team.

El-Darb El-Ahmar, Cairo Governorate, Egypt.
© unsplash.com



MAIN FINDINGS

Assessment of achievements at output and expected accomplishment levels

Based on the review of the project's logframe, progress reports and meetings with the relevant stakeholders as well as Hayenna project team, the MTR assessed the progress of the project's results on outcome and output levels according to the three project's components. An overview of the assessment and the progress achieved to date can be found in the following tables (Tables 1,2,3):

Component (1): Transparent urban planning and design management

No progress	
At risk	
Delayed	
On track	
Achieved	

Table 1: Component 1 Progress

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
Outcome 1.1 Improved land management, detailed planning and infrastructure provision				
SECO standard indicator 22: Number of inhabitants benefitting from sustainable urban development project	NA	55,000 Al-Humydat 29,000 Al-Ma'ana 16,000 Al-Shoaara (tbc)	Progress according to relevant outputs achievement	On track
SECO standard indicator 21: Number of cities with urban development measures (including for improving governance)	NA	2 cities 3 areas	Progress according to relevant outputs achievement	On track
SECO standard indicator 6: Number of persons with access to better (basic) services	Qena: 12,800 Al-Humydat 1,520 Al-Ma'ana Damietta: Al-Shoaara (vacant)		Progress according to relevant outputs achievement	Delayed

Output 1.1.1 Improved and detailed city development plans and cadastral maps are produced and approved for the selected sites (one new city expansion site and one inner city site with a surface for each site of about 100 feddan – or 40 ha – in each Governorate, i.e. four sites in total).

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
1. Detailed Plan is approved by at least 80% of the landowners.	less than 20%	at least 80%	Participatory Detailed Plan process is progressing well. It is likely that 80% of the landowners in the area will sign an agreement statement of the detail plan in general. 3 plans as per the selected sites in the two gov.: Al-Humdat & Almaana in Qena + Alshoraa in Damietta	On track
2. Improved engagement of the non-owners and vulnerable groups such as women and youth.	low	improved engagement	Community engagement approaches and techniques applied	On track
3. The new plan will support at least 4 of the 5 sustainable neighbourhood principles	existing plans are not implemented	at least 4	Analysis of applicability and status of the 5 principles	On track
Cadastral Maps 1. Registration percentage 2. Updated maps	3% registration Outdated maps	60% registration 90% updated	ESA producing cadastral maps	On track
Output 1.1.2 Capacity of local actors responsible for planning, design and land management is strengthened.				
SECO standard indicator 3: Measures for improving capacity development - Number and types of training, Capacity building activities completed - Number of trained stakeholders (local and national levels) that demonstrate enhanced capacity	Low capacity	- 20 trainings - 95 staff (25 in each gov., 25 other gov & 20 national level)	Training Shadowing, on-job and trainings Qena: - Urban Planning Principles, Land Readjustment, Environmental, Economic and Social Urban Planning aspects: 30 - GIS and building regulations: 25 - Unified Building Law: 30 Damietta: - Urban Planning Principles & Land readjustment: 30 - GIS: 70	On track

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
Output 1.1.3 Land tenure and value are produced in partnership with the Land Survey Authority and the Real Estate Publicity Department and incorporated in the detailed plans for each site				
Improved land tenure databases (accurate and updated) for the four sites of the project	not accurate & outdated	accurate & updated	There are three sites. Initial survey field work developed maps and databases by urban planning firms in collaboration with local stakeholders ESA field work conducted in a transparent and participatory manner involving landowners. UN-Habitat's consultants and team have reviewed the survey work and feedback to the survey authority.	On track
Output 1.1.4 Basic, public infrastructure is planned and partly implemented by relevant government counterparts.				
Allocation of investment and provision of infrastructure follow the plan.	60% of detailed plan infrastructure budget not implemented and provision of infrastructure is ad hoc and inefficient Provision of infrastructure inefficient and plan hardly implemented	At least 60% of infrastructure projects budget in the plan are approved, ready for implementation and have earmarked investments Provision of infrastructure follows the agreed and approved plans Infrastructure is physically installed and fulfils quality requirements	Infrastructure Gap Analysis for Qena 2 sites under discussion	Delayed
Outcome 1.2 Improved framework for local economic development				
Number and types of expected new businesses Number of expected new jobs		X new businesses X new Jobs	Progress according to relevant outputs achievement	No progress
Capacity of local staff in (1) land titling and registration, (2) building permits delivery and (3) formulating and implementing LED strategies improved. SECO standard indicator 3: Measures for improving capacity development - Number and type of capacity building activities introduced and completed. - Number of relevant stakeholders that demonstrate enhanced capacity		- 16 trainings - 85 staff (20 in each Gov., 25 other Gov. & 20 National Level)	Shadowing and technical workshops on Building permits attended by 7 in Qena (6 F, 1 M) and 6 in Damietta (4 F, 2 M) LED Capacity building trainings to be tendered	Delayed

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
Output 1.2.1 Land titling and property registration processes are more transparent, efficient and faster in the selected sites (for new city extensions and inner cities).				
Number of informed property owners about the procedures and requirements	Low	At least 90%	Community Engagement tools along with the periodic meetings with the land owners and the local officials to inform property owner about the procedures and requirements in both governorates land tenure files received (Qena 589 and Damietta 189)	On track
Output 1.2.2 Building permits delivery process is more transparent, efficient and faster in the selected sites (only for new city extensions).				
Number of informed property owners about the procedures and requirements	Low	At least 90%	Challenge of "New Building Regulations" and delays of ESA feedback Manual for building permit process	At risk
Output 1.2.3 Building regulations allow for mixed use (combining residential, economic activities and public amenities) and support attraction of businesses (only for new city extensions).				
% of land in m ² dedicated to different use within each site	18-22% street/total use	33-40%	Challenge of "New Building Regulations" no mixed use buildings. A recommendation proposed for policy dialogue to allow mixed use buildings in land readjustments areas, to enhance the dialogue with MoHUUC and relevant stakeholders	At risk
% of plots dedicated to economic activities	10-14% Economic/ total floor area	30-40%		At risk
Output 1.2.4 LED Strategies formulated and interventions are selected and implemented				
1. Alignment between socioeconomic and urban planning.	Weak	Excellent	Socioeconomic Urban profiling completed for Qena and Damietta LED strategy development tendering	On track

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
2. Number of engaged stakeholders (including community members) in socioeconomic planning is enhanced.	Low	Excellent	3 Interactive workshops with landowners in Qena (75) and Damietta (40) Stakeholders engagement in relevant activities	On track

Component (2): Improved public finance management and land-based financing

Table 2: Component 2 Progress

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
Outcome 2.1 local government assets and investments management is strengthened.				
SECO standard indicator 2: Key PFM indicators as per the PEFA framework PI-11. Public investment management PI 11.1 Economic analysis of investment proposals PI 11.2 Investment project selection PI 11.3 Investment project costing PI 11.4 Investment project monitoring PI-12. Public asset management PI 12. 2 Non-financial asset monitoring	PI 11.1: C (2020) PI 11.2: C (2020) PI 11.3: C (2020) PI 11.4: C (2020) PI 12. 2: C (2020)	PI 11.1: B (2022) PI 11.2: B (2022) PI 11.3: B (2022) PI 11.4: B (2022) PI 12. 2: B (2022)	Progress according to relevant outputs achievement	No progress
Output 2.1.1 Clarified process, roles and responsibilities for investments management and disposal of non-financial assets.				
Adoption of the local governments in Qena and Damietta of the guideline	N/A	Guidelines adopted	Guidelines on management processes, roles and responsibility in investment management has been completed under "Report on the Assessment of Local Assets & Private Funds' Management in Qena & Damietta"	On track
Output 2.1.2 Prioritization of investments and cost benefit analysis.				
PI 11.2 Investment project selection	D no mechanism	C Criteria and process for prioritization Feasibility study		No progress
Output 2.1.3 Mid-term investment plan linking socio-economic and Governorate strategic plan developed by GOPP.				
Synergy between investment planning and strategic planning	plans are completely separated	Invest. plan prepared within urban & socioeconomic plans		No progress
Outcome 2.2 Financial Planning for the implementation of the city detailed plans is enhanced				
Produced infrastructure provision plan on the city level.	No integrated plan	Integrated plan produced and indorsed	Progress according to relevant outputs achievement	No progress

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
Produced financial feasibility study for infrastructure provision	Very weak or no financial plans	Financial feasibility study for each site	Progress according to relevant outputs achievement	No progress
Output 2.2.1 Strategy and an action plan for the provision of public infrastructure at the City level for implementing detailed plans for expansion areas and inner-city upgrading sites.				
Produced strategy and action plan	No integrated plan	Integrated plan produced and indorsed		No progress
Output 2.2.2 Financial feasibility study for the selected project sites.				
Produced feasibility study	Very weak or no financial plans	Financial feasibility study for each site Public investment plan for each site		No progress
Outcome 2.3 Management of the Relevant authority is improved				
SECO standard indicator 4: Resources mobilized			Progress according to relevant outputs achievement	On track
Output 2.3.1 Diagnostic of current management of the relevant authority (at the governorate level) and action plan for improving this management.				
<ul style="list-style-type: none"> - Annual increase of the revenues of the relevant authority. - Annual increase of the investments made to infrastructure provision by the relevant authority. 			"Report on the Assessment of Local Assets & Private Funds' Management in Qena & Damietta" completed with an overview on local public revenues, detailed analysis and financial assessment of three projects owned by Qena governorate and guidelines on new business models to increase profitability and general recommendations on the classification of managerial roles.	On track
Output 2.3.2 Implementation support provided by UN-Habitat for the above-mentioned action plan (output 2.3.1) to improve the management of the relevant authority (at the governorate level).				
Number of steps of action plan successfully implemented	N/A	90% of steps implemented		No progress
Output 2.3.3 More intense coordination and enhanced synergy between the relevant authority (at the governorate level) and other central funds, banks, and developers.				
Number and types of partnerships between the relevant authority and other central funds, banks, and developers.	0 MOUs with central funds 0 MOUs with banks/ developers	2 MOUs with central funds 2 MOUs with banks/ developers		No progress

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
Outcome 2.4 Land-based revenue mobilization is increased				
SECO standard indicator 4: Resources mobilized: - % of land shared by the landowners as developer exaction. - % of collection of betterment levy in expansion area. - Increased land-based revenues mobilization	18% 0%	33% 60%	Progress according to relevant outputs achievement	No progress
Output 2.4.1 Review of the relevance of possible land-based financing instruments such as betterment levy and developer exaction in the selected sites and the possibility of incorporating an incentive system for landowners by linking the provision of infrastructure to the payment of the levy.				
- % of land shared by the landowners as developer exaction - % of collection of betterment levy in expansion area	18% 0%	33% 60%		No progress
Output 2.4.2 Support provided by UN-Habitat for the implementation of some exemplary operations involving land-based revenue mobilization.				
Community awareness and knowledge on application of land-based revenues.	Weak	At least 60% of owners		No progress
- Estimations of the levy requested from each landowner in the four sites (and other sites led by the local government). - Number of exemplary operations successfully implemented (e.g. betterment resulting from public infrastructure projects like water/ sanitation projects or roads; developer exactions in city extension areas).	No application of betterment levy	At least 3 exemplary application of betterment levy	IHA with UN-Habitat HQ for the implementation of selected deliverables under the specialization of land-value capture (LVC) including the comparative analysis.	Delayed
Output 2.4.3 Capacity of local actors responsible for public finance management strengthened on land value capture and relevant land-based financing instruments (e.g. betterment levy).				
SECO standard indicator 3: Measures for improving capacity development - Number and types of training, capacity building activities completed - Number of trained stakeholders that demonstrate enhanced capacity	Weak and limited capacity	- 20 trainings - 85 staff (20 in each Gov., 25 other Gov. & 20 National Level)	Capacity building on "Financial Analysis, Planning and Marketing" starting in May 2023 based on Training Manual developed and targeting local officials in the Gov. financial departments and managers of non-financial assets.	On track

Component (3): Support to improve urban legislation and regulation

Table 3: Component 3 Progress

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
Outcome 3.1 Enhanced local and national reforms on PFM, urban planning and land management				
<ul style="list-style-type: none"> - Number of gaps and possible improvements identified and drafted as policy recommendations - Number of reforms that have been adopted by the local government and/or endorsed in national reforms and initiatives 	N/A	6 recommendations issued 3 green/white papers endorsed 2 reforms	Progress according to relevant outputs achievement	On track
Output 3.1.1 Recommendations (e.g. for the Building Law) for enhancing and implementing detailed plans for extension and inner-city areas.			Based on the project's learnings, technical assistance and suggestions were provided to MOHUUC in regards to the draft of the Unified Building Law update specifically on the newly introduced article 25 relevant to land readjustment projects in Egypt. The project team has conducted several meetings with H.E. the Minister to present and discuss these practice-based suggestions stemming from the project's learnings.	On track
Output 3.1.2 Recommendations (e.g. for the Building Law) from the project regarding cadastral and land registration systems.				No progress
Output 3.1.3 Policy recommendations (e.g. for the Building Law) to improve compliance with building regulations and detailed plan implementation.				No progress
Output 3.1.4 Strategy and recommendations for mainstreaming investment planning on the local level.				No progress

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
Output 3.1.5 Recommendations from the project regarding improvement of land value capture (e.g. through betterment levy or other potential land value sharing instruments), including its collection, transparency and accountability, all specifically linked to plan implementation.			Policy recommendation drafted regarding the betterment levy. The policy statement suggests a new way for calculating and paying the amount that benefits both the landowners and increase the total paid/collected amount of the levy, it also recommends that the money is collected by the local level and to transfer 60% to the central level (Ministry of Finance) as a mean of provide more financial resources for the local level	On track
Output 3.1.6 Policy recommendations in the elaboration of operational guidelines governing the management of the Relevant authority (at the governorate level).			Policy paper on "Strengthening the Financial Governance of Local Productive Assets" was produced based on the legal framework assessment and the report on local productive assets	On track
Outcome 3.2 Scaling-up of the project findings				
Capacity of governorates staff to replicate the project's components	N/A	Improved capacity	Progress according to relevant outputs achievement	No progress
Replicability of the project's key findings in other governorates	N/A	At last 2 Gov.	Progress according to relevant outputs achievement	No progress

Result/Indicator	Baseline	Target	Achievements to date	Assessment Status
Output 3.2.1 Dissemination of lessons learned in the pilot governorates.				
1. Number of trained stakeholders that demonstrate enhanced capacity	N/A	50 governmental staff		No progress
2. Governorates' capacity to replicate land readjustment methodology and public investment plans and local economic planning in other part of the cities.	N/A	at least 2 other sites in the Gov.	Qena gov. started exploring the implementation of land readjustment in another area in Qena	On track
3. New Governorates' preliminary adoption of project key approaches.	N/A	At least 2 other Gov.		No progress
Output 3.2.2 Dissemination of lessons learned in other governorates.				
1. Number of study tours of different governorates to the pilot governorates throughout the project.	N/A	6 Study tours		No progress
2. Number of representatives of different governorates engaged in capacity building measures and expert group meetings throughout the project.	N/A	6 different gov.		No progress
3. Number of presented lessons learned, and publications of the project to GOPP regional offices and governorates	N/A	10 GOPP regional offices and Gov.		No progress
Output 3.2.3 International dissemination of lessons learned of the project.				
1. Number of reports documenting lessons learned in Arabic and English.	N/A	2 Reports		No progress
2. Number of movies on the project in English and Arabic.	N/A	2 Movies	Documentation ongoing by project team and consultants	On track
3. Number of international/regional expert Group Meetings conducted with policy makers and other relevant stakeholders on lessons learned of the project.	N/A	4 Int./regional expert meetings		No progress

Assessment of evaluation criteria

This section is organized around the 65 questions included in the Evaluation Matrix provided to the MTR, which includes SECO's DAC criteria questions (13) plus 42 questions in these and other criteria added by UN-Habitat. The Evaluation Matrix groups questions in the criteria of Design, Relevance, Coherence, Effectiveness, Management, Efficiency, Impact, Integration of cross-cutting issues including Gender Mainstreaming and Human Rights approach, and Sustainability. The MTR suggests to slightly revise the order of the criteria so that the text starts with relevance and coherence. This is followed by design and the rest of the criteria in the order provided by UN-Habitat. The section responds to all provided questions and as a result there are paragraphs that may sound repetitive.

Relevance

The objective of the intervention is to provide a working land readjustment model in Egypt. This is consistent with the objectives of GOPP and MoHUUC, and highly relevant to subnational governments. National counterparts could clearly articulate the project's vision and GOPP specifically indicated that land readjustment is a priority. UDF acknowledged the importance of having a tested tool for land readjustment.

The intervention responds to a significant extent to the needs of residents and landowners in the pilot areas of Qena and Damietta.

Based on actual experience acquired in the Hayenna project, UN-Habitat is in a better position to recommend policy and procedure changes towards more integrated and sustainable urban development through land readjustment.

The Hayenna project is in line with the principles of the New Urban Agenda (NUA) as well as the SDG 11 and other related urban SDGs.

The project builds on UN-Habitat's institutional capacity acquired on previous land readjustment and governance projects in Egypt. This includes projects in Qalyoubia Governorate, in Banha⁴ and additional sites in Qaha and Qalyub.⁵ In these, a land readjustment methodology was piloted including the demarcation of the detailed plans on

the ground by the Survey Authority. UN-Habitat explained that land landowners with confirmed land tenure documents were able to apply for building permits.

Civil society organizations have indicated to the MTR that given what they know the objectives of the intervention are relevant to their priorities. However, CSO interviewees were verbal in indicating that the opportunities for engagement provided to them until now have been limited to a half-day session. Their perception is that the role of CSOs is minimum in and was reduced to gathering youth representatives for the said meeting. In their view, the project is for the Governorate and not for civil society.

Coherence

The Hayenna project is consistent and complementary to SECO projects in Egypt. The Urban Planning in Migration Contexts project, implemented by UN-Habitat, aims to improve access to reliable services and socio-economic opportunities for migrants. Stated outcomes in SECO's project data sheet include prioritized infrastructure projects to the level of technical and financial pre-feasibility assessments. Although these documents could not be reviewed by this MTR, they would be useful references and comparators in the infrastructure implementation phase. The Integrated Land and Urban Management project, for which the partner is the International Bank for Reconstruction and Development, fosters sustainable and resilient urbanization in new urban communities through enhancing property registration and tenure security, topics that are basic building blocks of a working land readjustment model.

UN-Habitat has provided policy advice to MoHUCC on the update of the Unified Building Law, specifically on the newly introduced article 25 on land readjustment. The advice included a proposed alternative to the land readjustment process based on the learnings from the Hayenna project.

ROAS (using the HQ's experience and GLTN project) has provided ad-hoc support in drafting the advice note of UN-Habitat Egypt for the Unified Building Law, in addition to several training sessions on land related issues. It has also provided Hayenna opportunities for dissemination and feedback such as the Arab Land Conference.

⁴ Achieving Sustainable Urban Development Project (ASUD)

⁵ Strengthening Development Planning and management in Greater Cairo

The intervention is thematically compatible with the World Bank's Upper Egypt Local Development Project (UELDP). The USD 950 million Program-for-Results project aims to improve accountability and effectiveness at the governorate and district level, address poor access to quality infrastructure and services, and a weak investment and business climate which hampers economic development including obstacles and delays in obtaining licenses, permits, and serviced land. Qena is one of the pilot Governorates of the project, and in the interview with the MTR, the Governor referred to UELD for its useful outputs and disbursement model. As the project is more advanced in its implementation, there would be opportunities for the Hayenna project to reach out for learning practical lessons pertaining local economic development, infrastructure programming, and permitting process. For example, UN-Habitat has indicated that they have been engaged with UELD in several meetings, sessions, workshops and shared some of the findings and learnings with UELD and MoLD.

Core design elements such as the structure of the project components could better reflect the extent to which the target group and stakeholders prioritize the implementation of infrastructure in the overall result of the Hayenna project. Institutional stakeholders at national and Governorate level and landowners interviewed by the MTR emphasized that the infrastructure element of the Hayenna Project enables having a real example of the land readjustment model and the Detailed Plan on the ground, and that the model can only be partially demonstrated without infrastructure. Without infrastructure, the reputation of all parties involved, and credibility of the process, may be at risk. Infrastructure increases the value of land and is needed to support the collection of a betterment levy which is central for the land readjustment economic model. Landowners expressed that if they see the infrastructure built, they will be further motivated to engage in the ownership title regularization process.

However, interviewed stakeholders, notably the Governor of Damietta, perceive that infrastructure has been little present in discussions until very recently. Although it may be too early to judge to what extent the Hayenna project provides a working economic model for land readjustment, it is unlikely that without a well implemented infrastructure element the land readjustment approach can be further adopted over

time. The Governor of Damietta stressed that the land readjustment model is not a planning exercise only, and that it requires the delivery of infrastructure to avoid becoming a good idea hampered by implementation challenges.

Design

The integrated approach to a land readjustment model is to an extent visible in the project's building blocks which intend to bring together land management, local economic development, and public finance management in support of urban policies and regulations. This is an innovative approach in Egypt which is valued by GOPP.

Less readable in the design of the project is the critical importance of the infrastructure provision for proving that the land readjustment model is workable.⁶ The importance of infrastructure for triggering the project's demonstrative effect has been emphatically pointed out to the MTR by interviewed Governors, technical teams at the Governorates, and landowners, as well as the Urban Development Fund (UDF) and MoHUUC. This is commensurate with the weight of urban infrastructure provision in the project budget, which is about 40% (excluding GoE's contribution). However, infrastructure provision does not appear to have a comparable prominence in the logframe. The project design missed an opportunity to clearly highlight the importance of infrastructure provision to stakeholders, principally to Governorates, and within UN-Habitat, which would have communicated it as central from the onset rather than an add-on to the primary policy focus.

The number of outcomes (8) and outputs (29) included in the logical framework is comprehensive, perhaps on the high side. The project logframe would benefit from further conceptual clarity and simplicity. For example, indicators of achievement are confused with the status of deliverables which may constraint monitoring and reporting on the implementation. In the PFM component, modifications have been proposed by UN-Habitat by which activities in 4 outputs are regrouped in 3 thematic deliverables as a way to better correspond to the scope of PFM, organize workstreams of consultants around sequenced deliverables, and match Egyptian institutional set up. As mentioned, further visibility to the provision of infrastructure in the structure of the project would have better matched the extent to which the target group and Governorates prioritize it.

6 "Implemented" according to the logframe means "Infrastructure is physically installed and fulfils quality requirements"

Given the time left, it cannot be said that the expected outcomes in the logframe are realistic in terms of their on-time achievement. Several interviewed stakeholders, notably those with local implementation mandates such as Governorates, the Qena Company for Water and Wastewater (QCWW), have raised strong doubts about the infrastructure provision being delivered within the current project period. The QCWW has estimated that the implementation of water network extension may take at least 18 months from the start of the production of Construction Drawings, which can be expected to happen in August 2023 at the earliest. Therefore, implementation may be completed in 1 or 2Q 2025. There may be additional challenges as the Al-Humaydat site is near to the Nile and water table is high. In the Al-Ma'ana site, the water table is lower.

Effectiveness

The project implementation has witnessed several delays that affected the progress towards the achievement of outputs and outcomes. Most outputs are still ongoing or have not started yet. The delay during the inception phase in 2020 due to COVID-19 restriction measures and the postponement of on-the ground activities in Qena till 2021. Additionally, the challenges of lengthy recruitment processes of consultants and the high turnover of UN-Habitat Hayenna team has slowed down the project's activities which took longer than expected.

Since the implementation in the second governorate only started officially after the signature of the cooperation protocol between GOPP and Damietta Governorate in June 2021, the progress of the project in both governorates is at different stages especially for the activities of component 1. However, the project benefited from Qena experience and lessons learned to move forward with the activities in Damietta.

The infrastructure provision output which was originally planned to start in 2020 as per the budget of 1st Amendment to the contract has only started in 2023 with the Infrastructure Gap Analysis Study in Qena and yet to be tendered in Damietta. The late start is attributed to the above mentioned delays between 2020 and 2021, in addition to a delay in the hiring process of the Gap Analysis consultant.

According to the progress achieved to date and the updated workplan, the Detailed Plans for the three target sites are expected to be finalized by the end of 2023. While the capacity building, LED, PFM and component 3 activities are expected to be completed by the end of 2024. Finally, according to the feedback of the MTR interviewees, infrastructure provision would not be completed within the current project duration.

During the MTR interviews, concerns were expressed by GOPP and SECO, which UN-Habitat Hayenna team acknowledges, on the quality of some of the consultants' reports and deliverables. For instance, the Qena community engagement consultancy was terminated due to the inability of the consultant for health reasons to provide the needed technical support and the team decided to continue the work in-house to save time and avoid a lengthy re-hiring process. Another example is Qena LED consultancy, where the quality of the submitted reports were below standard and agreed scope, which prompted the project team to provide extra support and effort to raise the quality of the deliverables. Quality control and review process were recommended to improve the quality of Consultant's deliverables.

The visibility of Hayenna project benefited from the participation of the project team in international conferences such as the World Urban Forum, the Arab Land Conference and COP27 where the project and PILaR approaches were presented on International and regional levels. The project also benefited from high media coverage on national and Governorate levels due to the active posting of Hayenna project updates by both governorates on the social media channels.

However, during the MTR several interviewees from landowners and local government staff expressed their lack of awareness about the next steps and timeline of implementation. Accordingly, there is a need for a communication plan/strategy on the local level with clear communication messages for the different stakeholders. The dissemination activities planned under outcome 3.2 will contribute to the improvement of knowledge sharing, lessons learned and the project's visibility.

The Hayenna project has enabled active dialogue between landowners/residents and the local government on City and Governorate levels, especially with regards to the detailed planning and land readjustment processes. On the national level, the project acts through its support to urban policies and legislations to institutionalise these participatory and engagement processes. Nevertheless, the engagement of civil society organisations till now is only limited to scoping workshops in the LED stakeholders mapping.

The COVID-19 pandemic has definitively affected the effectiveness and the delivery of project activities especially within the years 2020 and 2021. The worldwide and national strict measures against the spread of the pandemic resulted in limiting the project team and consultants' travels to the project sites as well as limiting the community engagement with the landowners. The project also went through underspending of funds, delayed administrative processes and implementation on the ground.

Management

In terms of the management and governance structure of the project, the National Steering Committee (NSC) has the overall responsibility for strategic and technical guidance as well as coordination at the national level. It is comprised of MoHUUC, GOPP, MoLD, MoFA, MoIC, MoF, UDF and UN-Habitat. NSC meetings took place three times since the start of the project instead of the mandated frequency of twice per year. The Project Management Unit responsible for the overall implementation and coordination meets every three months but also not regularly. However, the interviewees from SECO, GOPP and Hayenna team stated that they meet more regularly on the technical level.

The project management structure between 2020 and 2021 has witnessed changes in the positions of National Project Coordinator (NPC) from GOPP and Hayenna Program Manager from UN-Habitat. These changes caused delays in the project implementation and confusion between the roles of GOPP and UN-Habitat. Nevertheless, the roles of both organizations were clarified which strengthened their cooperation and facilitated the project implementation.

The Hayenna team is currently composed of a Program Manager, Project Officer (PFM), Project Officer (LED & Community Engagement) and Project Assistant

supported by Urban Planner consultant and Field Coordinator consultant in Qena. The position of Field Coordinator in Damietta is vacant and currently being re-announced. Despite the relatively high turnover and understaffing in the team (several team members resigned during the project period, and one team position has been vacant since October 2022), the current composition has the appropriate skill-sets in the fields of urban planning, PFM and LED. However, an insufficient capacity in infrastructure engineering was highlighted during the MTR interview with Damietta Governor.

The restructuring efforts introduced in the PFM component were useful and allowed the re-organization of the deliverables for improved time efficiency, technical optimization and clarity of tasks especially for consultants. However, the restructuring was not reflected in the original project's logframe which could have benefited from these changes in terms of restructuring of the PFM outcomes and relevant outputs.

The MTR interviewees from local authorities expressed their satisfaction and support towards the project. Both Governors of Qena and Damietta expressed their support and commitment to Hayenna project. They highlighted the importance of capacity building activities to raise the skills of their local staff in order to replicate the land readjustment processes in other areas within the governorate. The staff on city and governorate levels also stressed on their need for more capacity building activities in the remaining period on the project.

Hayenna monitoring and evaluation system is focused more on deliverables rather than on the indicators of achievement of the project's outcomes and outputs against baseline and target values. According to the project team, the current logframe is complex and challenging with unclear deliverables and indicators. This was clearly reflected in the quality of the progress reports especially in the section of results achieved. SECO has communicated repeatedly their feedback on the quality of reporting to the project team and the last progress report witnessed a slight improvement.

During MTR interviews, GOPP expressed their concern for not receiving the bi-annual progress reports to SECO although they receive all the studies and deliverables of project's consultants for review. The project team explained that progress reports are written in English while most of the consultants' reports are in Arabic. The

team are also supporting GOPP in the national reporting requirements to MoHUUC and MoIC.

UN-Habitat procedures for procurement, personnel hiring and contracting has negatively affected the project and delayed the implementation. The long procurement and hiring processes delayed the re-hiring of project team members who resigned, and the assignment of consultancies needed. For instance, Hayenna team had to take over some consultants' tasks in-house to avoid the lengthy re-tendering process.

Another concern was raised during the MTR by GOPP and SECO regarding the inflexibility of UN-Habitat rules and regulations for hiring individual consultants and shareholders companies instead of consultancy firms owned by individuals (legal liability). However, some exceptions would be agreed for the design and supervision of infrastructure provision.

Hayenna project management makes conscious efforts to not jeopardize trust between the Governorate and the local community in the target sites. The management is aware of the project complex and dynamic political context and act accordingly in close cooperation with GOPP and the Governors. The project tackles operational risks with agile and adaptive working modes. Nevertheless, operational risks in infrastructure implementation (for example, price fluctuation, availability of materials) do not seem to be clearly incorporated in project planning at the moment.

The proposed adjusted budget consists in the increase of staff fee by 15%. The justification provided by UN-Habitat is the need to compensate the one-year time extension till end of 2024 and the devaluation of the Egyptian currency. The budget for international and national consultants on Urban planning, LED and PFM was reduced to up to 50%, as well as capacity building budget which was reduced by 75% and travel by 30%.

The updated workplan is not sufficiently detailed, it builds on outputs and deliverables without taking needed elaboration on the activities/sub-activities as well as milestones to be reached. The workplan needs to incorporate the timeline for tendering and contracting processes as part of activities planning. A more detailed timeline in terms of months is recommended.

Efficiency

The project's accumulated expenditure as of May 2023 is around USD 1,983,579 which represents less than 25% of the total budget. The underspending is due to delays in the implementation of the project within the first three years. Generally, the project activities to date are costing less than the originally planned budget. Capacity Building cost has been reduced as the governorates are hosting the trainings within their premises and the training activities are being implemented by the consultants within their technical scope of work. For the national consultancies in component 1, the cost was reduced by 13% as the land tenure validation in Damietta was conducted by the project staff. However, the cost of land survey has increased by 174% as per ESA latest price list.

The financial and human resources allocated for Hayenna project are considered adequate for the implementation of this type of innovative pilot project. Nevertheless, staff time and international consultancies as a resource were not utilized as originally budgeted. The major delays in implementation during the first three years of the project has affected the disbursement plan significantly and spending shifted from the second and third years to the fifth- and sixth-year extension.

The project's Logframe is used as simple monitoring tool for reporting purposes without further development of a monitoring plan. Since the monitoring is focused mainly on deliverables, the status of indicators' achievement is not clear and no structure for the relevant data collection processes (methods, frequency, responsibilities, and resources).

Although, the project reporting to SECO is timely every six months, the quality of reports was affected by the monitoring issues, and it became very hard for the readers of the reports to get a clear idea about the status of results achievement.

Hayenna team and management demonstrated capacities, skills and experience in the areas of land re-adjustment, urban planning, PFM and policy-based deliverables. However, physical infrastructure implementation may require further experience that is not currently in the team.

The classification of needed expertise between in-house staff and consultancies seemed logical in the original budget. Consultancies are supposed to provide technical skills and expertise that the project requires although there have been cases of termination for insufficient quality. In other cases, consultants took roles of originally planned full-time staff, for example field coordinators which requires interaction with counterparts at local level.

The project is making adequate use of the available capacities in ROAS and GLTN on a frequent basis, where ad-hoc support, feedback on deliverables and technical advice are provided. For instance, component 3 received feedback on the draft article for the new Building Law before sharing with MoHUUC. Regarding UN-Habitat HQ, the planned PFM IHA to produce international case studies on LVC is expected to be an adequate use of capacities, while another IHA is foreseen for LED.

Hayenna project is using AOCs as a tool for institutional arrangements with the governorates for cadastral maps and surveying assignments requested for ESA. The implementation of the AOCs had administrative issues regarding the transfer of funds which resulted in the delay of Surveying works. Un-Habitat informed that funds were transferred in less than a week from the finalization of the AOC, but the governorate took almost 2 to 3 months to check their bank accounts and confirm receiving the funds.

Impact

The Hayenna project has a significant impact potential as it addresses, in the view of GOPP, the disconnection between policy at high level and implementation on the ground through a new approach to land readjustment. It contributes to the upgrade of the Detailed Planning process which applies national urban policy at the local level in both new cities and planned urban expansions, and in inner cities.

So far, the project has introduced participatory planning in Egypt on a practical level. Participation is essential to build trust with landowners as inner-city and city extension land readjustment projects take place on private land. In Qena and Damietta, the dialogue and consultation are considered a strength of the project.

It is too early to assess the extent of the changes to beneficiaries' lives at the current state of the project. Once the project is completed, it is expected that residents of target areas will benefit from the improvement of infrastructure and services. Land value would increase which landowners are expected to benefit from.

GOPP will benefit from a tested process of land readjustment. It has indicated that it will propose the certification of the Land Readjustment Manual by the Supreme Council for Urban Planning and Development chaired by the Prime Minister, which will make the manual binding. It will be distributed by GOPP to Governorates, and if applied, more urban residents in other cities of Egypt may benefit from the project. In time, its continued application will contribute to prevent unplanned urban development.

Integration of cross-cutting issues including Gender Mainstreaming and Human Rights approach

Gender and rights of vulnerable groups are well integrated in the implementation of Hayenna project as cross-cutting issues. "Equal opportunities for everyone" represents the project's community engagement framework which builds on: Inclusive engagement with equal recognition and representation, transparency and equal access and capacity building to enable participation.

Social and environmental risks are continuously monitored in relation to the implementation activities and appropriate mitigation measures are being taken into consideration.

Women were adequately represented within the community engagement activities given the strict norms and traditions of the local communities. The project managed to insure the participation of women in focus group discussions, technical planning workshops and landowners' community meetings. The floor time given to women increased throughout meetings, and their input increasingly considered by the land-tenure committees (LRCs).

Gender is a crucial crossing-cutting issue for Hayenna project and PILaR approach. Gender and participation of women are considered in the planning and implementation of activities. According to Hayenna team, women as well as youth views are integrated throughout the Detailed Planning process.

Sustainability

The project is building capacity of the staff at the Governorate level in Qena and Damietta using a shadowing approach which has provided valuable knowledge. However, stakeholders have expressed concerns to the MTR that the scope and depth of the capacity installed until now may not be enough for local governments to complete land reconciliation activities on their own.

Governorates have expressed interest in replication (Qena) and scaling up (Damietta) the pilot site application and UN-Habitat informs that the land readjustment process is being replicated already by counterparts. Formalizing such path to sustainability would entail the continuation of the civic engagement approach and the project activities, for which landowners have expressed their support.

The capacity of the staff to finalize the process of reconciliation of plots and landownership, and to replicate it in different areas, will influence the achievement of sustainability. The New Building Regulations, enacted in May of 2022, may affect the outcome of the project. They proscribe mixed use within a building, and residential buildings higher than 5 stories in inner cities and extensions. Mixed use and right density are principles for compact urban development. Therefore, regulations may induce development towards fringe areas which is likely to result in the transformation of arable land.

The Governors of Qena and Damietta have expressed interest in replicating the intervention in pilot areas in other parts of the Governorate. In Qena, the Governor considers the interventions under the Hayenna project as a model for replication, although no specific budget has been allocated to the potential scale-up yet. In Damietta, the Governor indicated that the budget of the Governorate could supplement the project's infrastructure budget to deliver elements in the Detail Plans that may not be included in the current budget.

Findings on unintended effects

New Building Regulations may affect the outcome of the project. A key project aim is to liveability conditions and development processes in inner cities as a way to constrain the transformation of arable land. The New Building Regulations, enacted in January of 2023, aim to organize land and buildings, and prevent informal use or unplanned development. However, they may have unintended consequences for the development of inner cities. The regulations proscribe mixed use within a building and establishes a maximum of 5 stories for residential buildings in inner cities and city extensions. These limitations are not compatible with the principles of compact urban development. Therefore, they may tend to favour development in fringe areas or new cities which are likely to transform arable land.

The World Urban Forum may affect project performance. The next edition of the WUF will be held in Cairo in November 2024. The project budget shows full time dedication to December 2024 for the project manager and the leads in urban planning, PFM and capacity development. Although interviewed UN-Habitat project staff indicated that their time allocation will remain unchanged, in previous experiences the intensive preparation tasks of an event of the magnitude of the WUF has involved to different extents most available resources in a country office.

CONCLUSIONS

The following are key MTR conclusions:

- The integrated and participatory approach to land readjustment is highly relevant for national and subnational stakeholders, as well as local communities.
- The project is coherent with other UN-Habitat and SECO interventions in Egypt and those of other donors in Upper Egypt.
- Infrastructure provision including public services is very important for the local community, landowners and the Governorates, and for the credibility of the proposed land readjustment model. However, infrastructure provision is not given enough prominence in project design.
- In general, the project has faced several delays and most of the outputs are ongoing or show no progress yet. It is unlikely that the infrastructure outputs will be completed within the current timeframe.
- Project management, high-level steering, and monitoring and reporting can be improved with the revision of the logframe.
- The budget and project resources are adequate. However, there is an underspending in some activities and others are taking longer than expected due to which an adjustment seems necessary.
- The certification of the Land Readjustment manual would be a high-level impact.
- Gender is prominent in the engagement activities but how this input is reflected in actual plans and strategies could be assessed once project outputs are completed.
- Governorates have expressed interest in replicating the land readjustment process in other areas.
- The actual reconciliation of plot ownership in the sites is low at the moment (12% out of around 500 landowners in Al-Humaydat in Qena, the most advanced case) and further efforts, including post-project by the local authorities, are central to demonstrate the model's applicability and then replicability.

LESSONS LEARNED

The following are key lessons learnt compiled by the MTR:

- Clear roles are needed to build trust between key partners. The process of steering and project management needs to be frequent and regular to provide a basis of certainty and contribute to generate ownership. As indicated in a progress report, “Trust building and engaging all the partners requires constant and considerable effort but proved to be of major importance to facilitate efficient implementation and upscaling the project.”
- “Implementation” has different interpretations according to the scope of work of organizations, and it has a different meaning to the local community.
- High turnover in the project teams and partners affects project performance.
- The ownership of a land readjustment process has many levels. It is important to engage all levels by taking into account their needs (from high-level policy goal alignment to proving process certainty to the community). This is essential for sustainability.
- Infrastructure provision in the land readjustment model is not an add-on activity that is conducted once policy-related work has been completed but a central part of the model that should be undertaken from the onset.
- The workplan needs to be detailed in all the steps to implementation to account for potential bottlenecks. For example, the land survey was more challenging than anticipated in both preparatory pre-work tasks, the technical process itself, and the associated costs.
- The effect of capacity development activities which are focused on the individual may be compromised in a context of high staff turnover. Capacity is more effective when the individual and organizational levels are considered in the design of activities.
- Community engagement needs to be considered in not only in the planning phase of the project but importantly in the delivery and operational phases. A tangible physical outcome – not only a paper-based output – is the most important motivator for the local community to engage in land readjustment.
- The engagement of women in land and property management is a challenge in communities with strict traditions and norms.
- Effective communication activities go beyond specialist fora and development media to generate day to day project awareness in local communities.

RECOMMENDATIONS

The MTR can offer the following recommendations in the short term:

1. **Extend the project period.** Stakeholders interviewed by the MTR have indicated that it is unlikely that the Hayenna project, which includes the provision of infrastructure in pilot sites, can be fully completed in the current period to December 2024. Estimations corroborated by various stakeholders indicate that the physical implementation of infrastructure may take 18 months from the start of the preparation of Construction Drawings. In the most advanced case, Al-Humaydat in Qena, the procurement process of the firm that will produce drawings will begin in July, although this deadline may have not been fulfilled in the time of drafting the MTR report. Although having to make a second time extension is not an ideal situation in any project, the MTR recommends extending the project period so that infrastructure provision, which has been estimated as essential for the land readjustment model by stakeholders, can be fully delivered and tested. The exact length of the time extension should be agreed based on the detailed timeline that is expected to be included in the infrastructure gap analysis for the sites in Qena and Damietta. If the gap analysis does not include detailed timelines, UN-Habitat should provide one before the no cost extension could be agreed.
2. **Reorganize the existing budget for a potential second extension.** Most of the project tasks except those related to infrastructure provision are expected to be completed by December 2024. For the potential no cost extension, the staff budget may be streamlined to partially cover the time of the client-facing Program Manager, full time field coordinators, and an additional senior expert in infrastructure provision who may be contracted part time to coordinate the work of the consulting firm in terms of production of tender documents and implementation supervision in coordination with the field coordinators. A budget extension does not seem necessary as the budget for the Program Manager, field coordinators and the infrastructure provision expert may come from budget lines that are not completely exhausted and/or the infrastructure execution budget. For the current period to the end of 2024, the MTR finds the budget adjustment proposed by UN-Habitat reasonable in terms of the revision of the staff fee budget line to cover these costs to the end of 2024. The MTR recommends to expand the capacity building activities as these are identified as central to the completion of the land reconciliation, and the process of issuing building permits, as well as PFM and LED activities.
3. **Revise the logframe in accordance with UN-Habitat and SECO standards.** Reorganize the PFM outcomes and outputs according to the agreed restructuring of the components and deliverables. Revise the outputs at risk under the LED outcome 1.2. Refine the current performance indicators on output and outcome levels to be SMART and align target values for both quantitative and qualitative indicators. Update SECO standard indicators according to the 2021-2024 updated list.
4. **Provide further detail to the workplan to end of project.** As the current updated workplan is not sufficiently detailed and builds mainly on outputs and deliverables, preparing a more developed workplan that covers the period to project completion is recommended. The workplan that would be prepared by the project team should further detail key sub-activities as well as milestones to be reached for the remaining months of the project. The workplan needs to incorporate the timeline for tendering and contracting processes as part of activities' planning. The new workplan should lay out the positions that need to be filled by individual consultants and firms until project completion sufficiently in advance, for example in the third quarter of 2023. The workplan will help identify tasks demanding highly specialized expertise that may not be available locally. Communicating vacancies in advance may facilitate the interest of international expertise and would contribute to compensate lengthy recruitment process at UN-Habitat. The new workplan should further facilitate steering and follow-up by key partners including SECO, GOPP and MoHUD on the progress of the implementation.

5. **Add a senior infrastructure implementation specialist to the team.** The senior infrastructure implementation specialist would be contracted by UN-Habitat until project closing to undertake quality assurance activities on the work by the firms that will produce Construction Documents for infrastructure provision in the sites of Qena and Damietta. The consultant shall have significant international experience in the actual implementation of projects in the priority sector (i.e., water and sanitation) to produce authoritative reviews and issue no objection to deliverables and budget utilization. The consultant, who may be contracted part time, shall conduct detailed reviews and support the exchange of information between both sites of the project therefore contributing to improve project performance.
6. **Increase the focus of capacity building activities.** Focus the technical assistance from the urban planning firms as well as UN-Habitat shadowing on creating capacity at local governments to implement what is left in the project (i.e., plot reconciliation, building permits, LED) to develop a trajectory towards post-project sustainability including replicability in other sites or governorates.
7. **Enhance the engagement of civil society.** There is potential for more active involvement of CSOs in the project remaining period, especially in the development of LED strategies and its future implementation. The local CSOs interviewed in Qena have long experience and capacities in the fields of economic development, employment promotion and entrepreneurship. CSOs can also support the implementation of public services community level interventions (i.e., health, education, and childcare).
8. **Improve monitoring and reporting, and further control and ensure good quality of deliverables.** Strengthen the monitoring, data collection and reporting system for the remainder of the project. Ensure that the data on achievement of outputs, outcomes and their performance indicators are updated as well as their sources of verification are well documented. Improve gender disaggregated data reporting and avoid double counting. Pre-agree on an outline and content of progress reports (including standard indicators) according to SECO Reporting Guidelines. Strengthen the quality

control of output documents before reports are issued by UN-Habitat to reduce reviewing time by partners. Ensure that progress reports and technical deliverables are shared with key stakeholders in English language in addition to an Arabic translated version of the executive summary.

9. **Improve high-level steering.** Enforce a more regular frequency and improved structured content of the NSC and PMU meetings for periodical review at high level and follow up on progress of Hayenna project.
10. **Develop a communications plan.** To improve transparency and awareness of local communities and authorities about the next steps and implementation timeline, a communication plan needs to be developed. The plan should include communication objectives, target groups, clear key messages for each stakeholder as well as timeline and frequency of communication.
11. **Develop an exit strategy.** The question “what after the project ends” has been recurrently posted to the MTR by landowners and Governorate staff. In the perception of landowners specifically, a clear timeline is missing. Although UN-Habitat has provided information on project steps, no timeline has been presented, so landowners have no information on when the next step will take place. UN-Habitat commented to the MTR that they have intentionally decided not to share a timeline with landowners because in their view this could expose the Government and affect their relationship. Although this interpretation may be relevant from UN-Habitat’s institutional perspective, certainty is a key factor for stakeholder ownership of the land readjustment model. The MTR recommends that UN-Habitat prepares in the third quarter of 2023 a roadmap for next steps after the project is completed (i.e., when infrastructure is operational to the required quality) which is to be signed-off by the Governorate and local government which indicates what is to be done, when and by whom until landowners can apply and receive a construction permit for their plots.

12. Develop an uptake strategy for the Detailed Plans.

Part of the roadmap to be prepared by UN-Habitat indicated in the previous point, the uptake strategy will describe the step-by-step process by which the Governorates of Qena and Damietta will finalize, approve, and enact the Detailed Plans, and include the investments associated with these instruments in their short- and medium-term investment programming. The proactive preparation of the

uptake strategy by UN-Habitat should enable the project to establish a path to sustainability by which the Governorates would formalize their expressed interest in replication (repeating a similar Detailed Plan intervention in other parts of the urban area) and / or scaling up (allocating Governorate's budget to supplement the provision of infrastructure in the current Detailed Plan areas).

ANNEX 1

TERMS OF REFERENCE (TOR) FOR MID-TERM REVIEW OF THE HAYENNA – INTEGRATED URBAN DEVELOPMENT PROJECT

Job Opening number :	21-United Nations Human Settlements Programme-0000000-Consultant
Job Title :	Evaluation consultant for Hayenna Project
General Expertise :	Expertise in Results Based Management and Programme evaluation
Category :	Evaluation
Duty Station :	Home Based with anticipated field visits

Introduction and Organizational Setting

UN-Habitat, the United Nations Human Settlements Programme, is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for urbanization and human settlement matters within the UN system. Pursuant to its mandate, UN-Habitat aims to achieve impact at two levels. At the operational level, it undertakes technical cooperation projects at global, regional and country levels. At the normative level, it seeks to influence governments and non-governmental actors in formulating, adopting, implementing and enforcing policies, norms and standards conducive to sustainable human settlements and sustainable urbanization.

This Terms of Reference concerns the independent mid-term review of Hayenna – Integrated Urban Development Project in Egypt. The project is funded by State Secretariat for Economic Affairs (SECO) of the Swiss Federal Government, with a total budget of USD 8.1M, and is implemented in two governorates: Qena and Damietta. The project started in 2019 and was planned to end in July 2023. However, a no-cost extension was approved and the project will be ending in December 2024.

Background and Context

Mandated by the UN General Assembly in 1978 to address the issues of urban growth, UN-Habitat is a knowledgeable institution on urban development processes, and understands the aspirations of cities and their residents. For forty years, UN-Habitat has been working in human settlements throughout the world, focusing on building a brighter future for villages, towns, and cities of all sizes. Because of four decades of extensive experience, from the highest levels of policy to a range of specific technical issues, UN-Habitat has gained a unique and a universally acknowledged expertise in urbanization issues. This has placed UN-Habitat in the best position to provide answers and achievable solutions to the current challenges faced by our cities. UN-Habitat is capitalizing on its experience and position to work with partners to formulate the urban vision of tomorrow. It works to ensure that cities become inclusive and affordable drivers of economic growth and social development.

UN-Habitat's history and development is rooted in three landmark Conferences on Human Settlements. The first, Habitat I, held in Vancouver, Canada, in 1976, established the United Nations Centre on Human Settlements (UNCHS). The second conference, Habitat II, took place in Istanbul, Turkey, in 1996, where Member States adopted the Istanbul Declaration and the Habitat Agenda and gave the agency the mandate of providing adequate shelter for all and advancing sustainable urban development. In October 2016, at the UN Conference on Housing and Sustainable Urban Development – Habitat III – member states unanimously adopted the New Urban Agenda. This is an action-oriented document which sets global standards of achievement in sustainable urban development, rethinking the way we build, manage, and live in cities. Through drawing together cooperation with committed partners, relevant stakeholders, and urban actors, including at all levels of government as well as the private sector, UN-Habitat is applying its technical expertise, normative work and capacity development to implement the New Urban Agenda and Sustainable Development Goal 11 – to make cities inclusive, safe, resilient and sustainable.

Urbanization is a key driver of development. Hence, sustainable planning and governance of urbanization is crucial to accommodate the rapid population growth, empower cities to optimize the value of urbanization and ensure even development, inclusion and equality. Rapid urbanization presents a unique opportunity to lift millions out of poverty when managed sustainably. However, inadequately planned and managed urbanization, coupled with rapid population growth, has adversely affected quality of life in cities and territories, leading to lack of adequate housing, and increasing inequality. These conditions contribute to disruptions (e.g., congestion, pollution, displacement) that over time negatively affects the overall city prosperity, efficiency, productivity and competitiveness.

UN-Habitat in Egypt

Established in 2005, UN-Habitat Egypt Programme has been providing technical support to national counterparts on a wide range of urban issues. Adopting an integrated approach, UN-Habitat Egypt has supported reforming and improving urban planning and management through three main sub-programmes, namely, urban planning and design; urban policies, legislation and governance; and urban basic services and mobility.

Urban Policy, Legislation and Governance Programme

The Urban Governance, Policies and Legislation Programme in Egypt works towards tackling the multi-dimensional urbanization context with a special attention to urban management, urban planning, urban economy where all stakeholders are empowered and enabled to engage and play their expected role(s). The programme is working with all stakeholders and on different levels to find new appropriate, realistic and context driven ways of making sure that the urbanization processes are providing acceptable spatial standards and services. The programme is also working towards enhancing the capacity of relevant actors in reforming the legal and institutional framework governing urban development; promoting the empowerment of local government; enhancing land tenure security; establishing processes for participatory and inclusive planning; enhancing local economic development and social entrepreneurs. The programme provides legislation enhancement and policies development support on the national level in order to replicate and scale up all of its successful interventions.

Description of the Hayenna Project

In 2018, the Ministry of Housing, Utilities, Urban Communities (MoHUUC), Ministry of Foreign Affairs (MoFA), the General Organization for Physical Planning (GOPP), the UN-Habitat and the Swiss State Secretariat for Economic Cooperation (SECO) signed three different agreements (the project agreement, the separate agreement, and the contract) governing the Hayenna-Integrated Urban Development Project.

Objectives and outcomes of the project

Hayenna – meaning “Our Neighbourhood” – project aims at supporting the Egyptians’ efforts in sustainably accommodating and planning for the expected increase in population and urban rates through offering a context driven process for managing the urban expansion processes in existing cities and supporting the densification of the informal inner-city areas.

The expected outcome of the project is more transparent land management as well as a better planned and financially sustainable basic infrastructure services that offer an attractive and inclusive alternative to informal settlements and facilitate local economic facilities in two governorates: Qena in Upper Egypt and Damietta in Nile Delta Region.

The project has three components:

1. Transparent urban planning and design management
2. Improved public finance management and land-based financing
3. Support to improve legislation and regulation

The project employs an integrated urban development approach to plan the process of urbanization in a way which optimizes and capitalizes the value of urbanization for all, through participatory and inclusive comprehensive planning. The integrated urban development approach transcends the sole focus on physical planning to consider other aspects related to economic, institutional as well as human capacities.

Hayenna project pilots the Participatory and Inclusive Land Readjustment (PILaR) approach, which is a modern methodological framework for land readjustment to developing countries contexts. The PILaR is a mechanism through which land units that have different owners and claimants are combined into a single area through a participatory and inclusive process for unified planning, re-parcelling and development. The development includes serviced urban land delivery made possible by the provision of infrastructure, public space and other urban amenities at a reasonable standard. PILaR relies on negotiated processes that allow local authorities, citizens and groups to articulate their interests, exercise their formally and socially legitimate rights, meet their obligations, and mediate their differences. The PILaR places an emphasis on participation of different stakeholders to ensure inclusive outcome aiming at efficient land management and optimal use of land, improved infrastructure and public space, enhanced local economic development, developed institutional capacity for community engagement and better land value sharing options to help finance infrastructure.

The project follows the UN-Habitat's three-pronged approach that combines urban planning and design, public finance management (PFM) and local economic development (LED) in an integrated framework for urban management. The project takes place in two governorates, Qena and Damietta. Two pilot sites were selected in Qena, al-Humydat and al-Ma'ana, and one site in Damietta, al Shoura.

The UN-Habitat and its partners believe that a comprehensive vision for the role of the local governorate authorities is crucial for the sustainability of land reform and to guarantee the distribution of benefits among the citizens. The financial flexibility of local authorities is indispensable for better service provision and for enabling them to better perform their functions. It is anticipated that the lessons learned and best practices from the project will be disseminated to policy makers and national level stakeholders. In addition, recommendations are expected to be made based upon evidence from the project interventions and consultations with different stakeholders will assist in land reform.

Purpose, Objective & Scope of the Mid-Term Review

UN-Habitat is commissioning the evaluation which is characterised as a "Mid-term review". It will be managed by the Evaluation Unit and conducted by a team of two external evaluators (consultants). This Mid-term evaluation will serve purposes of accountability, learning, decision making and knowledge building. It is intended to: (i) provide evidence on whether the project is on track towards achieving the project's planned outcomes and whether the activities and outputs being produced by the project contribute to outcomes and objectives; (ii) enhance learning by identifying what is working and not working, as well as innovative approaches of the project; (iii) provide evaluative information that can be used to inform decisions to push for mid-course correct measures that will maximize efficient and effective management to improve the project for the remaining period; (iv) contribute to knowledge building of users of the evaluation, particularly the implementation team, UN-Habitat Management, SECO and other key partners of the project. The evaluation also aims at providing actionable recommendations that would guide any adjustments and improve the implementation of the project for the remaining period of the project.

Specific objectives of the mid-term review are to:

- i. Assess the design, implementation, and progress of the project in achieving its planned outcomes. This will entail analysis of actual versus planned results as specified in the results framework (logframe of the project).

- ii. Assess appropriateness of implementation working modalities, use of project and organizational human and financial resources, and how they are contributing to achieving the planned results of the project.
 - iii. Identify opportunities and challenges faced by the project since its inception until date, that can be used to steer the project or restructure it if needed, to enhance its efficiency and effectiveness of its implementation.
 - iv. Assess how social inclusion issues of gender equality, youth, human rights as well as social and environmental safeguards are being integrated in the project; and assess the effects of Covid-19 pandemic on the project.
 - v. Taking into account intended users of the evaluation, identify lessons learned and provide strategic, programmatic and process recommendations for improving the project for the remaining period.
- Is the project theory of change comprehensive, clearly showing the building blocks (inputs, activities, outputs, outcomes and objectives) to help understand how the project is working under assumptions and external factors?
 - Is the project's Logframe adequate, with SMART results, indicators of achievement, baselines and targets to provide a basis for monitoring and reporting on the implementation of the project or needs some modification for measuring the project's achievements?
 - Is the project realistic (in terms of expected outputs, outcomes and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
 - Is the project appropriately designed, showing proper sequencing of deliverables in terms of activities and outputs?
 - What are the cross-cutting issues integrated in the project design?
 - To what extent are core design elements of the project (such as structure of the project components, choice of services and intervention partners) adequately reflect the needs and priorities of the target group.

In terms of scope, the mid-term review will cover the period from start of the project until April 2023. It will focus on whether project is on track to achieve planned results, and what needs to be adjusted for the project to succeed. The review will be evidenced-based and is to assess as objectively as possible the six OECD/DAC evaluation criteria of relevance, coherence efficiency, effectiveness, impact outlook, and sustainability. In addition, three criteria of design, management and gender mainstreaming will be also used to assess the project.

Evaluation Questions Based on Evaluation Criteria

The mid-term review will follow nine criteria ⁷⁽¹⁾ in assessing the project towards the middle of its implementation period

1. **Design:** *the extent to which project structure is advanced, innovative, and aligned with government structures, and the extent to which the deliverables are well-specified and follow proper logical ordering. In particular, the following questions will be addressed:*

2. **Relevance:** *the extent to which the objectives of the project are still consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. The following questions will be addressed:*

- Is the project consistent with the Governments objectives, National Development Frameworks, beneficiaries' needs, and donor policies?
- Are the project objectives still relevant or needs revisions?
- Is the implementation strategy of the project in line with and response to, New Urban Agenda (NUA) as well as the SDG 11 and other related urban SDGs?
- Is the project doing the right things and introducing innovative approaches that can be adopted over time?

7 ¹ Some guiding questions might require a qualitative respond and explanation

- How does the project complement and fit with other on-going UN-Habitat programmes and projects in Egypt, as well as those of SECO's?
- What links have been established so far with other activities of the UN or other cooperating partners operating in the Country?

3. Coherence

- To what extent is the project coherent in terms of synergies and interlinkages with other interventions funded by SECO in the Egypt in areas of land, public finance and local economic development?
- To what extent are other UN-Habitat interventions, such as GLTN, supporting and adding value to the project?

4. Effectiveness: *whether the project is on the right track in terms of achieving its objectives and intended outcomes in addition to the recommendations that should be followed in order to enhance its opportunities for success? The following questions will be addressed:*

- What progress has been made towards achieving project's objectives and outcomes? Is the project on track compared to what was planned to be achieved in terms of outputs, outcomes and objectives?
- To what extent are implementation approaches/ strategies adequate to achieve the planned results?
- To what extent products and services being produced by the project are meeting standards specified in the design documents and contributing to achieving desired outcomes of the project so far?
- Has the knowledge sharing and communication strategy been effective in raising the profile of the project within the country and among the cooperating partners?
- To what extent has the project enabled a more active engagement supporting in-country dialogues between civil society, governments and non-state actors; multi-stakeholder processes and local communities?

- To what extent is the Theory of Change still valid, and are the outputs foreseen to still contribute effectively to the desired outcomes and impacts?
- How has Covid-19 affected the effectiveness and delivery of the project?

5. Management: *it includes the division of roles and responsibilities, coordination with partners, re-adjustments, and dealing with risks and challenges. The following questions will be addressed:*

- Has the management and governance structure put in place worked strategically with all key stakeholders and partners in Egypt and the donor to achieve project goals and objectives?
- Does the project have the right project team with appropriate skill-sets for implementing and achieving the project outcomes in areas of land/ urban planning, public finance management and local economic development?
- Was the restructuring effort introduced to the projects' deliverables necessary and useful to the project implementation?
- How satisfied and supportive are local authorities towards the project?
- Is the monitoring and evaluation system results-based and does it have an effective communication strategy to keep project team members and key stakeholders updated on progress made? Does it help in facilitating project adaptive management?
- Do the operating procedures of the UN-Habitat procurement, personnel hiring and contracting contribute to adequately achieving the project outcomes?
- Is UN-Habitat providing appropriate leadership in managing complex and dynamic political reality of the Governorates where the project is implemented? How are operational risks including staff turnover and other external factors, being addressed by the project management?
- To what extent were the adjusted budget and workplan adequate to the project's needs and progress?

6. Efficiency: *the extent to which funding, staffing, time and administrative resources were effectively used for the achievement of results. The following questions will be addressed:*

- Are the project's activities costing more or less than planned? Why?
- Are project resources adequate? How well are resources (funds, staff/consultants expertise, time) effectively utilized to implement activities and produce outputs timely, according to project delivery schedules?
- To what extent is monitoring and reporting on the implementation of the project being timely, meaningful and adequate?
- Is the project team and UN-Habitat management demonstrating to have capacity to implement the project?
- How logical is the classification of needed expertise between staff hiring and consultancies? And to what extent is the introduction of consultancy missions efficient in meeting the project's deliverables in a timely and cost efficient manner?
- Are opened consultancies needed given the experiences of the hired personnel within the operating team of UN-Habitat Egypt?
- Is the project making adequate use of capacities available in UN-Habitat HQ, the Regional Office for Arab States, and other parts of the agency?
- Are institutional arrangements adequate for implementing the project efficiently and steering the project to implement the activities and outputs that contribute to the outcomes of the project?

7. Impact: *measures the positive or negative changes that have occurred as a result of the project whether intentionally or unintentionally. The following questions will be addressed:*

- What difference is the implementation of the project making so far? ?
- Is there evidence of emerging changes to beneficiaries' lives, resulting from the implementation of the project so far?

- Is there a likelihood that intended impacts of project, as described in the project document, will be achieved?

8. Integration of crossing-cutting issues including Gender Mainstreaming and Human Rights

approach : *to what extent is the participation and inclusion of women integrated into the project activities and how is the project applying the human rights approach The following questions will be addressed:*

- Are cross-cutting issues of gender, human rights, social and environmental safeguards, disabled being integrated in the implementation of the project?
- Were women well represented within the community engagement activities, as well as in the Steering Committee?
- Were the land-tenure committee(s) alert to the women's right in land ownership? Was their awareness/commitment enhanced during the course of the project? How?
- Did the project implement its gender mainstreaming approach in coherence and synergy with the PILaR approach?
- What could the project do to improve its influence and performance around gender equality and women's empowerment in target communities (in accordance with the scope)?

9. Sustainability: *the project's potential for continuation of the impact achieved following the end of the current funding. The following questions could be addressed in the evaluation:*

- To what extent is the project building capacity and ownership of stakeholders that would contribute to sustainability?
- To what extent does the project have prospects for sustaining knowledge and practices of social accountability among the relevant entities and other target groups after the donors' funding is ceased?
- What are the major factors that are influencing achievement or non-achievement of sustainability of the project?

- To what extent is the project maintaining the interest among partners and major donors to sustain the program financially?
- Are emerging outcomes/results from the project being mainstreamed with governorates policies, legislation, budget etc?

The criteria questions will be reviewed and refined by the evaluation team that will be hired to conduct this mid-term review exercise.

Approach and Methodology

Approach

The evaluation should employ a mix of approaches and methods. A results-based approach (Theory of Change Approach) should be applied to demonstrate how the project is supposed to be implemented to achieve its planned results under conditions and assumptions needed for the causal changes (input-activities-outputs-outcomes and objectives) to take place. Also, the Context-Input-Process-Product (CIPP) approach should be used to assess the plan's implementation structures, management systems and procedures, collaboration, coordination, and partnerships. In addition, the evaluation should be inclusive, participatory and consultative with key partners and stakeholders, SECO, the donors. It should be conducted in a transparent way in line with the Norms and Standards of evaluations in UN system.

Methods

The methodology will be composed of tasks that will facilitate the validation of findings through a triangulation process. Based on the findings from the document review, the triangulation will comprise findings from interviews/ questionnaire surveys administer to stakeholders involved in the project formulation process and beneficiary stakeholders. The main features of these tasks are:

Information gathering by the evaluation team will comprise review of all project reports and interviews with key internal and external stakeholders including (Office in Charge) OIC and SECO, national partners/organizations and UN-Habitat staff are subject to interviews. It will therefore be a qualitative and quantitative exercise. Information related to each of the evaluation criteria will have to be collected from at least three different informants or assessed by both desk research (documents review) and interview data, to ensure a

robust assessment through triangulation approach. Some limited travel may also be incorporated, based on agreement with UN-Habitat Egypt.

The evaluation team will describe expected data collection instruments and analysis to be used to in the evaluation inception report. Analysis and synthesis of information should be presented logically to give an overall assessment of progress in the implementation of the project.

Questions under each criterion will rated using Assessment Grid for SDC/SECO project/programme evaluations (Refer to Annex 1) against point scale of 5 (from 0-4), where 0= not assessed; 1= highly satisfactory; 2= Satisfactory; 3= Unsatisfactory and 4= Highly Unsatisfactory will be use. A qualitative justification should be provided upon each rating stating the explanation for the assessment as well as providing the best possible alternative scenario of operation for the unsatisfactory indices. It is understood that in mid-term review, the analysis of achieving impact and sustainability, is to a lesser degree than the likelihood of effectiveness and efficiency.

Stakeholder Involvement

One of the key determinants of evaluation utilization is the extent to which stakeholders are meaningfully involved in the evaluation process. It is expected that this mid-term review will be participatory, involving both internal and external key stakeholders. It will include representatives of UN-Habitat branches and regional office ROAS, cross-cutting issues focal points, representatives of SECO.

Evaluation Management and Responsibilities

The Independent Evaluation Unit will manage the evaluation process, ensuring that the evaluation is conducted by a suitable evaluation team; providing technical support and advice on methodology; explaining evaluation standards and ensuring they are respected; ensuring contractual requirements are met; approving all deliverables (TOR, Inception Reports; draft and final evaluation reports); sharing the evaluation results; supporting use and follow-up of the implementation of the evaluation recommendations

The Evaluation Team will undertake the following tasks:

- a. Identify the evaluation methodology, design relevant tools (e.g., forms, questionnaires, documentation, etc...) and the needed information necessary for the analysis.
- b. Undertake the needed activities and steps to collect the needed information for the evaluation.
- c. Undertake necessary consultation with the project's team members, partners as well as other potential donors to analyse the challenges being faced by the project.
- d. Analyse the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes and impact; including unexpected results and factors affecting project implementation (positively and negatively).
- e. Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans.
- f. Rate the project against the specified criteria.
- g. Identify lessons and potential good practices for the key stakeholders.
- h. Provide strategic recommendations for the different key stakeholders to improve implementation of the project activities and attainment of project objectives;.
- i. And are responsible for high quality evaluation products of inception report, draft and final evaluation report.

The ROAS and Cairo Office will be responsible for providing required documentation of the project. Other Offices, Branches and Regional Offices will support evaluation process by providing other documents as requested and being involved in interviews, surveys and other consultation processes.

The Evaluation Reference Group (ERG) will be established as a consultative arrangement, having representatives of SECO, UN-Habitat, and the project team, to oversee the evaluation process to maximize its relevance, credibility, quality, uptake of the evaluation. Main responsibilities of the ERG will include:

- Participating in meetings of the reference group;
- Providing inputs and quality assurance on the key evaluation products: TOR, Inception report and draft evaluation report; and
- Participating in validation meeting of the final evaluation report.

Evaluation Team Skills, Experiences and Competencies

The evaluation will be conducted by two independent external evaluation consultants. They must have proven experience in evaluating project/programmes and should have knowledge of Results-Based Management and strong methodological and analytical skills. One of the consultants should have expertise in urban planning.

In addition, the evaluation team should have:

- a. Extensive evaluation experience with ability to present credible findings derived from evidence and putting conclusions and recommendations supported by findings.
- b. Knowledge and understanding of UN-Habitat mandate and its operations
- c. Knowledge and experience of country programming
- d. Advanced academic degree in political sciences, communication, information technology, urban planning, economics, sociology or another relevant field.
- e. Fluent in English.
- f. Should poses UN core values of integrity and ethics for evaluation, professionalism, respect for diversity and inclusion, and competences of teamwork, communication and interpersonal skills.

Key Outputs/ Deliverables

Output 1: A Concept Note/Inception report. The Evaluation Team is expected to review relevant information including TOR and prepare informed inception report, detailing how the evaluation is to be conducted, what is to be delivered and when. The inception report should include evaluation purpose and objectives, scope and focus, evaluation issues and tailored evaluation questions, approach methodology, evaluation work plan and key deliverables. Once approved, it will become the key management document for the evaluation, guiding the evaluation process.

Output 2: Draft Mid-term Review report. The consultant will prepare draft evaluation report to be reviewed and endorsed the Evaluation Reference Group. It should contain an executive summary that can act as standalone document. The executive summary should include an overview of what is evaluated, purpose and objectives of the evaluation and intended audience, the evaluation methodology, most important findings and main recommendations.

Output 3: Report Validation Workshop. This should be organized after the preparation of a first draft of the assessment report. The workshop is to help getting another perspective for the rated criteria and justification provided either from the project partners or even from other respective projects being operated under other entities to get insights on the way they managed similar challenges.

Output 4: Final Mid-term Review Report. This would be submitted after the capitalization workshop. It should entail all the rated criteria as well as a narrative on how to better operate the project throughout the upcoming phase. It should not exceed 50 pages (including Executive Summary). In general, the report should be technically easy to comprehend for non- evaluation specialists, containing detailed evaluation findings, lessons learned and recommendations (a standard format of UN-Habitat evaluation reports will be provided to the Evaluation Team).

Tentative Work Time Schedule

Item	Description	Timeframe	Actual
1	Vacancy announcement and Recruitment of the consultant	January 2023	
	KOM		W/c 1 May
2	Inception phase, including formal document review, development of inception report	February 2023 (0.5 m)	1-15 May
3	Data collection phase: Interview, surveys and consultations	February and March 2023 (1.5m)	15 May – 30 June
4	Reporting: Draft, validation workshop and Final Mid-term Evaluation Report	April 2023 (1m)	1-15 July Draft delivered - 1 July Validation Meeting - w/c 1 July

Resources and Payment

The evaluation consultant will be paid a professional evaluation fee based on the level of expertise and experience. DSA will be paid only when travelling on mission outside duty station of the consultant. All travel costs will be covered by UN-Habitat.

ANNEX 2: LIST OF DOCUMENTS REVIEWED

Document	Publication Date
Project Agreement between Swiss and Egypt	April 2018
SECO – UN-Habitat Project implementation Contract	October 2018
SECO – UN-Habitat Amendment Nr. 1 of Contract	June 2020
UN-Habitat – Egypt Separate Agreement	November 2018
GOPP – Qena Governorate Cooperation Protocol	December 2018
GOPP – Damietta Governorate Cooperation Protocol	June 2021
Hayenna Feasibility Study	May 2017
Hayenna Inception Report	May 2020
Hayenna Narrative Progress Report	November 2022
Hayenna Narrative Progress Report	March 2021
Hayenna Narrative Progress Report	September 2021
Hayenna Narrative Progress Report	March 2022
Hayenna Narrative Progress Report	August 2022
Hayenna Narrative Progress Report	March 2023
SECO Project data sheet	December 2022
Qena Infrastructure Gap Analysis Study	May 2023

ANNEX 3: LIST OF STAKEHOLDERS INTERVIEWED AND CONSULTED

Name	Position	Organization	Date
Marc-Alexandre Graf Iman Radwan Michal Harari	Programme Manager Senior Programme Officer Deputy Head of Cooperation	SECO	May 22 nd and 28 th
Amr Lashin Nada Hossam Yara Helal Emad ElShaarawy	Program Manager Project Assistant Project Officer (PFM) Project Officer Capacity Building	UN-Habitat Hayenna team	June 11 th , 12 th and 19 th
Dr. Maha Mohamed Fahim Dr. Hamed Hegazy Eng. Mahmoud Salem	Chairman of GOPP Hayenna National Project Manager Hayenna Coordinator	General Organization for Physical Planning (GOPP)	June 13 th
Dr. Abdel Khalek Ibrahim	Assistant Minister of Housing for Technical Affairs	Ministry of Housing, Utilities Urban Communities (MoHUUC)	June 13 th
Eng. Hesham Gohar Dr. Marwa Soliman	Head of the Central Administration for Information and Technical Support Head of International and Local Funding	Urban Development Fund (UDF)	June 13 th
Gen. Ashraf Al Dawodi Dr. Hazem Omar Gen. Mohamed Salah Mr. Ahmed Abul Magd	Qena Governor Qena Deputy Governor Assistant Secretary General Head of Legal Affairs	Qena Governorate	June 14 th
Gen. Tarek Lotfy	Head of Qena City and Markaz Local Unit	Qena City and Markaz Local Unit	
Eng. Waleed Abul Abbas	Head of Urban planning	Qena Governorate	June 14 th
Eng. Radwa Abdel Rahman	Hayenna project coordinator in Qena Governorate	Qena City and Markaz Local Unit	
Eng. Mohamed Ismail	Head of Surveying Qena		
Eng. Sherif El Dakkak	Surveying Engineer		
Eng. Mohamed Nasr Eldin	Head of Environmental Management Unit		
Eng. Ghada Ahmed	Head of Engineering department in Qena City Council		
Al-Humydat beneficiaries (2 women and 10 men)	Landowners	Local Community	June 14 th
Mr. Mohamed Kenawy	Field Coordinator Qena	Hayenna Team	June 14 th
Ms. Sahar Mohamed Mostafa Mr. Mohamed Omar Mr. Khaled El-Sayed	Civil society representatives	Roaa for Participatory Development (RPD) Ana Masry Organization for Training and Development in Qena	June 15 th

Name	Position	Organization	Date
Eng. Alaa Mohamed Bakry	Head of planning department	Qena Company for Water and Wastewater (QCWW)	June 15 th
Eng. Hasnaa Mohamed Abbas	Head of Master plan		
Al-Ma’ana beneficiaries (9 men)	Landowners	Local Community	June 15 th
Dr. Manal Awad	Damietta Governor	Damietta Governorate	June 18 th
Gen. Muhammad Raafat Badr	Damietta Secretary General		
Mr. Hazem Hawas	Chief of Damietta City and Markaz Local Unit	Damietta Governorate	June 18 th
Eng. Hossam Hassan	Head of Surveying Directorate	Damietta City and Markaz Local Unit	
Eng. Suzan Gab-Allah	Director of Urban Planning Department in Qena Gov.		
Eng. Mohamed Rezk	Head of Engineering Department in Damietta City		
Eng. Sahar Eissa	Director of Urban Planning In Damietta City		
Al-Shooara beneficiaries (7 men)	Landowners	Local Community	June 18 th

ANNEX 4: EVALUATION MATRIX

Criteria/Questions	UN-Habitat	SECO	MoHUUC & GOPP	Governorate & Local Authorities	Local Community	Other Stakeholders	Comments
1) Design:	the extent to which project structure is advanced, innovative, and aligned with government structures, and the extent to which the deliverables are well-specified and follow proper logical ordering.						
<ul style="list-style-type: none">Is the project theory of change comprehensive, clearly showing the building blocks (inputs, activities, outputs, outcomes and objectives) to help understand how the project is working under assumptions and external factors?	X	X					
<ul style="list-style-type: none">Is the project's Logframe adequate, with SMART results, indicators of achievement, baselines and targets to provide a basis for monitoring and reporting on the implementation of the project or needs some modification for measuring the project's achievements?	X	X					
<ul style="list-style-type: none">Is the project realistic (in terms of expected outputs, outcomes and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?	X	X	X	X			
<ul style="list-style-type: none">Is the project appropriately designed, showing proper sequencing of deliverables in terms of activities and outputs?	X	X	X	X			
<ul style="list-style-type: none">What are the cross-cutting issues integrated in the project design?	X	X	X				
<ul style="list-style-type: none">To what extent are core design elements of the project (such as structure of the project components, choice of services and intervention partners) adequately reflect the & GOPP and priorities of the target group. Covered by SECO 3 under Relevance							

Criteria/Questions	UN-Habitat	SECO	MoHUUC & GOPP	Governorate & Local Authorities	Local Community	Other Stakeholders	Comments
2) Relevance:	the extent to which the objectives of the project are still consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.						
<ul style="list-style-type: none"> Is the project consistent with the Governments objectives, National Development Frameworks, beneficiaries' needs, and donor policies? 	X	X	X	X	X		
SECO 1. The extent to which the objectives of the intervention respond to the needs and priorities of the target group.							
SECO 2. The extent to which the objectives of the intervention respond to the needs and priorities of indirectly affected stakeholders (not included in target group, e.g. government, civil society, etc.) in the country of the intervention.	X		X	X	X		
SECO 3. The extent to which core design elements of the intervention (such as the theory of change, structure of the project components, choice of services and intervention partners) adequately reflect the needs and priorities of the target group.	X		X	X	X		
<ul style="list-style-type: none"> Are the project objectives still relevant or needs revisions? 	X	X	X	X	X		
<ul style="list-style-type: none"> Is the implementation strategy of the project in line with and response to, New Urban Agenda (NUA) as well as the SDG 11 and other related urban SDGs? 	X		X				
<ul style="list-style-type: none"> Is the project doing the right things and introducing innovative approaches that can be adopted over time? 	X		X	X			
<ul style="list-style-type: none"> How does the project complement and fit with other on-going UN-Habitat programmes and projects in Egypt, as well as those of SECOs? 	X	X	X				
<ul style="list-style-type: none"> What links have been established so far with other activities of the UN or other cooperating partners operating in the Country? 	X	X	X			X	

Criteria/Questions	UN-Habitat	SECO	MoHUUC & GOPP	Governorate & Local Authorities	Local Community	Other Stakeholders	Comments
3) Coherence:	the compatibility of the project with other interventions in the country, sector or institution.						
<ul style="list-style-type: none"> To what extent is the project coherent in terms of synergies and interlinkages with other interventions funded by SECO in the Egypt in areas of land, public finance and local economic development? 	X						
SECO 4. Internal coherence: the extent to which the intervention is compatible with other interventions of Swiss development cooperation in the same country and thematic field (consistency, complementarity and synergies).							
<ul style="list-style-type: none"> To what extent are other UN-Habitat interventions, such as GLTN, supporting and adding value to the project? 	X		X				
SECO 5. External coherence: the extent to which the intervention is compatible with interventions of other actors in the country and thematic field (complementarity and synergies)	X	X	X			X	
4) Effectiveness:	Whether the project is on the right track in terms of achieving its objectives and intended outcomes in addition to the recommendations that should be followed in order to enhance its opportunities for success?						
<ul style="list-style-type: none"> What progress has been made towards achieving project's objectives and outcomes? Is the project on track compared to what was planned to be achieved in terms of outputs, outcomes and objectives? 	X	X	X				
SECO 7. The extent to which the intervention achieved or is expected to achieve its intended objectives (outputs and outcomes).							
<ul style="list-style-type: none"> To what extent are implementation approaches/strategies adequate to achieve the planned results? 	X	X	X				
SECO 6. The extent to which approaches/strategies during implementation are adequate to achieve the intended results.							

Criteria/Questions	UN-Habitat	SECO	MoHUUC & GOPP	Governorate & Local Authorities	Local Community	Other Stakeholders	Comments
<ul style="list-style-type: none"> To what extent products and services being produced by the project are meeting standards specified in the design documents and contributing to achieving desired outcomes of the project so far? 	X	X	X				
<ul style="list-style-type: none"> Has the knowledge sharing and communication strategy been effective in raising the profile of the project within the country and among the cooperating partners? 	X	X	X				
<ul style="list-style-type: none"> To what extent has the project enabled a more active engagement supporting in-country dialogues between civil society, governments and non-state actors; multi-stakeholder processes and local communities? 	X	X	X	X	X		
<ul style="list-style-type: none"> To what extent is the Theory of Change still valid, and are the outputs foreseen to still contribute effectively to the desired outcomes and impacts? 	X	X	X				
<ul style="list-style-type: none"> How has Covid-19 affected the effectiveness and delivery of the project? 	X	X	X	X	X		
SECO 8. The extent to which the intervention achieved or is expected to achieve its intended results related to transversal themes.	X		X				
5) Management:	it includes the division of roles and responsibilities, coordination with partners, re-adjustments, and dealing with risks and challenges						
<ul style="list-style-type: none"> Has the management and governance structure put in place worked strategically with all key stakeholders and partners in Egypt and the donor to achieve project goals and objectives? 	X	X	X				
<ul style="list-style-type: none"> Does the project have the right project team with appropriate skill-sets for implementing and achieving the project outcomes in areas of land/urban planning, public finance management and local economic development? 	X	X					
<ul style="list-style-type: none"> Was the restructuring effort introduced to the projects' deliverables necessary and useful to the project implementation? 	X	X	X				

Criteria/Questions	UN-Habitat	SECO	MoHUUC & GOPP	Governorate & Local Authorities	Local Community	Other Stakeholders	Comments
<ul style="list-style-type: none"> How satisfied and supportive are local authorities towards the project? 			X	X			
<ul style="list-style-type: none"> Is the monitoring and evaluation system results-based and does it have an effective communication strategy to keep project team members and key stakeholders updated on progress made? Does it help in facilitating project adaptive management? 	X	X	X				
<ul style="list-style-type: none"> Do the operating procedures of the UN-Habitat procurement, personnel hiring and contracting contribute to adequately achieving the project outcomes? 	X		X				
<ul style="list-style-type: none"> Is UN-Habitat providing appropriate leadership in managing complex and dynamic political reality of the Governorates where the project is implemented? How are operational risks including staff turnover and other external factors, being addressed by the project management? 	X		X	X			
<ul style="list-style-type: none"> To what extent were the adjusted budget and workplan adequate to the project's needs and progress? 	X	X	X				
6) Efficiency:	the extent to which funding, staffing, time and administrative resources were effectively used for the achievement of results.						
SECO 9. The extent to which the intervention delivers the results (outputs, outcomes) cost-effectively.	X	X	X				
SECO 10. The extent to which the intervention delivers the results (outputs, outcome) in a timely manner (within the intended timeframe or reasonably adjusted timeframe).	X	X	X				
SECO 11. The extent to which management, monitoring and steering mechanisms support efficient implementation.	X	X	X	X			
<ul style="list-style-type: none"> Are the project's activities costing more or less than planned? Why? 	X		X	X			

Criteria/Questions	UN-Habitat	SECO	MoHUUC & GOPP	Governorate & Local Authorities	Local Community	Other Stakeholders	Comments
<ul style="list-style-type: none"> Are project resources adequate? How well are resources (funds, staff/consultants expertise, time) effectively utilized to implement activities and produce outputs timely, according to project delivery schedules? 	X		X	X			
<ul style="list-style-type: none"> To what extent is monitoring and reporting on the implementation of the project being timely, meaningful and adequate? 	X	X	X				
<ul style="list-style-type: none"> Is the project team and UN-Habitat management demonstrating to have capacity to implement the project? 	X	X					
<ul style="list-style-type: none"> How logical is the classification of needed expertise between staff hiring and consultancies? And to what extent is the introduction of consultancy missions efficient in meeting the project's deliverables in a timely and cost-efficient manner? 	X	X	X				
<ul style="list-style-type: none"> Are opened consultancies needed given the experiences of the hired personnel within the operating team of UN-Habitat Egypt? 	X		X				
<ul style="list-style-type: none"> Is the project making adequate use of capacities available in UN-Habitat HQ, the Regional Office for Arab States, and other parts of the agency? 	X						
<ul style="list-style-type: none"> Are institutional arrangements adequate for implementing the project efficiently and steering the project to implement the activities and outputs that contribute to the outcomes of the project? 	X	X	X				
7) Impact:	measures the positive or negative changes that have occurred as a result of the project whether intentionally or unintentionally.						
<ul style="list-style-type: none"> What difference is the implementation of the project making so far? 	X	X	X	X	X		
<ul style="list-style-type: none"> Is there evidence of emerging changes to beneficiaries' lives, resulting from the implementation of the project so far? 	X		X	X	X		

Criteria/Questions	UN-Habitat	SECO	MoHUUC & GOPP	Governorate & Local Authorities	Local Community	Other Stakeholders	Comments
<ul style="list-style-type: none"> Is there a likelihood that intended impacts of project, as described in the project document, will be achieved? 	X	X	X	X	X		
SECO 12. The extent to which the intervention generated or is expected to generate 'higher-level effects' as defined in the design document of the intervention.							
8) Integration of cross-cutting issues including Gender Mainstreaming and Human Rights approach:							
<ul style="list-style-type: none"> Are cross-cutting issues of gender, human rights, social and environmental safeguards, disabled being integrated in the implementation of the project? 	X	X	X	X	X		
<ul style="list-style-type: none"> Were women well represented within the community engagement activities, as well as in the Steering Committee? 	X		X	X	X		
<ul style="list-style-type: none"> Were the land-tenure committee(s) alert to the women's right in land ownership? Was their awareness/commitment enhanced during the course of the project? How? 	X		X	X	X		
<ul style="list-style-type: none"> Did the project implement its gender mainstreaming approach in coherence and synergy with the PLLaR approach? 	X		X				
<ul style="list-style-type: none"> What could the project do to improve its influence and performance around gender equality and women's empowerment in target communities (in accordance with the scope)? 	X	X	X	X	X		
9) Sustainability:							
<ul style="list-style-type: none"> To what extent is the project building capacity and ownership of stakeholders that would contribute to sustainability? 	X		X	X	X		
SECO 13. The extent to which partners are capable and motivated (technical capacity, ownership) to continue activities contributing to achieving the outcomes.							

Criteria/Questions	UN-Habitat	SECO	MoHUUC & GOPP	Governorate & Local Authorities	Local Community	Other Stakeholders	Comments
<ul style="list-style-type: none"> To what extent does the project have prospects for sustaining knowledge and practices of social accountability among the relevant entities and other target groups after the donors' funding is ceased? 	X		X	X	X		
<ul style="list-style-type: none"> What are the major factors that are influencing achievement or non-achievement of sustainability of the project? 							
SECO 15. The extent to which contextual factors (e.g. legislation, politics, economic situation, social demands) is conducive to continuing activities leading to outcomes.	X		X	X	X		
<ul style="list-style-type: none"> To what extent is the project maintaining the interest among partners and major donors to sustain the program financially? 	X	X	X	X			
SECO 14. The extent to which partners have the financial resources to continue activities contributing to achieving the outcomes.							
<ul style="list-style-type: none"> Are emerging outcomes/results from the project being mainstreamed with governorates policies, legislation, budget etc? 	X		X	X			

ANNEX 5: SECO ASSESSMENT GRID

Assessment Grid for project/programme evaluations of SDC / SECO interventions

Version: 11.06.2020

Note: this assessment grid is used for evaluations of SDC / SECO financed projects and programmes (hereinafter jointly referred to as an 'intervention'). It is based on the OECD Development Assistance Committee evaluation criteria.⁸ In mid-term evaluations, the assessment requires analysing the likelihood of achieving sustainability and, to a lesser degree, the likelihood of effectiveness and efficiency. All applicable

sub-criteria should be scored and a short explanation should be provided.

Please add the corresponding number (0-4) representing your rating of the sub-criteria in the column "score":

0 = not assessed

1 = highly satisfactory

2 = satisfactory

3 = unsatisfactory

4 = highly unsatisfactory

Key aspects based on DAC criteria	Score (put only integers: 0, 1, 2, 3 or 4)	Justification (please provide a short explanation for your score or why a criterion was not assessed)
Relevance Note: the assessment here captures the relevance of objectives and design <i>at the time of evaluation</i> . In the evaluation report, both relevance at the design stage as well as relevance at the time of evaluation should be discussed.		
1. The extent to which the objectives of the intervention respond to the needs and priorities of the target group.	1	The objective of the Hayenna project, to provide a working land readjustment model in Egypt, is highly relevant to GOPP and MoHUUC, and to subnational governments. The intervention responds significantly to the needs of residents and landowners in the pilot areas of Qena and Damietta.
2. The extent to which the objectives of the intervention respond to the needs and priorities of indirectly affected stakeholders (not included in target group, e.g. government, civil society, etc.) in the country of the intervention.	1	Civil society organizations have indicated to the MTR that the objectives of the intervention respond to their priorities. However, CSO interviewees were verbal in indicating that the opportunities for engagement provided to them have been limited.
3. The extent to which core design elements of the intervention (such as the theory of change, structure of the project components, choice of services and intervention partners) adequately reflect the needs and priorities of the target group.	3	<p>Key for proving that the land readjustment model is workable is the implementation of urban infrastructure in the selected pilot areas. It was emphatically pointed out to the MTR that making a tangible physical improvement is very important for the project's demonstrative effect.</p> <p>The structure of the project components could better reflect the extent of the importance that the target group gives to the implementation of infrastructure. For weighting about 40% (excluding GoE's contribution) of the budget, infrastructure is rather submerged under other components.</p>

⁸ For information on the 2019 revisions of the evaluation framework see: Better Criteria for Better Evaluations. Revised Evaluation Criteria. Definitions and Principles for Use, OECD/DAC Network on Development Evaluation, 2019.

Key aspects based on DAC criteria	Score (put only integers: 0, 1, 2, 3 or 4)	Justification (please provide a short explanation for your score or why a criterion was not assessed)
Coherence		
4. Internal coherence: the extent to which the intervention is compatible with other interventions of Swiss development cooperation in the same country and thematic field (consistency, complementarity and synergies).	2	The Hayenna project is consistent and complementary to SECO projects in Egypt to a large extent. The Urban Planning in Migration Contexts project, implemented by UN-Habitat, would produce technical and financial pre-feasibility assessments of prioritized infrastructure projects. Although these documents could not be reviewed by this MTR, they can be expected to be useful references for Hayenna's infrastructure implementation phase. The Integrated Land and Urban Management project, for which the partner is the International Bank for Reconstruction and Development, fosters sustainable and resilient urbanization in new urban communities through enhancing property registration and tenure security, topics that are basic building blocks of a working land readjustment model.
5. External coherence: the extent to which the intervention is compatible with interventions of other actors in the country and thematic field (complementarity and synergies).	2	The intervention is thematically compatible with the World Bank's Upper Egypt Local Development (UELDD) Project. The USD 500 million Program-for-Results project aims to improve accountability and effectiveness at the governorate and district level, address poor access to quality infrastructure and services, and a weak investment and business climate which hampers economic development including obstacles and delays in obtaining licenses, permits, and serviced land. As the UELD is more advanced in its implementation, there would be opportunities for the Hayenna project for learning practical lessons pertaining local economic development, infrastructure programming, and permitting process.
Effectiveness		
6. The extent to which approaches/ strategies during implementation are adequate to achieve the intended results.	3	The project's integrated approach to land readjustment combining land management, local economic development, public finance management and a pilot application is positively considered by government stakeholders. However, the practical interlinkages between the components are not evident to the MTR which could have, for example, resulted in the Detail Planning and gap analysis being developed in parallel.
7. The extent to which the intervention achieved or is expected to achieve its intended objectives (outputs and outcomes).	3	The project's implementation has witnessed several delays that affected the progress towards the achievement of outputs and outcomes. Most outputs are still ongoing or have not started yet, while some outputs related to LED are at risk.
8. The extent to which the intervention achieved or is expected to achieve its intended results related to transversal themes.	2	The project contributes to the SECO transversal themes of Gender and Economic Governance. Special attention is given by the project for gender issues and equal opportunities for women landowners and residents of the target sites. As for Economic Governance, the project will enable the local community and authorities in the articulation of their economic vision within the LED strategy.
Efficiency		
9. The extent to which the intervention delivers the results (outputs, outcomes) cost-effectively.	2	The project's accumulated expenditure as of May 2023 is around USD 1,983,579 which represents around 25% of SECO budget contribution. The underspending is due to delays in the implementation of the project within the first three years. According to the proposed updated budget, the weight of staff fee has increased due to the time extension and devaluation.

Key aspects based on DAC criteria	Score (put only integers: 0, 1, 2, 3 or 4)	Justification (please provide a short explanation for your score or why a criterion was not assessed)
10. The extent to which the intervention delivers the results (outputs, outcome) in a timely manner (within the intended timeframe or reasonably adjusted timeframe).	3	Given the time left, it cannot be said that the outputs in the logframe are expected to be achieved. Several interviewed stakeholders, notably those with local implementation mandates such as Governorates and the Qena Company for Water and Wastewater (QCWW), have raised strong doubts about the infrastructure component being delivered within the current project period. The QWCC has estimated that the implementation of water a network extension may take at least 18 months from the start of the production of Construction Drawings, which can be expected to happen in August 2023 at the earliest.
11. The extent to which management, monitoring and steering mechanisms support efficient implementation.	2	Although the frequency and regularity of Steering Committee meetings can be improved, the overall project management can be considered as satisfactory.
Impact		
12. The extent to which the intervention generated or is expected to generate 'higher-level effects' as defined in the design document of the intervention.	2	The certification of the Land Readjustment Manual by the Supreme Council for Urban Planning and Development chaired by the Prime Minister will make the manual binding, and its distribution by GOPP to Governorates can be expected to contribute to prevent unplanned development in Egypt.
Note: when assessing this criterion, the primary focus is the intended 'higher-level effects'. In the event that significant unintended negative or positive effects can be discerned, they must be specified in the justification column, especially if they influence the score.		
Sustainability		
13. The extent to which partners are capable and motivated (technical capacity, ownership) to continue activities contributing to achieving the outcomes.	2	Partners are motivated and the shadowing approach has provided practical knowledge to the staff in Qena on how to deal with residents. However, stakeholders have indicated that the scope and depth of the capacity installed may not be enough for local governments to complete land reconciliation activities on their own.
14. The extent to which partners have the financial resources to continue activities contributing to achieving the outcomes.	2	The Governors of Qena and Damietta have expressed interest in replicating the intervention in pilot areas in other parts of the Governorate. In Qena, the Governor considers the interventions under Hayenna as a model for replication, although no specific budget has been allocated to this yet. In Damietta, the Governor indicated that the budget of the Governorate could supplement the project's infrastructure budget to deliver elements in the Detail Plans that may not be included in the current budget.
15. The extent to which contextual factors (e.g. legislation, politics, economic situation, social demands) is conducive to continuing activities leading to outcomes.	2	The Governorate authorities and landowners have expressed support for the continuation of activities. However, the New Building Regulations, enacted in January of 2023, may affect the outcome of the project. They proscribe mixed use within a building and residential buildings higher than 5 stories in inner cities. Mixed use and right density are principles for compact urban development. Therefore, regulations may favour development to fringe areas which is likely to transform arable land.

Additional information (if needed):

Title of the intervention: Hayenna: Integrated Urban Development Project in Egypt

Assessor(s): Pablo Vaggione and Mohammed Fangary

Date: July 2023



**A better quality of life for all
in an urbanizing world**

Regular updates on UN-Habitat's work are available on
www.unhabitat.org



United Nations Human Settlements Programme (UN-Habitat)
P.O.Box 30030, 00100 Nairobi GPO KENYA
infohabitat@UN-Habitat.org

UNHABITAT
FOR A BETTER URBAN FUTURE