



Evaluation Summary



International
Labour
Office

Evaluation Unit

Dahshur world heritage site mobilization for cultural heritage for community development - Final Joint Evaluation

Quick Facts

Countries: Egypt

Final Evaluation: Mar 2013

Mode of Evaluation: Independent

ILO Admin responsibility: ENTERPRISES

Technical Area: economic/social development

Evaluation Management: MDG AF

Evaluation Team: Eva Otero

Project Code: EGY/08/50/UND

Donor: MDG AF (US\$ 3,095,086)

UNDP: 966,160 UNESCO: 772,005

WTO: 565,816 UNIDO: 340,742

ILO: 450,363

Keywords: community development, local economic and social development, government capacity building

Extracted from the Executive Summary of the full report

Objectives and methodology

This is the final evaluation of the UN Joint Programme “Mobilization of the Dahshour World Heritage Site for Community Development”. The evaluation framework was people-centred whereby stakeholders and beneficiaries were the key actors of the evaluation process and not the mere objects of the evaluation. The original questions prompted in the ToRs were combined with several issues raised during initial needs assessment and an evaluation framework was drafted. The evaluation framework has four levels of analysis (relevance; results;

coordination & efficiency; and sustainability). In answering the evaluation questions, we drew from the best available evidence across a range of sources, such as interviews, focus group discussions, workshops, direct observation, third party research and documents. This report presents the main findings and answers to those questions on the basis of evidence.

Description of the intervention

According to *Egypt Human Development Report 2008*, the governorate that administratively includes Dahshour area would only meet the first MDG targeting the reduction by half of the proportion of people living on less than a dollar a day if additional intensified development efforts are undertaken. A recent socio-economic study showed that economic activities in the five villages comprising the Dashour area are characterized with limited size revenues and profits, and limited capacity for job-generation. The aim of this Joint Programme is fostering sustainable development and revenue generation in the community of Dahshour through attracting tourism whilst protecting the area of the Dahshour pyramids and its ecosystem.

The programme framework is structured in two main outcomes: Outcome 1 “Employment, especially of youth and women in heritage arts, crafts, tourism and creative industries increased, and Outcome 2 “Enhanced institutional capacity to manage cultural heritage and natural resources” aimed to develop institutional capacity for the long-term preservation and sustainable development of natural and cultural heritage assets in and surrounding the Dahshour community.

Findings

Relevance

The project uniquely combines in an integrated manner cultural heritage aspects, natural heritage dimensions, and community development components. The fact that the programme is in an enclave situated inside the *Memphis Necropolis*, which is arguably the most important archeological site of the world, gives this initiative a special relevance as a cultural development programme.

To make tourism work for the people, two important things need to happen. On the one hand, tourist resources have to be turned into tourist products, and it is also necessary to work on the “readiness of the community” to receive the tourists. This is what we have labelled as building the “offer”. On the other hand, the project needs to market those tourist products among suitable audiences, which is what we labelled as “promotion”. The project heavily focused on building the “offer” rather than in promoting the products, which all stakeholders considered as a sound strategy and an indispensable first step.

The theory of change is fully presented in the full report. It requires the fulfillment of layers of preconditions that we have organized vertically in the diagram. We have found during the course of this investigation was that expectations created by the project, most importantly within the community of Dahshour, went well beyond that delineations represented in the theory of change.

The project succeeded in creating a common motivational horizon shared by all stakeholders and in planning activities and outputs that were to be the foundational building blocks to get there. This vision has strongly captured people’s imagination and in consequence, raised expectations that went well beyond the scope of the project.

While the project accomplished pretty much all it was set to do, expectations raised (most importantly within the community of Dahshour) where much higher than its stated objectives.

Salient results

It is important to acknowledge the challenges the project faced particularly in the light of the political turmoil happening in Egypt during the past two years. Most relevantly, the tourist industry collapsed after the revolution and it still has not showed signs of recovering. Furthermore, the revolution had a

powerful effect upon the mood of all stakeholders at every level. The structure and the power balance of many of the institutions involved within the project, and more concretely the governmental partners, also got greatly affected by the political events which translated into frequent changes in the mission of the institutions, in the senior management and in the focal points assigned to the project. We counted in total 48 personnel changes in governmental partners and UN agencies since the beginning of the project implementation.

Despite these challenges, the project has produced important results:

a. The project has been drawing attention to Dahshour, particularly from supported governmental partners which have dedicated extra commitment and resources to the area. The most salient result has been how the MoT has gone the extra mile allocating 50 million EGP to undertake basic infrastructure work essential to care for potential oncoming tourists.

b. The project has conducted wider training in a number of sectors related to tourism and business development. However, there is little evidence as to what impact this has had into people actually gaining skills, into jobs creation, and/or into changing the predominant business model designed to benefit big tour operators. However, trainings were very well received by the community, and that they had certainly created curiosity and increased expectations.

c. A partial exception to this has been the creation of an incipient sector of artisans who have gone to the level of being able to produce product prototypes with the potential to be marketed widely.

d. The component that has proven to have a deeper impact in building an entrepreneurship culture in the area has been the microcredit line implemented by BEST foundation.

e. The project has succeeded in building relations of trust with important sectors of the community through the numerous training programmes and most relevantly through the creation of different handcraft associations and particularly through the articulation of the LED Forum. However, the LED Forum in its present form is still far from sustainable.

On the one hand, it lacks the social base to be considered representative of the area and it still has

no sustainable activities to support itself. Despite efforts done by the implementing team to produce a revised M&E framework including performance indicators that measure impact, there is still a heavy inclination towards utilizing activities or output indicators, while there were not sufficient indicators that capture progress at the level of impact.

Coordination and efficiency

In the midterm evaluation the relationship among the implementing partners was described as “silos” working in parallel. This is not the case anymore, the partners are now more engaged and a good number of cooperative efforts have been documented. However, it was widely acknowledged that these types of synergies (among governmental partners, UN agencies and at the local level) should have been facilitated and articulated in a more formal manner. The “jointness” of the programme is expressed through its capacity to jointly undertake and execute common activities such as planning, procurement and monitoring.

However, the “pass-through” funding method does not provide sufficient basis for joint management of programme components. The average delivery rate in December 2012 was at 86%. Nevertheless, there are great variations in the different components and some of them, especially UNESCO, presented an alarmingly low rate. More worrying is the analysis of the disbursement rate as it is a direct indication of “activities completed” according to plan. In December 2012, three months before the project closure, only UNDP, UNIDO and ILO have reached an 85% completion rate.

Sustainability

Despite the overall strength and potential of this JP and the commitment shown by a number of stakeholders, most relevantly by the MoT, the sustainability component is still a shortcoming and needs to be carefully considered for the programme to be able to leave behind a lasting legacy. There is a clear expectation by many stakeholders and most remarkably by the beneficiaries that implementing partners should take a step forward and translate the foundational blocks into more tangible and lasting results.

Recommendations

1. In order to meet the expectations created by the Project and to build on the foundational work, the team should consider the design and implementation of a second phase.

2. It is recommended that a second phase should not be rushed into, allowing sufficient time (no less than 8 months) for the team to conduct a comprehensive stakeholders’ analysis, a participatory needs assessment for the next steps and an analysis of alternative strategies before a complete draft of the programme document is written.

3. During this “interim phase” a National Officer should be employed to coordinate the design of the second phase, to advocate and support governmental partners to deliver their commitments and to mobilize resources.

4. During the identification of stakeholders special focus should be given to those stakeholders not included in the first phase during the design. They are the Ministry of Interior, the Ministry of Defense, the Governorate of Giza and especially the community of Dahshour.

5. In this sense the LED Forum should play a key role and therefore it should be sufficiently funded to keep growing during the “interim” period.

6. The Technical Office of AECID (Spanish Agency for International Development and Cooperation) should also be kept abreast with the design processes of the second phase of the programme. Their role as “scouting” donors should be acknowledged by involving them in the design of the next phase.

7. Gender should be fully integrated into the overall project development. This will include formal spaces for understanding what constitutes gender mainstreaming in all components, and designate responsibilities for it. A comprehensive strategy and an operational plan should be drafted by all components with the assistance of a gender expert.

8. It is strongly recommended that the next phase has a revised M&E framework including performance indicators that measure impact.

9. During the design phase, it is recommended to organize exchanges such as learning trips to other areas of Egypt with similar characteristics to those of this programme and where the partners have previously conducted successful programmes such as in Fayoum or in St. Katherine so that Dahshour can learn from them.

10. It is strongly recommended to translate this report into Arabic and to share it with the community in Dahshour through the LED Forum.