Summary of Terminal Evaluation

1. **Outline of the Project**		
Country：The Arab Republic of Egypt		Project Title：The Project for the Conservation Centre in the Grand Egyptian Museum (Phase II)
Issue/Sector: Urban and Regional Development		Cooperation scheme: Technical Assistance related to Japanese ODA Loan
Division in charge：Urban and Regional Development Group, Infrastructure and Peace Building Department,		Total cost: Approximately 779 million yen at the time of Terminal Evaluation
Period of cooperation	(R/D): June 28, 2011 – March 31, 2016	Partner country's implementing organization: The Grand Egyptian Museum (GEM) and Ministry of State of Antiquities
	(Extended):	Supporting organizations in Japan:
	(F/U)：	Other cooperation organizations：

1-1 Background and Outline of the Project

In response to the limitation of space for exhibition and storage for overcrowded artifacts of the Egyptian Museum at Tahrir (hereinafter referred to as "the EM") which is the main museum in Egypt, the Government of the Arab Republic of Egypt (hereinafter referred to as "GoE") decided to build the Grand Egyptian Museum (hereinafter referred to as "GEM"). Upon the request from GoE, the Government of Japan (hereinafter referred to as "GoJ") decided to provide a Japanese ODA Loan for the construction of the main building (the loan agreement was concluded in May 2006).

GEM is expected to house fifty thousand artifacts at the opening, which will eventually increase to one hundred thousand. In connection with GEM, the GoE constructed, equipped and then operated the Conservation Center in GEM (hereinafter referred to as "the GEM-CC"), where the artifacts are being transferred to and to be preserved or conserved before being exhibited in GEM. The GoE requested the GoJ to implement a technical cooperation program concerning "the Project for the Conservation Center in the Grand Egyptian Museum" which aims at the capacity development of the GEM-CC.

In response to this request from the GoE, the GoJ decided to implement the project, and JICA started its technical cooperation for the project (Phase I: a preparation phase) in June 2008. During Phase I, JICA had prepared a capacity development program for the staff-members of the GEM-CC to be implemented in the course of the Project (Phase II: a full scale cooperation phase, hereinafter referred to as "the Project"), subject to discussions with the Egyptian experts concerned.

The Project started in July 2011. The main components of the Project are divided into three parts; Strength of management of the GEM-CC (Output 1), Improvement of knowledge and techniques about conservation (Output 2), and System and organization for construction of database (Output 3). Based on the "Conservation Capacity Building Program", the Project has implemented various training courses related to the area of "Preventive Conservation", "Conservation", "Conservation Science", and "Others" (study visit, assistance for database etc.). A total of 25 kinds of practical training courses are conducted in both Japan and Egypt. Each training course is held several times, and plays an important role for capacity building of the staffs of the GEM-CC.

1-2 Project Overview

(1) Overall Goal

The GEM-CC is established with the international base for conservation and study as the hub institute in Egypt.

(2) Project Purpose

The GEM-CC functions as an integrated center for conservation study according to international standard under self-sufficient management.

(3) Outputs
1) Principle of management is established.
2) Knowledge and techniques of the GEM-CC staff members for conservation are improved.
3) System and organization for construction of database are established.

(4) Inputs
Japanese Side：Total Cost Approximately 779 Million Yen
Long-term Experts 9 people Equipment 111 Million Yen
Short-term Experts 128 people Local Operation 130 Million Yen
Counterparts Training 80 people

Egyptian Side：
Counterparts Assigned 159 people (Management=8, Lab-head=21、Lab-staff130)
Equipment: Materials for Conservation works and studies
Land and Facilities for Office Space, Water, Electricity, Telephone, etc.
Local Operation to maintain the facilities

2. Evaluation Team

Evaluation team members	<Title> < Name> < Organization> Team Leader: Mr. Kazumasa SANUI, Director, Urban and Regional Development Group, Infrastructure and Peace Building Department, JICA Protection of Cultural Properties: Mr. Kazuya YAMAUCHI, Head, Regional Environment Section, Japan Center for International Cooperation in Conservation, National Research Institute for Cultural Properties Coordinator: Mr. Shinichi YOSHIHARA, Deputy Assistant Director, Urban and Regional Development Group, Infrastructure and Peace Building Department, JICA Evaluation Analysis: Mr. Takahiro MIYOSHI, Representative Director, MM-Service Ltd.	
Period of evaluation	From November 29th to December 18th , 2015	Type of evaluation: Terminal Evaluation

3. Results of Evaluation

3-1 Confirmation of Actual Performances

(1) Project Purpose
Indicator 1: Degree of understanding of management principle by the GEM-CC staff-members
Indicator 2: Introduction status of knowledge and techniques of storage, conservation, and conservation science with global standard

The achievement of the Project Purpose is judged as that fundamental parts of the project purpose will be achieved by the end of the project period. Regarding Indicator 1, Strategic Management Plan (hereinafter referred to as “SMP”) and Key Performance Indicators (hereinafter referred to as “KPI”) have been known by all management level staff and some lab-head level staff as the principles. However, SMP and KPI have only been shared by the management level, not by all staff at labs, and other management tools are not established. About Indicator 2, interviews revealed that the level of achievement of GEM-CC is satisfactory compared to the starting point (i.e. starting from almost nothing). Since the organogram was established and most of their posts were fulfilled, the GEM-CC is established as an organization. Judging from these evidences, the project purpose is evaluated as achieved at fundamental level.

(2) Output 1
Indicator 1: Statute of the GEM-CC, stipulated work flow, management policy, work

evaluation system, system for securing occupational safety and health

Output 1 is basically achieved because of the fundamental management policy and tools were introduced. While the fundamental management policy and tools such as SMP, KPI and workflow of database were introduced and used, there are other tools under development such as Statute of the GEM-CC, work evaluation system and system for securing occupational health and safety.

(3) Output 2

Indicator 1: Self-reliant work of the GEM-CC staff-members
Indicator 2: State of introduction of preventive conservation principle and its practices
Indicator 3: State of application of knowledge and techniques on appropriate conservation
Indicator 4: State of introduction of conservation science and its practices
Indicator 5: State of application of knowledge and techniques on conservation and location management for collections in storerooms
Indicator 6: Activities at international symposia or related organizations both of domestic and international

All indicators of Output 2 show that the knowledge and techniques have been significantly improved. Capacity Assessment Sheet (hereinafter referred to as “CAS”) has been introduced by the project to monitor the progress of knowledge and technical skills of laboratory staff. All indicators in CAS showed improvement, while there are variances among participants. About their self-reliance level, that the staff are able to conduct their work related to the knowledge and skills which they have been taught. However, they will face challenges if they deal with new areas of knowledge and skills. It is noted that the project has developed capacities of the training coordinators among the staff.

(4) Output 3

Indicator 1: State of establishment of the Grand Egyptian Museum Information Center (GEM-IC)
Indicator 2: Established work-flow for construction of database
Indicator 3: State of self-reliant work of the GEM-IC staff-members
Indicator 4: Establishment of base for the incorporation to the GEM-CC activities

Output 3 is achieved in terms of establishment of the system and organization for construction of database that can be used for data input. Although GEM-IC has not been established, the Archeological Database Department (ADD) had been developed with JICA's support and its functions are now transferred to the "Registration Unit" which was integrated to GEM’s organization to succeed the database.

3-2 Evaluation based on the Five Criteria

(1) Relevance:

Relevance is High.

The Egyptian government's paper "Egypt's Vision 2030" clearly stated that the tourism sector including museum development is a key sector, and the GEM-CC is the fundamental function for museums in Egypt. Thus, the Project Purpose is aligned with the government policy.

Japan's Country Assistance policy for Egypt clearly stated that tourism, using historical matters, is one of the areas of focus for economic development. GEM-CC is the largest Center to maintain the historical matters, and project to strengthen GEM-CC is aligned with the Japan’s assistance policy. .

According to the document prepared for development of GEM “the Grand Egyptian Museum” published by Supreme Council of Antiquities (SCA), the GEM-CC is explained as one of the core functions of the GEM. Thus, the project to support GEM-CC is aligned to their needs. Stakeholders said that the project including the training program is relevant to the needs of the stakeholders.

Japan has technical advantage such as a conservation using "Washi" Japanese paper, preventive conservation, packing and transportation. Some pointed out that Japanese experts taught not only techniques but also attitudes with work ethics and teamwork, and that have not been learned from non-Japanese experts.

(2) Effectiveness

Effectiveness is High.

The Project Purpose is achieved as fundamentals for the GEM-CC have been established, but there are some necessary management principles and tools that need to be further developed and shared by all staff for the fully-fledged GEM. In terms of development of capacities of GEM-CC, the Project is one of the largest projects and there are no significant inputs from other donors. Thus, the current achievement of GEM-CC can be attributed to the project's effects.

Project Design Matrix (hereinafter referred to as "PDM") sets the Project Purpose and outputs, some of whose indicators are overlapped. The Project Purpose seems to be just a summary of outputs and the logic is not well established to be used for management. PDM is not referred to as a main tool for management of the project. Nevertheless, the project has been managed well to achieve expected objectives (purpose and outputs), because the project introduced SMP, KPI and CAS for their management of the project.

(3) Efficiency

Efficiency is Relatively High.

1) Input (human resource)

(Japanese input)

There are a lot of inputs from Japanese side.

A total of 137 experts with a worth of 257 Man/Month(M/M). According to the questionnaire results, about 90% said the efficiency is achieved on average in terms of its quantity, quality and timing. Without the experienced experts, the trainings could not be implemented. Based on the well-defined training program, the Japanese side has provided an adequate number of competitive human resources from Japan, and sometimes other countries.

(Egyptian input)

There are a total of 8 management-level counterparts, 21 laboratory head staff, and 130 laboratory staff involved in the project. According to the questionnaire results, about 90% said efficiency is achieved on average regarding human inputs from the Egyptian side. The Egyptian side made an effort that all of the posts have now been filled, under the supervision of the General Director of GEM. The Project has selected participants based on the needs of the staff, in accordance with the contents of training courses. The selection was made by the criteria specified in the training program, and an appropriate number of trainees from each technical field has participated in the training courses, although a few stakeholders had an impression that the selection of the trainees was made in terms of equality, rather than competitiveness. 17 trained staff have left the GEM-CC after receiving the trainings. Those withdrawals of the capacitated human resource from the Project have affected achievement of the Outputs of the Project.

2) Input (material and facility)

The Project provided the materials and equipment in the time of the trainings conducted. In addition, the Project has provided various equipment which has contributed to trainings and actual conservation works at GEM-CC. The material inputs are key for the success of the Project, because the provided equipment and materials were used by the laboratory for doing their activities. All materials and facilities are efficiently used.

3) Input (training)

During the project period, there have been a total of 90 titles of trainings and workshops conducted in Egypt, Japan and Third countries, for staff in laboratories. The total amount of the trained days were 12,634 personnel/day. The amount of the cost and time used for the training implementation is very significant for the Project aiming to develop the capacity of the staff of GEM-CC.

(4) Impact

Impact is High.

One of the expected impacts is the achievement of the Overall Goal "The GEM-CC is established with the international base for conservation and study as the hub institute in Egypt".

There have already been some activities to provide services to other museums by the GEM-CC, in which there are competitive staff trained by the Project. Technically, the achievement of the Overall Goal is highly possible. Besides, there are some challenges such as financial shortage and organizational development in terms of management, which are fundamental issues to be addressed before the achievement of the Overall Goal.

There are other impacts made by the Project. Some of the laboratory staff such as organic laboratory, wood laboratory, etc., have lectured to staff of other organizations such as SCA, EM, etc. The ex-staff who left the GEM-CC have been allocated to other museums where they extend their techniques by sharing with their colleagues. Besides, the impacts of the Project for the society are limited due to the fact that the Project's activities were conducted in the GEM-CC. Further publicity efforts should have been made for such a national project. However, once the GEM itself is opened, the GEM will have significant impacts for the social, economic and cultural aspects.

(5) Sustainability

Sustainability is Relatively High (except for the financial aspects whose sustainability is evaluated "moderate")

In policy aspect, the GoE has a clear policy "Egypt's Vision 2030" to support the museum development as a key facility for tourism. In addition, the recent news (Cairo Post) reporting that the GoEhas approved the 300 million USD worth of the budget for the GEM, shows that the GoE will support the museum for their tourism development. According to the questionnaire results, about 38% of respondents answered "Cannot judge yes or no"for policy support, and which means that there is uncertainty of the situation of the government policy.

In institutional aspect, the new organogram of the current GEM has been developed this year and the institutional setting has become clearer than before. According to the questionnaire results, 55% said that the GEM-CC will have a good operational system, while the others felt not so. The majority of interviewed stakeholders said that there is a challenge for management to continue the service (activities) of GEM-CC after JICA's support ends. It is caused by shortage of financial resource, and managerial capacities of the GEM-CC which does not have a department dedicated for human resource and financial (more than accounting) management.

In technical aspects, 62% of the stakeholders said that the staff will continue with the level of service. The majority said that the staff will continue with the level of service in the area which they have learned through the project, but some of the non-taught areas cannot be secured for its quality without further trainings and/or technical guidance by experts. Some stakeholders expressed concerns about the handover of the equipment and materials from the Project to the GEM-CC. There are lots of training materials stored in the GEM-CC library which can be used for the further trainings. There is a training program which was revised after the Mid-term Review, but it does not cover some areas which have not been taught JICA-supported training. There are 4-5 "core participants" for each training title and there are 10 "Training Coordinators" who are able to conduct some parts of the training activities. But their current job is limited in implementation, not including plan and evaluation of training.

3-3 Positive Factors for Realization of Effects

(1) Project Design

1) Planning and implementation with a training program

The development of the training program was coordinated by the experts in the fields. The trainings were conducted in accordance with the program and program was revised in terms of alignment with the needs of the training participants.

2) Training with practical equipment and materials

The trainings were implemented with provision of equipment and materials. The trainees have used the equipment and materials from the training to continue their practices after the trainings. Through the follow-up activities, the trainees could improve the skills and continue even under financial difficulty.

(2) Implementation process

3) Introduction of SMP-KPI and CAS

While the Project is not monitored with PDM, the progress of achievement has been monitored by the use of KPI and CAS.

3-4 Negative Factors for Realization of Effects

(1) Project Design

1) Unclear Description of the Project Purpose and logics

PDM contains all necessary information but there are unclear words such as “international standard” which was not fully understood by consensus of stakeholders. There are duplication of indicators among the project purpose, overall goal and outputs. Logic is not very robust.

(2) Implementation process

1) Severe turnover of staff due to salary cut of GEM-CC staff

The Project’s activities have been seriously influenced by the severe turnover of staff who were trained by the Project, in terms of achievement of Output 2.

2) Frequent changes of Japanese experts / Late posting of project manager

The frequent changes have affected the smooth implementation of the Project, because the stakeholders had to re-build a system of communication and relationships of stakeholders

3) Communication between Japanese and Egyptians

The early stage of the project had experienced communication challenges between the Japanese and Egyptian sides. The communication, however, has been improved after the revision of the training program with involvement of Egyptians, and introduction of the periodical meetings of stakeholders, held every 2 weeks.

3-5 Conclusion

The project is evaluated as successful for the establishment of the fundamentals for GEM-CC as a part of the GEM. At the laboratory level, the project developed the capacities of the laboratory staff through a lot of trainings that are highly aligned with the needs of the laboratory staff. Institutionally, the project nurtured the core members and the training coordinators who will be able to enhance the capacities of the other laboratory staff.

At the management level, the project introduced important management tools such as SMP and KPI, which are agreed and used by the management staff of the GEM-CC. On the other hand, there are some management issues that need to be addressed such as a written statute, etc. Thus, further efforts for the development of management capacities need to be continued.

Among the results of five evaluation criteria, sustainability especially in financial aspects is very challenging. Financial difficulty of the GEM-CC has influenced negatively on the project progress in various aspects such as shortage of materials in laboratory works and severe turnover of the trained staff. Despite the financial problem, the project could achieve the project purpose especially in terms of capacity development, because the project provided a good amount of materials that are used for the laboratory works. At the management level, introduction of SMP and KPI rather than using PDM indicators helped the stakeholders to monitor the progress of the organizational capacities.

3-6 Recommendation

(1) Handover of the equipment and materials have been ensured by establishing a management system of equipment and materials, including registration and maintenance of the items, with technical support from Japanese experts.

(2) SMP-KPI andCAS system will be considered for application to all departments and laboratories in the organizational development of the GEM.

(3) Financial issues need to be discussed including various options of fund-raising, such as applying for research projects both nationally and internationally.

(4) There needs to be further human resource development by empowering Training

Coordinators and Core Participants, for enabling them to plan, implement and evaluate a training program by themselves.

(5) Follow-up activities for human resource development through trainings led by the GEM-CC staff should be accelerated even after the project for sustainability.

3-7 Lessons Learned

(1) SMP-KPI and CAS, introduced by the project, is a effective tool for an organizational development project, which is difficult to be designed in PDM.

(2) Training with equipment and materials, which are provided for the follow-up activities, is effective for the trainees to improve the skills.

(3) Development of “Training Coordinators” through the trainings conducted by the Project, ensure the sustainability.

(4) Periodical meetings (e.g. a meeting held every 2 weeks) help mutual understanding of stakeholders in the two countries.

(5) Using a general and vague word such as “international standard” and “global level” makes it difficult for the stakeholders to understand the project goals.