

**TRAINING AND RESEARCH IN HOUSING AND URBAN DEVELOPMENT  
TRHUD II - EGYPT  
Final Report**



*SAIL Projecten Programma SPP  
IHS/EGY/001*

**NUFFIC**

***Institute for Housing and Urban Development Studies - IHS***

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# 1. Project data

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- 1.1 Country of execution:**
- EGYPT
- 1.2 Name of the project & Acronym:**
- TRHUD
  - Training and Research in Housing and Urban Development Project
- 1.3 Project number:**
- IHS/EGY/001
- 1.4 Executing organisations:**
- a. SAIL institute(s)**
- b. Counterpart institute(s)**
- IHS-Institute for Housing and Urban Development Studies
  - ITC-International Institute of Aerial Survey and Earth Sciences
  - HBRC-Housing Building and Research Centre
  - UTI-Urban Training Institute
  - *(HBRC is a general organisation belonging to the Ministry of Housing Public Utilities and Urban Communities; UTI is a special unit affiliated to HBRC and established according to Government decree)*
- 1.5 Timeframes of the Project:**
- Start date: June 1, 2000
  - End date: May 31, 2004
- 1.6 Total Budget:**
- Contribution counterpart: NLG 3,541,800.00
  - Contribution SAIL: NLG 4.399,385.00
  - Contribution SAIL in EURO: € 1,996,353.88
- 1.7 External Evaluations or Reviews:**
- Project Review Mission from 29th June to 5<sup>th</sup> July 2002.
  - Training Impact Assessment mission from 22<sup>nd</sup> February to 6<sup>th</sup> March.
- 1.8 IHS Team Leader**
- Ir. Claudio Acioly Jr.
- 1.8 UTI Counterpart Team Leader**
- Dr. Mostafa Madbouly, UTI Executive Manager (2000-2004)
  - Dr. Ashraf Kamal, UTI Executive Manager, (From July 2004 onwards)
- 1.9 Sponsors**
- SAIL
  - NUFFIC

## 2. Background

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### 2.1. Context, Problems to be Addressed and Policies

Egypt faces an unprecedented urbanization process. Despite the efforts of the government to contain this phenomenon, urbanisation and poverty will become major features of Egypt in the 21<sup>st</sup> century. At present nearly 60% of the population is urban. Taking into account that only 5% of its total territory is occupied by human settlement and agricultural production – the remainder is desert – one can foresee that the urbanisation of cities and villages in Egypt will produce densities not easily found elsewhere in the world. Densities of 1,500 inhabitants/ha or more are already found in neighbourhoods of Giza, Cairo and Tanta and this seems to be a trend in most human settlements situated along the Nile valley. In this context it is already evident that the management and planning of public space and the provision of public services such as solid waste collection and basic infrastructure in densely occupied areas becomes one of the most pressing challenges of today's Egypt.

In response to this urban concentration along the Nile valley the Government of Egypt has designed policies and strategies to expand inhabited areas towards the desert up to 25% for the coming two decades. The Toska<sup>1</sup> mega project currently under execution is part of this ambitious policy. The government recognises that urban growth is inevitable and therefore other options for settlement must be found in desert lands which will help to safeguard its rare and most valuable arable land situated along the Nile valley. The continuous encroachments on both cities and villages leading to the expansion of urbanised areas poses a serious threat to sustainable development of Egypt. Some estimates suggest that during the last 3 decades of the 20<sup>th</sup> century nearly 600 ha of arable land was lost for urbanisation each year in Greater Cairo Region. The pace of rural-urban transformation is remarkable. What is surprising is that it is mostly based on informal developments on privately owned land despite severe penalties prescribed by laws and regulations meant to prohibit and criminalise occupation on agricultural land.



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<sup>1</sup> A land reclamation project coupled with an irrigation plan to transform the desert into river valley and increase arable land and opportunities for human settlement.

The Government of Egypt has opted to policies tackling this problem in two ways. On one hand it focuses on spatial decentralization by promoting the establishment of new cities and urban communities around Greater Cairo Region (GCR) and other Egyptian cities. It has an ambitious new town programme that foresees up to 36 new settlements. This policy is based on heavy public investment on infrastructure and housing aiming at the deconcentration of population and economic activities. The strategy is to decrease levels of congestion – and its adverse effects – found in most urban areas situated along the Nile valley. On the other hand it promotes the improvement of the liveability of existing towns. Several donor countries support this policy e.g. urban upgrading and participatory urban management (GTZ and KFW, Germany), clean air initiatives (USAID), small and middle sized enterprise developments (Switzerland). The government recognises the levels of deprivation and the magnitude of the problems posed by informal settlements. Basically the government promotes informal settlement upgrading through a national informal settlement upgrading policy that was launched in 1993 as a response to the rise of radical Islamic movements that took place in these areas. More than 450 settlements were selected and a budget of several billions Egyptian pounds was allocated to provide basic infrastructure, roads and accessibility and limited social and health services.



Densely occupied informal settlements.

The regularization of land tenure has been recognised as an important dimension of the problem. Land continues to be inadequately registered since basically it is informally divided and developed out of the government planning schemes. This penalises poor families in various ways. In the beginning of this century the Government of Egypt has announced its intention to secure land tenure in informal settlements through selling of lots to their occupants by a fixed price to be determined between local governments and communities. A study conducted by a local think tank in cooperation with the Institute of Local Democracy of Peru

lead by Hernando de Soto<sup>2</sup> concluded that it may take between 6 and 14 years to gain access to desert land for building purposes and have these property rights registered, taking 77 different steps involving 32 different public and private entities. Informally constructed residential buildings on agricultural land may take between 6 and 11 years to have it registered if developed according to building code. The study estimates the total value of informally owned properties at US\$241 billion that is 13 times greater of the accumulated net foreign reserves up to 1996. The results and recommendations of this study was broadly discussed by the government in public seminars during 2002 and 2003.

Egypt embarked on a process of economic liberalisation – *infatih* – initiated by late president Anwar Al-Sadat from the 1970's and continued by president Hosni Mubarak throughout the 1980's and 1990's. During the last years Egypt pursued a broad structural adjustment programme that included financial discipline, review of tax systems, sell-off of state-owned enterprises and liberalisation of the exchange rate resulting in the flotation of the Egyptian Pound against the US Dollar and the reshape of subsidies amongst many other measures. The government has stimulated export and trade as a way to cope with the adverse effects of structural adjustment and put up a plan to control the fiscal debt and government expenditures.

The situation however has worsened during the last years. Egypt is currently struggling with an economic recession that affects various sectors of its economy but particularly hitting hard low-income families. Though tourism has remained a solid source of income and hard currency with numbers of tourists visiting the country steadily increasing reaching a peak of US\$ 4.1 Billion a year. The years that tourists were targeted by terrorist attacks revenues from tourism dropped down to less than half this amount but recovered once safety and confidence were restored. Unemployment and demographic growth coupled with increasing informality have direct impacts on the quality of life in cities where one sees tangible effects on the density of residential areas, congestion and increasing number of street vendors and deteriorating environmental conditions. This is more than evident in Greater Cairo Region and other major cities like Alexandria and Aswan but similar phenomenon can be seen in secondary cities like Belbeis, Tanta and Ismailia just to mention a few.

The governing National Democratic Party – NDP has launched a public debate about the need of political reforms and renewal of leadership that has stimulated renewal in the members of the Shura Council and propelled discussions about the needed reforms.

In the urban sector in particular, there are a series of topics that gained attention during the last couple of years generating debate in the local press and professional circles, namely:

- The governing party's first annual conference held in September 2003 put out a discussion paper on policies to safeguard agricultural land from informal developments. The paper advocates new approaches and moves away from repressive policies of the past with arguments and evidences collected via research carried out by the TRHUD project. The paper recognises the failure of previous policies to halt informal encroachments on agricultural land. The reality of Giza's periphery is an unambiguous evidence of the failure of the "legalist approach" that relied on heavy penalties and strict criminal enforcement to control urbanisation on agricultural land during the last four decades. This is expected to generate a policy advice to the Government.
- The debate on political reforms brought back to the agenda the issue of Decentralization. There is a vivid political interest on the subject and the local press coverage indicates that the roles of local governments especially the governorate level will be subject to reforms in the very near future. The UNDP Human Development Report for Egypt focuses specifically on the issue of decentralisation.

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<sup>2</sup> De Soto, Hernando, "Dead Capital and the Poor in Egypt", ECES, Cairo 1997

- The enactment and enforcement of the new mortgage law has been on top of the agenda during the last 2 reporting periods. The Ministry of Housing, Utilities and Urban Communities has taken the lead on this discussion but rightly argues that the technical and financial capacities required for its implementation are not yet developed.

Although it has been stated that the local government will be the responsible body to manage and implement this policy, however, the local capacities to implement and manage the projects were not in place. In addition, the participation of the beneficiaries and local community organizations was minimal and regardless of physical improvements in several areas the socio-economic benefits are still to be accomplished.

The project motives and policy starting points remain on top of the development agenda for Egypt. Recent estimates indicate that Egypt's population will exceed 100 millions inhabitants by the year 2020 if present rates are maintained. This results into increasing demand for infrastructure, services, housing and job opportunities. As mentioned in the previous progress report, informal encroachment on agricultural land was lifted to a high position in the government's policy resulting into a broader discussion and public interest for the theme. The need to forge other approaches and management capacities to address the problem became obvious.



Cover of Newsweek on Egypt's political reform

## 2.2. Target Group

Primarily the technical cadre, local officials and project staff working in Governorates but also from non-governmental organisations. Personnel of donor-funded projects are also targeted by the project.

The urban poor are expected to benefit from the project as much as training and applied research is capable to encourage the formulation and actual implementation of pro-poor policies and projects.

### **2.3. Program Objectives / Targets (according to the project document)**

*The mission of the project*

The long-term objective of the TRHUD II Project, as spelled out in the Project Document is:

*“The establishment of a sustainable urban training institute (UTI) in Egypt, which is capable to provide training and capacity building services to local governments, urban management institutions and professional entities. By the end of project period UTI is expected to be a consolidated, well-known and sustainable institution capable to cover its operational costs”.*

*Long-term objectives:*

- a. The establishment of the institutional, organisational, financial and human resource basis of UTI.
- b. The strengthening of capacity building and training in Egypt through further enhancement of existing programmes developed through TRHUD I and through new programs addressing emerging problems and demands in Egypt and Middle East.
- c. Development of urban research aiming at the production of a bulk of knowledge that can encourage the formulation and implementation of sustainable urban policies.
- d. To continue with the establishment of a specialised library and to develop Internet capabilities.
- e. To support the establishment of co-operation agreements and partnerships within the regional level.

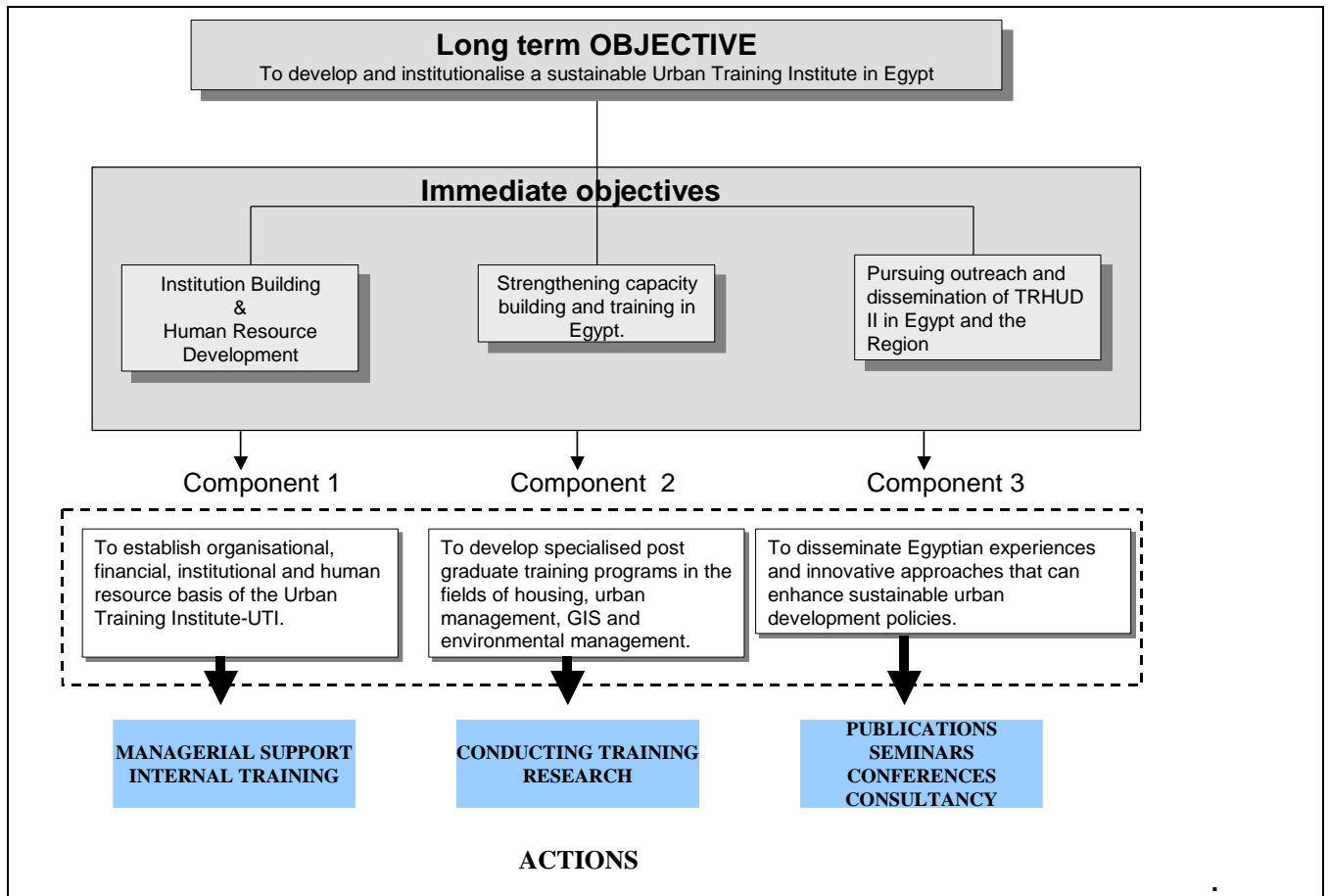
### **2.4. Changes in the Project Context that influenced the running of the operation**

During the four years of implementation, particularly when compared to the first phase of the project, a fundamental change that has had a positive effect on the operations of the project and of UTI was the relative autonomy and freedom of operation of the management of UTI (counterpart project management team) vis-à-vis the leadership and decision making of HBRC, the mother organisation. Although the level of subordination of the UTI management to the chairperson of HBRC remained unchanged it was noticeable that operational and often strategic decisions on the project was taken at the UTI level, speeding up processes and building a gradual sense of ownership and self-sustained processes.

### **2.5. Changes in Logical Framework Matrix LFM (if applicable)**

No changes have occurred in the logical framework during the four years of the project.





Training Centre of HBRC, where the headquarter of UTI is located, Giza, Egypt.

### 3. Executive summary

#### Implemented Project Activities

N o.	Planned Activity 3.1.	Activities Achieved 3.2.	Comments on achievement 3.3.
01	Technical and Managerial Assistance to UTI	Direct on-site assistance of IHS team leader as resident project leader (12 months) and assistance through 12 regular short-term missions that combined management, backstopping, course development inputs and marketing.	IHS team leader assistance was spread along the project duration with one long-term period of 12 months (Sep 2001-Sep 2002). Principle of delegated budget and gradual transfer of responsibility to counterparts led to adjustments in time and scope of on-site assistance of IHS team leader. From an original 20 months of long-term, it was changed to 12 month and several short-term inputs.
02	Technical assistance in course development and implementation	Short-term missions of ITC in support to development of GIS related courses (new courses in GIS basics, land administration, environment, upgrading and infrastructure) with a total of 20 missions. Short-term missions of IHS in support to the renewal of regular courses and development of new courses (local economic development, housing finance, real estate and housing policy), with a total of 27 missions, including short missions of IHS team leader.	Short-term inputs were demand-driven and carried out with a previously agreed TOR. New courses demanded intensive on-site assistance in curriculum development, course design and implementation. The weight, scope and size of this assistance decreased gradually as the project came to its final stages, as courses and coordinators gained maturity and experience with implementation. Neutral budget reallocation was made in order to optimise the use of available staff time in meaningful short-term missions.
03	Development of UTI business plan	Business plan was developed, discussed and presented to Steering Committee.	UTI made use of the plan but not entirely; plan not used as a business guide by counterparts who made insufficient use of its potential.
04	Development of management procedures for UTI	A series of management procedures were developed for financial control; decision-making, staff organisation; approval procedures; team-work organisation; procurement; preparation and implementation of case studies research and for outsourcing;	The principle of delegated responsibilities and project implementation without resident IHS team leader, made compulsory the establishment of basic rules for project implementation which were incorporated into the business routine of UTI.
05	Development of annual accounts of UTI	Expenditures of delegated budget to UTI was audited by internationally recognised accounting firm (KPMG-Hassan Hassam) every six months and on annual basis. This helped to train and enhance capabilities of counterpart staff working in the finance department of UTI.	Project financial management provided good basis for UTI to develop its own accounting system. The practice with the project instructions and modus operandi helped UTI to strengthen its capacity and comply to requirements set by Egyptian legislation. Because of the difference in systems, UTI had to cope with two different but complementary financial reporting and management systems. UTI was regularly visited by the

			Government's Auditing Agency.
06	Development of Operational guidelines for UTI	Guidelines for using equipment, computers as well as office supplies and overall office space were developed through the project.	Achievements could have been broader but this was hindered by tendency of UTI staff to become informal and ad-hoc.
07	Development of staff development plan	Staff performance assessment-SPA with individual targets was developed.	SPA was carried out once and UTI staff was assessed only once; system caused unrest and proved that UTI was not sufficiently mature to undertake a professional staff assessment as a way to guide and turn staff accountable time-wise and output-wise.
08	Design and implement Informal Settlement Upgrading course twice/year	Course and curriculum were further improved and implemented on average four times a year, in addition to several tailor-made courses to Governorates.	With the exception of first reporting period, this course was implemented twice every six months. One of the most popular and well-developed courses of UTI.
09	Design and implement specialised Informal Settlement Upgrading course twice/year	Specialised modules were developed on "financing upgrading", "legal and administrative aspects of upgrading", "upgrading of inner city deteriorated areas".	The basic curriculum served as basis for further specialisation of the programme.
10	Design and implement Urban Management course twice/year	Course was offered and implemented on average twice a year. A totally new course on urban infrastructure development and finance were design and implemented on average 3 times per year.	Course curriculum was adjusted to respond to demand. Focus on participatory urban management, management of city expansion, urban management and finance. This was a difficult course to "sell" since Egyptians tend to see Urban Management as the activity of making plans and implement them.
11	Design and Implement Urban Environmental Management course twice/year	The original course was not implemented as such but served as the basis to several specialised environmental courses to be implemented at least twice a year.	The environment-related courses were the project's best product and most successful courses that gave birth to several specialisations and focus areas, including 3 publications.
12	Design and Implement Environment Impact Assessment course twice/year	A totally new course developed from scratch with the support of continuous short-term missions from IHS. Implemented regularly at least once a year with variations around solid waste and landfills.	New course that gave birth to 2 publications (in English and Arabic). Very successful course.
13	Train a total of 120 professionals (trainees) per year	With exception from 1 <sup>st</sup> and 5 <sup>th</sup> reporting period, more than 120 participants were trained per reporting period meaning that nearly 200 participants were trained per year. Nearly 1,600 participants have been trained during the project duration (Jun 2000 - Jun 2004),	Despite the decrease in number of applicants per courses during the second half of the project period, there was an increase in the number of participants trained per reporting period (half year). The number of participants trained gains relevance when considering that a standard tuition fee was charged (between LE350 and LE500 for regular courses and above that for the GIS courses).
14	Develop and implement GIS related courses	14 different GIS related courses were designed and implemented in addition to two TOT courses.	Besides the GIS basics, three specialised courses on upgrading, environment and infrastructure were implemented. These courses were longer (3 to 5 weeks) than

			the regular courses (2 weeks) and required a good deal of preparation and on-site support (for the GIS lab exercises).
15	Establish a specialised GIS lab with software, hardware, computers, peripherals and suitable equipment	Project sponsored the establishment of a fully equipped GIS lab with a total of 15 computers and all peripherals like plotters, colour printers, server, air condition, network, software and hardware.	The project sponsored the purchase of 10 computer while the counterpart purchased 5 from their own budget. GIS software were provided through the project and a special license was also sponsored by the project.
16	Develop Training Manuals	All regular courses had a manual developed and delivered to the project management team. 4 course manuals were fully developed.	As courses were implemented and their curriculum adjusted and redeveloped frequently, the coordinators abandoned the principle of developing detailed course manuals.
17	Develop and implement Regional courses	8 regional courses were implemented, attracting participants from more than 7 different Arab countries.	Regional courses gained momentum during second half of the project period since the priority was to gain presence within Egypt before going regional. The ambition of the counterparts was to gain regional notoriety but project management team reached consensus on the strategy.
18	Develop and implement tailor-made courses in 7 regional centers of GOPP	Only 1 specifically designed tailor-made course for 1 Regional Center of GOPP was implemented.	This proved to be a difficult target to meet despite of GOPP being member of the Steering Committee. Both GOPP and counterparts had difficulties to understand the value-added of these courses. However, many tailor-made courses were implemented on request and/or contracted by Governorates and donor funded projects. In total more than 30 different tailor-made courses – not originally planned – were implemented.
19	Develop Publications	4 books were published through the project: Local Practices in Urban Management in Secondary Cities in Egypt (English and Arabic); Environmental Impact Assessment (English and Arabic); Privatisation of Solid Waste Management in Egypt (English version).	These publications were the result of course development (EIA), case study research (Urban Management and Privatisation of Solid Waste Management). The publication on Privatisation of SWM is the result of the 2 <sup>nd</sup> expert group meeting on Environment organised through the project. By the end of the project, there were 2 publications in Arabic in printing, and 1 in English.
20	Develop Research papers	15 different case study researches were developed. Some tackled very actual problems in Egypt, eg. relocation of residents when major axis were constructed in Cairo (26 of July Corridor); small and medium scale enterprise in Giza's largest informal settlement (Boulak El-Dakroul); solid waste management and relocation of waste pickers – Zabaleen; administrative and legal procedures in upgrading of informal settlements.	A variety of case study researches were carried out in support to course development, producing good basis for session development in different courses. It must be noted that reporting and publication has been a weak point of the counterparts. The project could have produced a much wealthier amount of knowledge than it actually produced in the form of research papers and publications.

21	Develop and execute National symposium	National Policy Seminar took place during the last month of the project, earmarking its achievements and its completion. Group of foreign experts were invited as keynote speakers and several high level authorities of Egypt, including Governorates, attended the event. It was a 3-day type of seminar, including a 1-day workshop divided in working groups. On average attendance was on the range of 150 people per day. The first day there were nearly 200 people present.	In addition, several preparatory expert group meetings were organised, involving different partners and funding agencies e.g. RAWOO and CORDAID. The project also sponsored the realisation of the 2 <sup>nd</sup> Expert Group meeting on Environment and focusing on privatisation of solid waste management. These meetings attracted large groups of professionals from Egypt.
22	Develop and execute seminars with south-south training institutes	Two important international expert group meetings were organised in cooperation with RAWOO-Netherlands Development Assistance Research Council and Cordaid. Training institutes and development NGO's from Ghana, India, Argentina, Peru, Indonesia, Albania, Brazil, Syria.	Impact of these meetings within UTI was minimal. Active participation counterpart staff was limited as they faced difficulties to release themselves from routine works. Publication agreed with RAWOO did not materialise due to structural difficulties of counterparts to report and publish.
23	Undertake visits to Arab countries	9 different visits were carried out to Jordan, United Emirates, Yemen, Oman, Qatar, Saudi Arabia, Bharaim, Kwait, Palestine.	These visit provided opportunities to UTI staff to get acquainted to professional visits, promotion of the project and UTI and acquiring project and training assignments.
24	Develop UTI home page	Home page was developed and put operational.	A lot needs to be done to make the homepage attractive and interactive.
25	Develop and execute intranet and email facilities at UTI office	All offices connected via network, linked to a server and peripherals. Project email account has been operational since 1997.	This is not a well-explored means by counterpart staff. HBRC – mother institution of UTI – is providing network support and IT help-desk as well.
26	Develop and establish a specialised Library	A library with a total catalogue containing 2,363 records has been established with the direct support of the project. Book shelves, aircondition, computer, logistics and office space.	Books, periodicals, MSC thesis and Arabic reports make up the catalogue of the library. Library is widely utilised by local staff.
27	Undertake visits to Governorates	Intense visits were carried out to Alexandria, Port Said, Ismailia, Beni Suef and Cairo. Also Aswan.	These visits mobilised interest to UTI services and tailor-made courses. Staff were divided in teams and on-site visits were organised and carried out.
28	Training and Education of Egyptian counterparts	Training at IHS: 8 counterparts staff were trained at IHS, from which 1 MSC (18 months), 2 diploma courses (3 months) and 5 short executive courses, in addition to 4 counterpart visits in support to curriculum development. Training at ITC: 6 counterpart staff were trained at ITC from which 1 achieved a full MSc degree (18 months) and 1 professional master (12 months). The remainder attended short courses and carried out counterpart visits in support to curriculum development and case	Total of 14 counterparts were trained in The Netherlands. Though, both ITC and IHS had to adjust their training due to difficulties in recruiting counterparts and release them from their duties in order to follow training and education in The Netherlands. The total student months were reallocated in favour of short courses instead of the long-term master degree programmes. This responded to the direct needs of the project but did not substantially contributed to enhance academic quality of the counterparts.

		study development. In addition, there were 3 TOT courses offered in Egypt for counterparts in order to develop their GIS competencies.	
29	Development of Folders and PR materials for UTI	The project sponsored the design and printing of one main folder of UTI, a total print of 1,000 folders.	These folders proved to be important element in marketing the courses of UTI.
30	Development and Consolidation of Office space	The project helped UTI to consolidate a fully equipped office space composed of 3 classrooms, 15 offices/rooms, 1 library, 1 computer lab, 4 toilets, a small kitchen for coffee and support.	The project helped with the logistics, office supply and furniture and HBRC contributed with partitions, refurbishment, air-condition, copy machines and additional peripherals e.g. printers, cables, etc.



Participants undertaking a practical exercise during a training course at UTI, May 2004.

### 3.1 Planned activities of the project according to work plan in project proposal or yearly work plan

In general, project activities can be divided in four major components, as described in the project document:

- Institution building and Human Resources Development
- Training and Capacity Building of UTI staff
- Strengthening of Capacity Building and Training in Egypt
- Outreach and Dissemination in Egypt and Middle East

### **3.1.1 Institution Building and Human Resources Development**

- The composition and implementation of a business plan
- Development and implementation of procedures that will support UTI institutional and financial management
- Setting up an managing the annual accounts
- Development of a staff development plan
- Setting up operational guide lines
- Accounts
- Staff Assessment & Output evaluation

**Activities described in executive summary:** 01, 02, 03, 04, 05, 06, 07, 15, 16, 20, 21, 22, 24, 25, 26, 27, 28, 29, 30.

### **3.1.2 Training and Capacity Building of UTI Staff**

- Develop Competencies and Expertise within UTI
- Training of Counterpart Staff at IHS and ITC
- Implement TOT-Training of Trainers courses
- Develop capacities in GIS Basics, GIS and Land Administration, Specialised GIS on environment, infrastructure, upgrading.
- Develop capacities in Urban Infrastructure and Project Management
- Develop capacities to design, prepare and implement postgraduate short courses

**Activities described in executive summary:** 01, 02, 08, 09, 10, 11, 12, 13, 14, 17, 18, 23, 28.

### **3.1.3 Strengthening of Capacity Building and Training in Egypt**

- Consolidate the course of “Planning & Managing Informal Settlements Upgrading Projects with specialized modules in Managing and Financing Governorate-wide upgrading program and cost recovery of upgrading (Course 1)
- Develop a new course in GIS application in Informal Settlements Upgrading (Course 8)
- Consolidate the course of Urban Management and Cities Extensions with specialized modules in financing land development (Course 2)
- Consolidate the Course of Urban Infrastructure Management and Finance (Course 4)
- Develop a new course in Urban planning, land administration and GIS (Course 6)
- Develop a course on the application of GIS for Urban Studies (Course 7)
- Develop a new course in GIS and urban infrastructure management (Course 10)
- Consolidate the course of Participatory Environmental Management (Course 3) with the specialized modules in Environmental Impact Assessment and Solid Waste Management.
- Develop a new course in GIS and urban environmental management. (Course 9)
- Develop and implement tailor-made courses, including those to GOPP regional centres;
- Incrementally introduce academic degree programmes into the courses
- Develop regional courses

**Activities described in executive summary:** 08, 09, 10, 11, 12, 13, 14, 17, 18, 21, 22.

### **3.1.4 Outreach and Dissemination in Egypt and Middle East**

- Develop and implement research
- Document Egyptian and Regional experiences
- Develop case studies
- Develop UTI capacities to acquire and implement consultancy and advisory services
- Develop and execute seminars, workshops and conferences

**Activities described in executive summary:** 17, 18, 19, 20, 21, 22, 23, 24, 27, 29.

### 3.2 Activities Achieved (to allow for comparison)

The summary table above depicts all project activities. It can be seen that most of planned activities were accomplished during the project period, except the following:

- The reformulation and full implementation of the Business Plan (partly accomplished)
- Regular staff performance assessment and staff development plan (partly accomplished)
- Tailor-made training to GOPP Regional Centres (not accomplished)
- Full involvement of GOPP in project development and capacity building (not accomplished)
- Enlargement of trained UTI core staff (partly accomplished)
- Dissemination of case studies and research outputs (partly accomplished)



International Policy Seminar sponsored by the TRHUD project, realised in the auditorium of HBRC, June 2004.

### 3.3 Comments on Achievements: comments on discrepancies (if any)

#### Capacity Building and Training in Egypt

One of the remarkable achievements of the project was the total number of courses executed and the total number of participants trained within four years. This was recognised by the high officials from the Ministry of Housing as unique result for Egypt. Nearly 1,600 participants from the public, private and academic community sectors were trained and a total of more than 100 courses were designed and implemented within 4 years time. The basis for further capacity building of local governments in Egypt has been developed within UTI. The project also made possible for the counterpart staff to develop themselves as good trainers with a total domain of a training development methodology and training delivery that makes use of a variety of learning methods, techniques, training support materials that resulted in high levels of satisfaction



amongst trainees. The close cooperation of UTI staff with IHS and ITC staff in course development and implementation allowed a perfect condition for strengthening the capacities and competencies of UTI staff. Additionally training in The Netherlands and TOT-training of trainers' courses offered possibilities to enhance competencies of UTI staff. All this was only possible due to the two phases of the project.

An external training impact assessment sponsored by the project revealed that there is measurable individual related performance and institutional related performance impacts, particularly in those cases related to the environment courses. This is partly explained from the fact that a large number of the trainees were staff from the recently established Environmental units of the Governorates and because the Environmental Law n. 4 provided opportunities for staff to undertake new initiatives and make direct use of the skills and knowledge acquired through the training offered by the project.



TRHUD Project Management Team Meeting, 2003.

### **Capacities and Competencies in Consultancy and Advisory Services**

The project helped to develop capacities in consultancy and advisory services. IHS has facilitated the establishment of institutional cooperation between the project, UTI and on-going donor funded projects specially those sponsored and implemented by GTZ. This resulted into assignments commissioned to UTI in preparing neighbourhood-based action planning and survey and mapping in an urban upgrading project. Additionally UTI was commissioned tailor-made courses on solid waste management, participatory urban management and planning and management of informal settlement upgrading projects.

As a direct result of the increasing visibility and results accomplished by the project UTI was further commissioned by various Governorates to carry out packages of training programmes executed on-site and addressed to technical cadre of Governorates such as Alexandria where many of these courses took place. By the end of the project UTI had been commissioned or had acquired contracts to carry out training assignments but also other more technical jobs in the fields of project design and project appraisal.

For example, EEAA – Egyptian Environmental Affairs Agency assigned UTI to undertake project appraisals of several projects carried out by the organisation in other parts of the country. GOPP – General Organisation for Physical Planning also commissioned UTI to develop master plans for 22 different villages. This took place within the framework of the memorandum of understanding signed by both institutions as prescribed by the project

document. This assignment is focused on the preparation and formulation of master plans for different villages. UTI made use of the GIS technologies and facilities provided by the project as well as the knowledge and skills of its staff to further enhance its technical responsiveness to this type of assignments. Various small project teams were set up, some part-time staff were recruited in order to carry out on-site surveys, mapping, training of local village staff and preparation of final reports.

All these assignments show that UTI can generate commercially viable assignments. This helps to address the issue of sustainability and the threats to the continuing existence of UTI. There is no doubt that these paid assignment helps to make UTI a viable training centre of excellence. However there is a challenge. Whether these relative more “profitable” assignments will not deviate UTI and its staff from its core mission of sustaining a continuous training and capacity building in support to local governments or not.



Meeting of the GIS team of UTI with ITC short-term mission in preparation of a GIS course on infrastructure.

### **Objectives not Achieved or Partially Accomplished by the Project**

In spite of the success in various fronts of the project there are a few shortcomings that need to be pointed out and that will be further elaborated below:

- The Implementation of the Business Plan
- Staff performance assessment and staff development plan
- Tailor-made training to GOPP Regional Centres (not accomplished)
- Involvement of GOPP in project activities
- Enlargement of UTI core staff
- Research outputs and dissemination

### **The Implementation of the Business Plan (not accomplished)**

The formulation of the UTI business plan and the development and implementation of regular staff performance assessment was part of a strategy to impart private-like mentality and introduce instruments to turn UTI into a modern and efficient organisation. The utilisation of the business plan as a guiding document for the further development and consolidation of UTI as a modern organisation proved to be a difficult task to accomplish. The lack of tradition to work with such strategic tool and the insufficient understanding of the UTI management on how to use the tool coupled with inappropriate on-the-job assistance seem to explain why the business plan did not have the impact it was expected. Some staff retreat and strategic workshops involving all staff did not help to get strategic thinking and strategic management embedded into the daily routine of UTI.

The IHS did strive through the project to establish working conditions and atmosphere conducive to boost new initiatives and creativity, thus creating dynamism and stimulating counterpart staff to work differently than what they were used to.

### **Staff performance assessment and staff development plan (partly accomplished)**

However, the traditions embedded into public sector institutions – like HBRC – proved to be much stronger than originally thought. Staff performance assessment caused some unrest amongst the staff since these assessments were received as individual criticism. It was not seen as an instrument to detect areas where improvements could be achieved and targets to be set. Consequently it did not motivate UTI management to further continue and adjust it to their needs.

Another element was the lack of tradition in Egypt's public sector to work within agreed targets and continuous monitoring of the utilisation of staff time. The accountability over one's time allocation to project activities vis-à-vis the outputs generated or to be generated proved to be a difficult and very sensitive issue. This was noticeable within the core staff of UTI and was a vivid obstacle to establish a private-like organisation. This institutional change is a long-way because it requires attitude change of individuals. It is a long-term process. In fact this is the paradox of TRHUD and UTI. While the entire set-up of the project and its training programmes had a strong focus on changing the way practitioners and institutions think and work on cities emphasising the need for institutional and policy changes, course coordinators and UTI staff in charge of these tasks of training could not completely change their own attitudes within their own working environment.

### **Tailor-made training to GOPP Regional Centres (not accomplished)**

The tailor-made training programmes targeting GOPP regional centres was not realised as originally planned. One could regard this as a missing opportunity to influence the traditional planning processes and normative type of planning procedures taking place at the very local level. The strategy was to get UTI involved in the process of plan making and link it up with the design of tailor-made training programmes that would address shortcomings of the planning processes involving GOPP regional centres and local authorities while introducing new methods and new thinking amongst technical cadre in other cities of Egypt. Nonetheless of the participation of GOPP in the Steering Committee of the project this target proved to be difficult to be met. There was a noticeable difficulty for the UTI staff to combine their office-based activities in Cairo with activities outside Greater Cairo Region where continuous liaison was required with GOPP's regional centres. Furthermore, all parties involved were not fully convinced and enthusiastic about the link plan making – training and the usefulness of this endeavour to bring about change at the local level. Some links did occur but not at the level and strength that was originally planned thus without any significant impact.

### **Involvement of GOPP in project activities (not accomplished)**

The involvement of GOPP in the project – as advised by project appraisal and project evaluation missions during the previous project phase (1997-2000) advocating the broadening of the institutional basis of the project - remained limited throughout the project duration. The

institutional involvement of GOPP remained very limited and not sufficient synergies were developed despite the appointment of one GOPP staff to follow training at ITC, and the regular attendance of the chairman of GOPP in the Steering Committee and in professional visits to The Netherlands. Several attempts were made particularly the link training-process of plan making and assistance to local authorities in designing and implementing detailed and master plans. The full involvement of GOPP in the project was a difficult target to meet despite efforts of the project management team and even the persistent requests from IHS team leader and the discussions carried out during the Steering Committee meetings.

Although both institutions – GOPP and HBRC – are subordinated to the same ministry they have different institutional culture and it is surprising to notice that there is very little liaison between staff belonging to lower levels of both organisations resulting into limited cooperation, inadequate complementary work and poor information sharing. The gap between planning, planning methods and the reality of local governments and their actual capacity to plan and manage remains untouched. The project intended to fill this gap and facilitate the regional work of GOPP by making bridges via tailor-made training and on-the-job assistance. This can be regarded as a missing opportunity for the project and for Egypt.

### **Enlargement of UTI core staff (partly accomplished)**

The project was implemented with a core staff of 12 professionals from which 9 of them held a PhD degree (acquired prior or during the project period). In addition, UTI staff capacity was strengthened by the return of those who went for training at IHS and ITC meaning that the total core staff (including senior and junior staff) increased up to 20 professionals from which some 4 have accomplished or about to accomplish their MSc degree. The great majority are HBRC staff and are seconded to UTI on assignment basis. The strategy is to have a minimum staffing per unit/department allowing younger staff to gain experience working next to more experienced staff in training development and implementation. At the same time this is intended to release senior staff from certain routine activities in favour of focusing on project acquisition and marketing.

It is clear that the recruiting and increase of UTI staff did not occur under a planned staff development plan with positions and job descriptions made a priori. That is unfortunately missing and this represents a gap in the overall institutional development strategy of UTI.

### **Research outputs and dissemination (partly accomplished)**

The project promoted and facilitated the development of case studies research documenting Egyptian experiences and a few from the Arab Region. Several draft reports were produced and although they were largely used as a training support material only a few were transformed into a formal publication. Only 3 of them were edited in English and 2 of them were translated into Arabic<sup>3</sup>. Thus there was a limited dissemination of knowledge generated through the project outputs to a wide Egyptian public. No policy or sector study was conducted despite of an ambitious proposal for a housing sector study that did not materialise because of lack of funding from UTI and TRHUD partners e.g. Ministry of Housing Public Utilities and Urban Communities, GTZ and World Bank. And there was no significant sector study commissioned by the Ministry to UTI thus not making use of the competencies, knowledge, experience and capabilities developed by the project in favour of policy backstopping.

Report writing and formulation of sound academic papers has been a weak dimension of UTI. Despite the fact that the majority of the staff of UTI holds PhD degrees and have studied abroad – not only at IHS or ITC – the production and publication of research papers have never been a strong point of their outputs during the project period. It is certainly not comparable to the level of their training outputs that were of high standards. The assistance to produce publishable pieces of work exceeded the time allocated and available to IHS staff to perform this task meaning that

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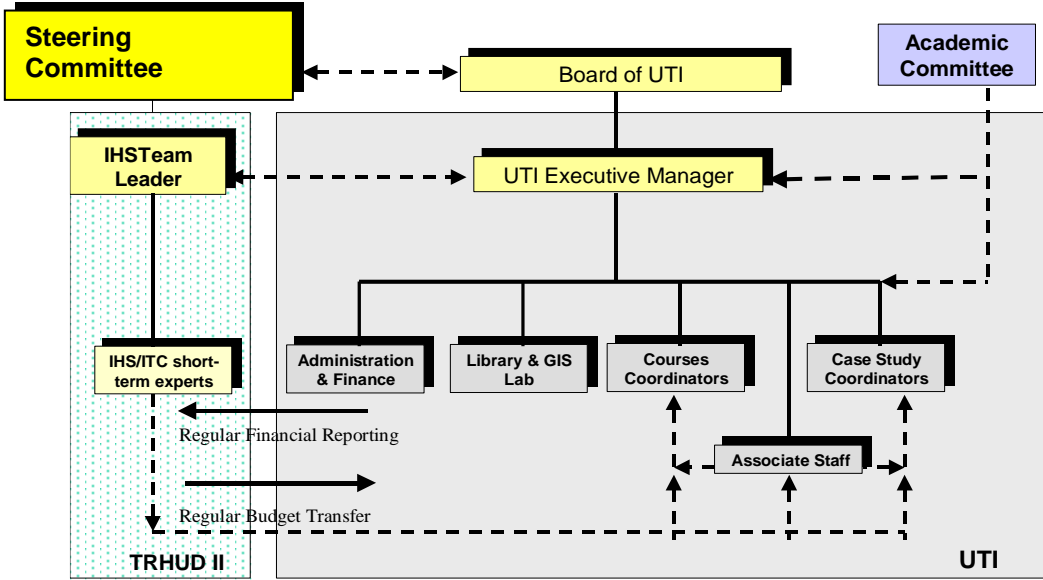
<sup>3</sup> Local Practices in Urban Management in Secondary Cities in Egypt (English and Arabic); Environmental Impact Assessment (English and Arabic); Privatisation of Solid Waste Management in Egypt (English version).

the editing and preparation of the final report took much more time than previously expected. All this helps to explain why the project did not bring out more research and publication outputs.

**Institutional Development (partly accomplished)**

The project foresaw an institutional set up that would facilitate UTI to develop as an independent institution with TRHUD and its technical and financial assistance acting as one of its external forces and sources of finance.

The operational aspects worked adequately. A series of management guidelines were developed making viable the establishment of mechanisms of budget delegation that helped UTI to gradually develop its own internal processes of financial management and project implementation. The approach was to gradually delegate responsibilities to UTI project management team and take away certain responsibilities from IHS project management team. This would strengthen UTI capacities and give opportunity to actually exercise project management of an externally funded project.



Internally, there was a noticeable development. Particularly in the financial management and control. Making it possible for IHS to delegate the budget on a routine basis upon request by UTI via an annual plan of activities and projection for disbursement. Financial reporting was audited monthly by the IHS team leader and re-audited by an internationally recognised auditing firm at the end of every reporting period. Some budget lines remained under the responsibility of the IHS team leader.

Nevertheless there were some shortcomings at the policy level. The Academic Committee never took off and did not manage to exist meaning that the project and UTI lost an opportunity to have academic backstopping to its training and research activities.

The Steering Committee of the project met regularly but did not exercise its full mandate within the Egyptian institutional environment and it did not exercise pressure on the project management team when it was necessary. Particularly when a project review mission took place and indicated areas where follow-up and management control was required for the UTI management team.

## **4. Goods and investments**

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The project budget provided a very limited amount of resources for investment (€ 8,325.51). This was because there was funds available from Phase I of the project that were taken into account when designing phase II of the project. The establishment of the GIS computer lab that were required to support the development of GIS courses as indicated by ITC as well as all the peripherals and software were to be purchased through this remaining budget. The complement of office furniture and other equipments were also to be purchased via this available budget line.

### **4.1 List of goods and investments as proposed**

Most of investments and goods purchased by the project were made with funds originated from the phase I of the project. A list of all goods belonging to the project and purchased with Netherlands fund is attached to this report. That includes furniture like tables, chairs, cupboards and furniture for 3 classrooms, 4 vehicles, desktop computers, laptop computers, peripherals like printers, scanners, server, cables, digital camera, beamer, overhead projector, slide projector, central telephone set, etc including books for the library. See attached list.

### **4.2 Inventory of goods purchased**

An inventory of all goods purchased by the project was made by the IHS team leader in close cooperation with the project financial officer. The list was countersigned by UTI executive director and IHS team leader. Additionally, UTI undertook an inventory according to the Government regulations and internal procedures of HBRC.

All goods purchased by the project during phase I and II remained under the custody of IHS team leader. Because the first phase of the project started as a bilateral project, the embassy remained as the entity with the final responsibility for transferring the goods to the Egyptian government, according to the Administrative Arrangement signed between the Ministry of Housing Public Utilities and Urban Communities, on behalf of the Government of Egypt, and the Royal Netherlands Embassy on behalf of the Netherlands Government. The start of SAIL implied the signature of a tripartite agreement (SAIL, Embassy, IHS) in order to make possible the continuation of the project under the bilateral agreements but with reporting responsibilities towards SAIL. This had implications for the goods purchased with Netherlands fund and on the process to transfer to the Egyptian counterparts.

The list of goods and inventory countersigned by both IHS team leader and the executive director of UTI was presented to the Netherlands Embassy in Cairo in 7th of June 2004. The hand over of the goods to the designated Egyptian authority (UTI/HBRC) was done by the Netherlands Embassy accordingly.

### **4.3 Explanation of deviations**

There was no deviation from the approved budget except that the actual costs for establishing the GIS lab exceeded the available budget originated from TRHUD I turning inevitable a budget reallocation. This was reported in the progress reports and made official to NUFFIC in a form of budget reallocation proposal in March 2004 and subsequently approved. The following are the deviations:

### **<400> Investments**

The instalment of a modern and fully operational computer lab, functioning within a closed networked managed by a server, and with all necessary peripherals for producing mapping and analytical outputs resulted in a deficit of around €36,000.00. The required updating of the system imposed the need to purchase additional equipment for which the counterparts could not get permission to purchase via their channels.

In 2002, ITC formalised a request to renew the GIS software in order to respond to the fast developments in the sector otherwise UTI would run the risk of having an obsolete lab vis-à-vis the developments in the external environment. Altogether, this required a total reallocation of €64,002.74. This was discussed via emails and phone calls, and agreed upon during a meeting between Ella de Voogd (project officer NUFFIC) and Claudio Acioly (IHS team leader) in October 2002. Since it was not a case for neutral budget extension but for budget reallocation, it became unnecessary to formulate a complete budget review at that time.

The following budget reallocation and explanatory note was presented and approved by NUFFIC thereafter.

The first component of reallocation was the shift of resources from Contingencies <800>, Telecom <445> and Library <550> to Investment <400> resulting into this budget shifting from a deficit of €64,002.74 to a positive €119.74. An amount of €20,000.00 were shifted from budget line contingencies <800> meant to cover the purchase of the GIS software as early communicated to NUFFIC (Bult & de Voogd).



Partial view of the computer lab of UTI during training session, 2004.

### **<300> Personnel & Missions**

The second phase differed from the first one regarding the position of the team leader. During the second phase the project team leader was not permanently residing in Cairo. The idea was to gradually give room for the Egyptians to manage and implement project activities on the

basis of delegated budgets and delegated authority on particular types of activities agreed upon on management letters and directives. Consequently, some resources were shifted from “long-term” to “short-term” which covers not only the team leader’s short-term inputs to the project but also specific IHS inputs demanded by the counterpart to respond to developments and challenges in the fields of environment, real estate finance, housing finance and training impact assessment. In that respect, this adjustment was demand-driven.

On the local personnel, there were some unanticipated extra expenditures when one of the project staff fell seriously ill (and eventually passed away last year). The Netherlands embassy approached the IHS team leader suggesting the project to look at the social responsibility that all Netherlands funded project should consider. This required some minor adjustment within the local expenditures of the project particularly in-between the budget lines <300>.

Thus, this reallocation does not require shift from other budget lines except the <300's>..

#### **<620> Courses in Egypt**

As reported in the progress reports, the free floatation of the Egyptian Pound against the US Dollar resulted in this budget line presenting a relative under-spending as amounts in € Euro were increased in more than 35% when exchanged into Egyptian Pounds. This ‘relative under-spending’ was also caused by the fact that UTI ruled out the payment of per diem and other “fellowship” costs to participants as it was practised during the first half of the first phase of the project. In fact the practice of UTI has been to charge tuition fees to all its courses. Different amounts were shifted to publications (the intention is to publish the remaining cases studies promoted by the project), development of training materials and a minor amount to help covering the deficit under <400> Investments.

Thus, the reallocation of resources from this budget line served to cover some expected over-spending elsewhere like <650> curriculum development given the current volume of operations and expenditures; and also a small amount is shifted to cover the deficit in <400> investments.

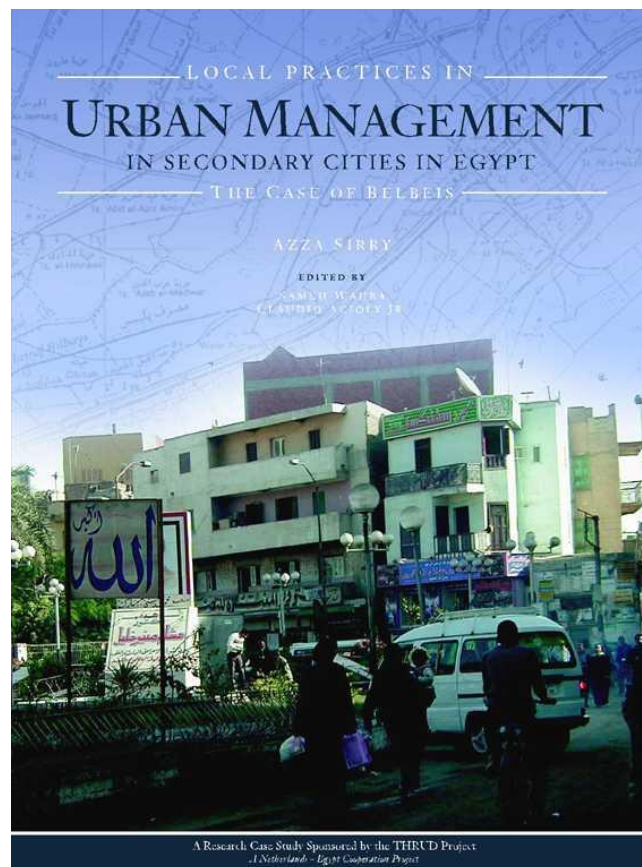
#### **4.4 A mutually approved document on the transfer of ownership, indicating what project goods are transferred to whom. (as annex)**

See attached report.





Closing of the course on management and planning of solid waste landfills, 2004.



Cover page of one of the publications & case study issued by the project.



A view of the UTI library established through the project, 2003.



International Expert Group Meeting co-sponsored by the Project and Cordaid

## 5. Judgement

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### **5.1 Assess the relevance of the outputs. (*impact of the project achievements on the development of the counterpart institute and the target sector*)**

There is an unequivocal impact of the project on the counterpart organisation HBRC particularly when one considers that the training and capacity building activities started from scratch and has resulted in the establishment of a semi-independent institute – the Urban Training Institute – UTI – in addition to the development of competencies in the development of problem-solving postgraduate training in various fields and disciplines.

A core group of local counterparts have been trained and their capacities strengthened in various but complementary sub-fields of housing, urban management, urban environmental management with very specific skills notably in solid waste management, environmental impact assessment and housing, infrastructure management and finance, and real estate policy and finance. The assistance provided by IHS staff was fundamental in that respect.

There is a noticeable increase in the capacity to deliver good quality training resulting in the counterpart institute gaining wide recognition nation wide. The level of appreciation from participants coming from various parts of the country has been recorded in regular evaluations to measure participants' satisfaction. The implementation of training made possible the exposure of counterpart staff of both institutes to relevant policy issues of Egypt which otherwise would not have happened.

The development of a GIS lab and GIS capabilities is another evident impact of the project on the counterpart institutes. This was knowledge, skills and technology that did not exist prior to the project. It has had a significant impact within the organisation meaning that both HBRC and UTI increasingly utilises this technology not only in training but in various project activities and assistance to local governments resulting into a significant improvement in the quality of their outputs. The technical assistance provided by ITC staff was instrumental in helping UTI to develop these capabilities from scratch.

In summary, one can identify the following impacts of the project on the counterpart institutions:

- Capacity for preparing and delivering postgraduate training is developed;
- Institutional basis is created for a training institute to exist;
- Facilities, equipment and classroom logistics and training support materials have been put in place, forming the basis for an institute to perform its basic tasks.
- Methodologies in training needs assessment and for the design of problem-solving type of training has been developed and incorporated in a selective group of counterpart staff;
- Greater visibility and recognition of counterpart institutes have been accomplished within a wide Egyptian public from the public and academic sectors;
- Organisational and management capacities have been acquired allowing the counterpart institute to manage different project operations like TRHUD and other contract-based assignments;
- Financial management procedures and routines in financial reporting have been developed, forming a basis for future institution building;
- Capabilities and experience have been sufficiently developed allowing UTI to compete in public bidding and for external contracts in the fields of training and technical assistance in the urban and housing sectors;

- The institutional capabilities and human resources developed through the project has raised confidence of the Ministry of Housing Public Utilities and Urban Communities on UTI;
- The THRUD project facilitated the development of project acquisition resulting in UTI participating in several bidding and actually acquiring contracts both in training and technical assistance;
- There is more organisation and more professionalism in the routine of the work and more accountability embedded in the staff's attitude.



Room of the Mayor Belbeis: guided training impact survey amongst UTI Alumni, 2003

Regarding the urban and housing sector as a whole, it becomes more difficult to pinpoint measurable impacts since the project never conducted a sector-based impact assessment. The only attempt made was the external training impact assessment sponsored by the project that revealed clearly that the project had made a difference amongst those who had attended the courses offered by and through the project.

One direct impact in the sector can be illustrated by the following: the Project Evaluation mission on Solid Waste Mission in Faoyum Governorate sponsored by the Royal Netherlands Embassy in Cairo detected in May 2004 that those who were occupying key policy and decision making positions on solid waste management and environmental management policies in the Governorate of Fayoum were 4 former alumni of UTI-IHS courses. The participants had been promoted and given higher responsibilities after attending such courses. Their understanding on the issues and problems around SWM in Fayoum had increased and had a positive impact on the way the Governorate was looking and reacting to problems in the sector.

The results of the training impact assessment and survey amongst 100 trainees show in an unequivocal manner that there are measurable impacts on the target groups that can indicate that – given their senior position in local governments – there is great possibility that training and capacity building is nurturing an impact on the sector. A summary of the findings and conclusions are presented below:

1. **Impacts on the job performance of alumni (impact level 1)** caused by what they had learned in the courses, did take place: 83% of the alumni recognizes a positive change in their personal effectiveness, while “application of innovative approaches and concepts (63%)”, “better collaboration with colleagues (61%)”, “application of new

methods and techniques in their work (59)” and “better planning and managing and defining tasks of others (50%)” scored highest. At the same time 86% of the alumni are of the view that their performance improvement could have been higher if some organizational constraints would not have been there. (lack of management support to apply the new learning was mentioned most).

2. **Positive impacts on the wider organization** (*impact level 2*) caused by the personal performance improvement, were recognized as well as follows: “higher quality of work/services (59%) and “ increased quantity/outputs of work (45%) scored highest. Moreover 84% of the alumni indicated that they transferred some of their gained knowledge to colleagues and staff, which is an admirable indirect impact.
3. **Career improvements.** Above mentioned impacts are as well reflected in the feedback on whether any improvements have occurred after the course in the professional career of the alumni. A majority (of 69%) indicated that improvements in their professional career have taken place, and 93% of those expressed that the training they have followed contributed positively to this improvement. “More interesting work (52%)” and “Increased responsibilities (27%)” were mentioned most.
4. **Improved co-operation.** Finally 66% responded positively “that the course led to an improved understanding of the role of other agencies/actors, and because of that improved their co-operation with other agencies/actors”.
5. **Improvement in career.** Only 31% of the alumni responded that no improvements took place in their professional career, after the training. This means that a large group of 69% reported improvements in their professional career. And most important that 93% of this group recognized that the training contributed positively to this improvement. “More interesting work” was mentioned first (52%) and “Increased responsibilities” was mentioned by 27%.
6. **Choice of the courses.** The very large majority of alumni gave a positive response to the questions “whether they still found that the quality and relevance of the course was useful”, and as well “that they were able to recognize an increase in their personal effectiveness”. The largest group of alumni followed the courses because they were appointed by their employer because of the relevance of the course for their work. (52%).
7. **Follow-up after training.** The largest group of alumni did have after the course a meeting with their supervisors on how they could apply the learning in their work (66%)

### **Regarding Job Performance**

8. **Accomplishing better understanding of my work.** 80% of the participants responded positively to the question that the course led to a better understanding of the content and role of their work in relation to the tasks of their organization, while 66% responded positively “that the course led to an improved understanding of the role of other agencies/actors, and because of that improved their co-operation with other agencies/actors”.
9. **Impact level 1: Job performance improvement.** Combining the positive feedbacks (e.g. “very much” and “some how”) we see that the following impacts are mentioned most frequent:
  - a. the largest group (63%) mentioned that they succeeded to incorporate some of the innovative approaches and concepts in their work;
  - b. 61% mentioned that they can better collaborate now with their colleagues (team-

work)

- c. 59% mentioned that they succeeded to apply some new methods and techniques in their work; while
- d. 50% mentioned that they can now better plan and manage and define tasks of others.
- e. Finally, 70% of the alumni expressed that these improved capabilities were recognized by their supervisors.

10. **Impact level 2: positive impacts on the wider organization.** Again, combining the positive categories of feedback, we can see that the following impacts are mentioned most frequent:

- a. 59% mentions a higher quality of work/services;
- b. 45% mentions an increased quantity/output of the work, while
- c. 84%! of the alumni mentioned that they succeeded during their work to transfer some of their gained knowledge to colleagues and other staff.

Given the fact that the project intended to impart improvement in local government performance, it is gratifying to acknowledge that the survey amongst the alumni of UTI/TRHUD training programmes reveal a spin-off effect on local governments. This indicates that one should expect positive impacts of the project on this specific target sector.

When comparing the outcome of the four different groups amongst each other and compared with the overall results, the group of alumni from Local Government Units shows *some outstanding impacts* as follows:

11. **Impacts on the job performance of alumni (impact level 1)** caused by what they had learned in the courses. From all 4 groups, the alumni from Local Government Units scored clearly highest in “a better understanding the content and role of their work in relation to the tasks of their organization”, in “being able to better perform their tasks”, in “applying some new methods and techniques in their work”, and in “better collaborating with their colleagues”. At the same time 100% of the alumni are of the view that their performance improvement could have been higher if some organizational constraints would not have been there. (lack of management support to apply the new learning, and inadequate equipment and resources and work overloads were mentioned most).
12. **Positive impacts on the wider organization (impact level 2)** caused by the personal performance improvement. Again, from all 4 groups, the alumni from the Local Government Units were outstanding in recognizing “higher quality of work/services”, “increased quantity/output of work”, “greater client/customer satisfaction” and “cost savings”.
13. **Career improvements.** Above mentioned impacts are as well reflected in the feedback on whether any improvements have occurred after the course in the professional career of the alumni. Again the alumni from the Local Government Units scored highest as follows: All of them (100%!) indicated that improvements in their professional career have taken place, and again 100%! of those expressed that the training they have followed contributed positively to this improvement. “More interesting work (94%)” was mentioned most. Moreover 94% feels that their improved capabilities were recognized (very much, or somehow) by their supervisors.
14. **Decision Making and Capacity to Influence Policies.** Finally it is interesting to note that 50% of the alumni were Head of Departments and 50% Senior staff, and that there were no Junior staff amongst the alumni from Local Government Units.

## **5.2 Assess the project approach (strategy) on effectiveness and efficiency**

The effectiveness and efficiency of the project approach should be looked at from two perspectives. One that looks at the institution building strategy thus internal results. The other about the efficiency in achieving project objectives within the target sectors and target groups (external results).

The choice for a process and incremental project development approach proved to be the best to cope with Egypt's public sector's centralised system with its strong traditions of top-down decision-making and over-regulation. The establishment of UTI as a special unit associated to HBRC and under the university law, and the establishment of the basic conditions for the institute to exist and start functioning was a lesson of persistence and patience to overcome a paramount of difficulties and red tape in various levels of government. One example of that was the process for opening a bank account that was a sine-qua-non condition for IHS to put in practice the principle of delegated budget and gradual transfer of responsibility for project implementation from IHS to the Egyptian counterparts. It was time consuming process.

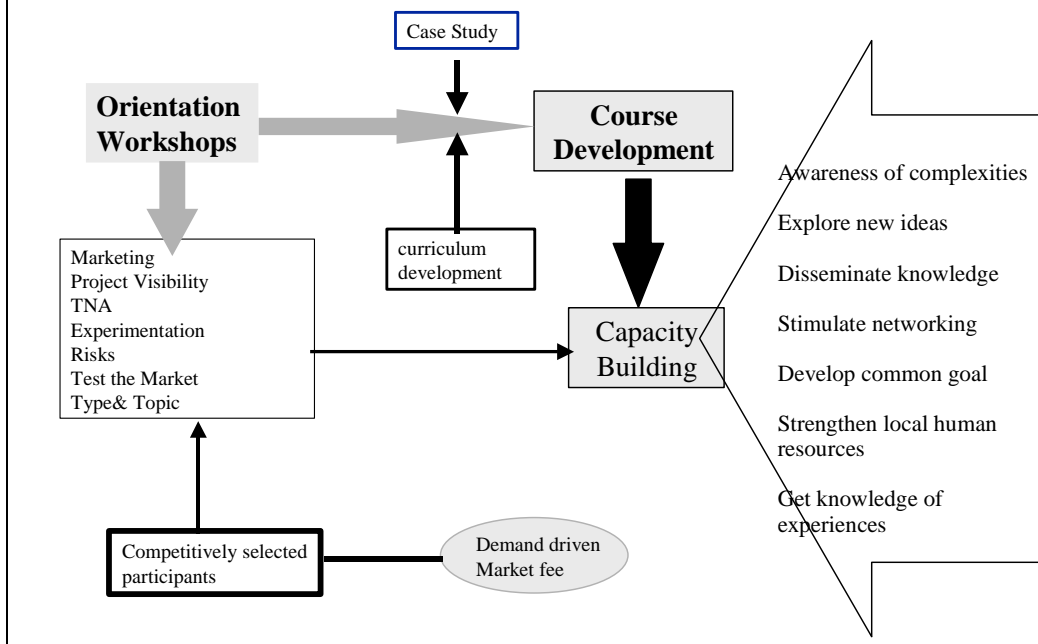
The incremental institution building strategy allowed for experimentation in establishing a private-like management and organisational culture within UTI. The relatively young staff and inexperienced with institution building projects required a continuous process of capacity building and on-the-job management assistance but with a gradual retreat strategy from IHS. This was to give space and opportunities for the Egyptian counterparts to exercise their leadership, and develop their management and coordination skills. The strategy worked adequately in providing the counterpart staff with the opportunity to gradually take over the driving seat of the project within their own institutional development process and build their ownership of the process of building UTI as a viable and sustainable training centre in Egypt. It is curious to see that this ownership was so great that at times it lead to stone wall attitudes of the counterparts against their Dutch partners.

Regarding the external results, the incremental training development strategy linking case study research and training development proved to be the most appropriate approach to develop problem-solved oriented courses tailored to the Egyptian context. The dynamic and interactive process through which most course curricula were developed and the knowledge built through the case study research helped to assess training needs and design proper responses for that (see diagrams thereafter).

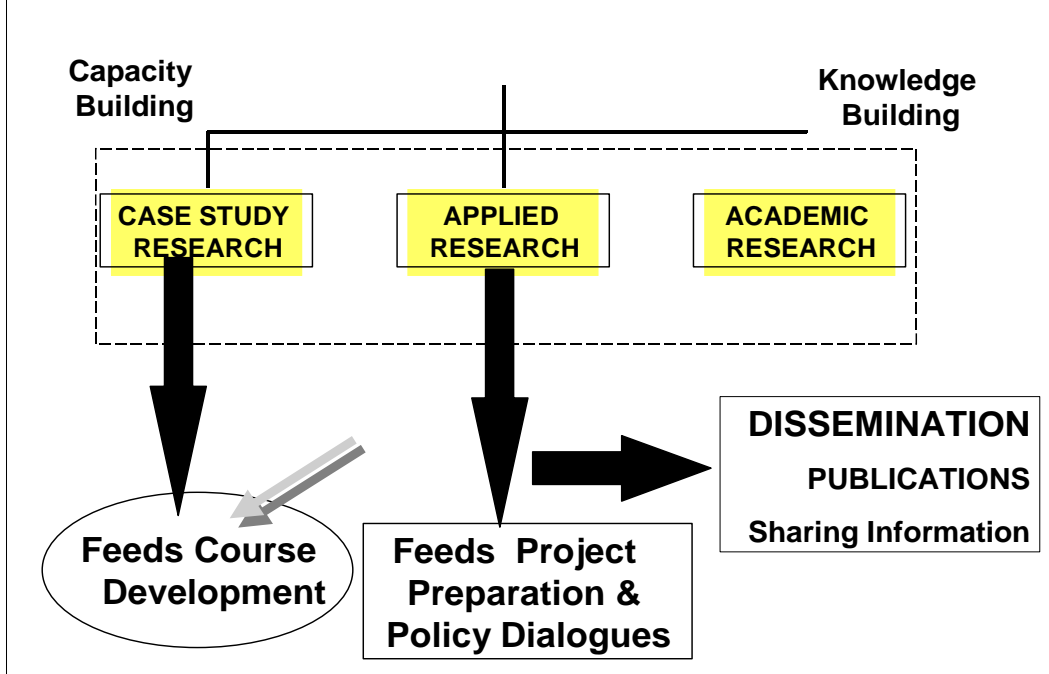
This peculiar approach helped to develop core competencies amongst counterpart staff via training while broadening knowledge of the Egyptian context. Because training focused on real problems identified in Egypt, the project and the courses ultimately developed by UTI – in cooperation with its Dutch partners – provided opportunities for target groups to develop meaningful and useful knowledge, skills and methods that were of immediate use in their working environment.

The primary focus given by the project to strengthen the position of UTI within Egypt proved to be the most appropriate one as it helped UTI to gain visibility and credibility that resulted into different organisations to contract its services. Thus helping with creating a sustainable basis for UTI to continue its operations after the project end. The broadening of activities towards the Arab Region only took place when UTI's position in Egypt was considered strong.

## Incremental Training Development Strategy



## TRHUD Research Component





### **5.3 Comments on the policy and on the risk assumptions made at the start.**

The following assumptions and limiting conditions were set in the project document:

- UTI will be continuously supported by Egyptian authorities in terms of access to funds to cover the actual cost of preparing/implementing courses.
- UTI will be able to generate additional income resources from tailor-made activities such as training, research and consultancy services.
- UTI will be able to compete with other institutes at an international market after the first years.

The following risk assessment was pointed by the project document:

- UTI will not be self-supporting at the end of the project but growing awareness about the need of well-trained staff as a condition to succeed with new policies of decentralization and privatisation will limit this risk.
- UTI's future will depend on the quality and devotion of its staff whose capabilities will have been improved with the project thus increasing their chances for better positions. The search for better job opportunities becomes one of the main risks for the continuity and viability of UTI.
- UTI will face competition with other institutes for the growing demand for training in Egypt and Arab region but with good quality control and continuous curriculum improvements and research combined with better utilization of staff, this risk will be limited.
- UTI will have to develop a new « corporate culture » that will result into market-driven approach of its staff. This will stress their responsibility for acquisition and marketing but ultimately can only result in efficiency if embedded in a marketing strategy using the tools and techniques already developed by the private sector.

In terms of early assumptions, there is a noticeable interest of the Ministry of Housing Public Utilities and Urban Communities for the work of UTI and several Governorates actually contracting UTI to undertake on-site tailor-made training. This has helped UTI to build its own portfolio and institutional curriculum that allows it to compete with other institutes. However, the Ministry's interest and political support to UTI was expected to be translated into more resources allocated to training and human resources development targeting the Ministry's counterparts and the housing departments of the Governorates.

Regarding the risks, the project helped to trigger growing awareness about the value added of training and human resources development in the country and particularly amongst Governorates whose employees have attended courses at UTI. However, this has not caused any direct impact on the self-supporting capability of UTI.

The project was instrumental in fostering a remarkable improvement in the quality of UTI staff and it was responsible for a wider public acknowledgement about their capacity as trainers. The results of the project triggered a noticeable interest for the services of UTI staff from the part of HBRC, Ministries, government agencies e.g. EEAA and Governorates. In addition to that, one must acknowledge the natural ambition of young professionals to climb the ladder of their institutional environment that is likely to occur as UTI staff starts excelling in their job. One must also not disregard the fact that low salaries in the public sector and the decrease in income as a result of the disappearance of the financial incentives provided by the project will likely to trigger UTI staff to start looking for additional income.

The project pursued a strategy to impart a private sector-minded attitude amongst the UTI staff but ultimately the staff remains public servants subject to the norms and traditions of public sector

and subject to Egypt's peculiar centralised system where seniority seems to have a very strong value. This is a risk to the relatively young staff of UTI.

**5.4 Sustainability (*describe how the developed activities will be continued, institutionalised and financed and name if applicable the spin-offs/ success stories* )**

The number of contracted training and assignments commissioned to UTI increased significantly during the last reporting period. This is evidence that the chances of continuity and consolidation of UTI are real. Altogether UTI has managed to build some reserves that can be used for further improvement of its package of services.

For example, the contract for developing the plans for villages were renewed and expanded by GOPP; the Governorate of Alexandria commissioned UTI to undertake a number of on-site tailor-made training programmes; the Social Fund of Development hired UTI to undertake a package of training programmes to NGO's and Community-based Organisations; EEAA commissioned UTI to assess different projects and undertake project management and construction inspection in various sites in the country; Danida hired UTI to provide solid waste management training; the UN-Habitat Agency has nominated UTI a regional capacity building institution and has set a contract for UTI to undertake a profile of Egypt and its training needs. And finally, UTI has just won a bidding of a World Bank sponsored project contract worth nearly LE 1 million in the Governorate of Sohag.

As far as the continuity of UTI after the end of the TRHUD project is concerned it is evident that UTI is managing to replace the income originated from the project by a number of other paid activities that will provide a basis for UTI staff to build confidence and be responsive to the local challenges.

There is a core staff of UTI who are perfectly capable to give continuation of the work carried out by the project and upscale the assistance of UTI to governorates and local governments thus potentially increasing the basis for long-term sustainability.

## 6. Financial report (chart)

### 6.1. Original budget in main budget lines

See annex.

STATEMENT OF EXPENDITURES		Period: 01/01/2004 up to and including 30/06/2004						
		A-1	A-2	A-3	B	C	D	E
Expenditure code	Description	Approved budget dated 8/28/1996	Adjusted budget dated n/a	Adjusted budget dated 3/8/2004	Expenditures current period	Accumulated expenditures previous periods	Accumulated expenditure project to date B+C	Balance project to date A 3-D
300	Personnel costs	1,088,914	1,088,914	1,088,914	169,458	923,217	1,092,675	-3,761
400	Purchases/investments	8,326	8,326	66,126	5	65,924	65,929	197
500	Operational costs	205,180	205,180	167,380	23,548	151,675	175,224	-7,844
600	Training and courses	653,885	653,885	653,885	146,682	462,479	609,161	44,724
	Subtotal	1,956,305	1,956,305	1,976,305	339,693	1,603,295	1,942,988	33,316
	not allocated yet	0	0	0	0	0	0	0
800	Contingencies 5%	40,049	40,049	20,049	5,423	7,295	12,718	7,331
	Total	1,996,354	1,996,354	1,996,354	345,116	1,610,590	1,955,707	40,647
Project budget reallocated, including interim phase IHS Project numbers 401EG01*								

### 6.2. Changes of the budget during the project period

There was NO change in the budget during the project period.

### 6.3. Use of funds of main budget lines

See annex.

### 6.4. Remaining funds

See Annex.

### 6.5. Comments

There is a remainder of €40,000.00 thanks to the difficulties in recruiting counterpart staff to follow training in The Netherlands both at IHS and ITC.

# Annexes

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1. List of items purchased under the project
2. Document on the transfer of ownership of project goods
3. Detailed financial report
4. Accountants report
5. Final Report ITC inputs
6. List of Courses Implemented