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# PREPARATORY PHASE FOR PRODUCTION OF SIGUEAL EL-AINEE IN URBAN AREAS: FIELD MANUAL

EGYPT FINANCIAL SERVICES PROJECT  
TECHNICAL REPORT #41

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## DATA PAGE

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System in the Ministry of Justice

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Office Locations

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formalization campaigns, rapid adjudication  
techniques and systematic rolling adjudication.

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The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

## GLOSSARY

| Term  | Definition / Description   |
|---|--|
| Adjudication                                      | <p>A judicial decision or formal judgment by a court or tribunal.</p> <p>Systematic adjudication is generally carried out during the introduction of a system of title registration to investigate and identify and adjudicate all rights, responsibilities and interests connected with individual real property objects. These are then registered against the object in the title register.</p>   |
| Aerial Survey                                     | <p>A survey of an area made by taking sequential photographs from an aircraft; plans are then drawn from the aerial photographs.</p>   |
| Benchmark   | <p>A permanent reference mark or point established for use by surveyors in measuring differences in elevation.</p>   |
| Boundary  | <p>The line which separates property in one ownership from its neighbour(s); it is therefore the limit in all directions to which the ownership extends.</p>   |
| Cadastral Form (Sahiyfa akariya)                  | <p>Used in the <i>Sigueal el-ainee</i> system as the form on which ownership information is recorded. Every parcel has its Cadastral Form. The Cadastral Form is akin to what is called a registration card or registration sheet in other countries. It is the document referred to in Article 58 of Law 142 of 1964 (the <i>Sigueal el-ainee</i> Law). That Law also refers to the Cadastral Form as a title deed (<i>sanad al mulkkaya</i>).</p> <p>The original of the Cadastral Form is kept in the central registration office. A copy of the Cadastral Form is provided only to the original parcel owner. Subsequent owners receive Certificates (<i>Shaheda</i>) pursuant to Article 59 of Law 142 of 1964.</p> |
| Cadastral Information Form (CIF) (kashf tahadeed) | <p>The form generated by the ESA District Office (EDO) describing the property that is the subject of a transaction. The EDO must provide the CIF to the local Registry Office (RO) before the RO will proceed with registering a transaction.</p>   |
| Cadastral Index Map                               | <p>The purpose of a cadastral index map is not to show each individual property with high spatial accuracy but rather to show properties in their correct spatial relationships to each other.</p> <p>Historically, cadastral index maps were often built up from surveys of individual parcels, a bottom-up approach. The</p>   |

bottom-up approach requires generalization of the individual parcel maps to get an overview map in which all parcels fit smoothly.

In modern times, with the availability of computerized maps, aerial and satellite photography, and other top-down views, cadastral index maps are often prepared independently in parallel with the surveys of individual parcels.

|                                       |   |
|---------------------------------------|---|
| Cadastral Plan (Location Plan)        | A plan which, for clarity of interpretation, is of a large scale (e.g. 1:1,250 or 1:2,500) to show the position of a specific property in relation to its surroundings.   |
| Cadastral Survey                      | A survey carried out for the determination, identification, re-establishment or adjustment of the boundaries of a property on a plan.   |
| Certificate of Authenticity (Shaheda) | The certificate issued pursuant to Article 61 of the <i>Sigueal el-ainee</i> Law to confirm the authenticity of a copy of the Cadastral Form or Certificate issued under Article 59.  |
| Certificate of Title                  | A statement of opinion on the status of the title to a parcel of real property based on an examination of specified public records.   |
| Deed                                  | A document, being written evidence of a legal transaction, which has been signed, sealed and delivered to testify to the agreement of the parties concerned.  |
| Easement                              | A right to use the land of another for a specific purpose, such as for a right-of-way or utilities; an incorporeal interest in land.  |
| Encroachment                          | Unauthorized extension of the boundaries of a piece of land over adjoining land, via occupation, which belongs to another.  |
| Mutation Form                         | The document generated by the EDO when a parcel is created. It contains spatial information regarding the real property object as well as ownership information that is updated each time there is a transaction. The spatial information is generated through results of cadastral surveys performed by EDO or EPO surveyors.  |
| Plan                                  | <p>1) A drawing to scale of the layout and construction of a part of a building, whether existing or proposed, in horizontal section e.g. of a particular floor or set of rooms, and showing details such as windows, doors and permanent partitions.</p> <p>2) A drawing of a relatively small area of land, usually drawn to a large scale and including details of boundaries, buildings, structures, service and other man-made features of a relatively permanent nature in addition to physical</p> |

features.

3) A set of proposals for the performance of a task or undertaking in a controlled manner or in a series of predefined steps according to certain principles or rules. In the case of the future development of an area, it would probably embrace maps and written statements.

|  |   |
|--|---|
| Registered Contract<br>(ad el baiya el nehaie) | A final contract, sometimes referred to as a deed, registered under the <i>Sigueal el-shaksi</i> system. The original is printed on oversized green paper and is kept in the central registration office. A blue copy on laminated legal size paper is provided to the owner. |
| Sigueal el-ainee                               | Registry of real property (all rights, responsibilities and interests are registered against real property objects).  |
| Sigueal el-shaksi                              | Personal registry (meaning registration of real property objects against the name of a person).   |
| Site Plan                                      | A drawing of an area of land, on a horizontal plane, showing the boundaries and physical extent of the land included in a particular parcel. It may also show existing buildings or the proposed layout of a development.   |
| Subdivision                                    | A tract of land divided by the owner, known as the subdivider, into blocks, building lots, and streets according to regulations.  |
| Survey   | A process of investigation into some subject involving measurement and/or assessment, e.g. building survey; land survey; land use survey; pedestrian survey.  |
| Traversing                                     | A method of land surveying by measuring angles with a theodolite or total station, from each station to other stations, measuring the distance between stations and plotting the results. The stations are generally used as local geodetic control points for land surveys.  |

## ACRONYMS

|        |   |
|--------|---|
| BPI/R  | Business Process Improvement/Re-engineering           |
| CAPMAS | Central Agency for Public Mobilization and Statistics |
| CIF    | Cadastral Information Form                            |
| CIM    | Cadastral Index Map                                   |
| ECSM   | Egyptian Committee of Survey & Mapping                |
| ECIM   | Egypt Cadastral Information Management (Project)      |
| EDO    | ESA District Office                                   |
| EFSP   | Egypt Financial Services Project                      |
| EHFC   | Egyptian Housing Finance Company                      |
| EPO    | ESA Provincial Office                                 |
| ESA    | Egyptian General Survey Authority                     |
| GIS    | Geographic Information System                         |
| GO     | Governorate Office                                    |
| GOE    | Government of Egypt                                   |
| GPS    | Global Positioning System                             |
| ID     | Identification  |
| LIS    | Land Information System                               |
| MFA    | Mortgage Finance Authority                            |
| MOF    | Ministry of Finance                                   |
| MOH    | Ministry of Housing, Utilities and Urban Communities  |
| MOI    | Ministry of Investment                                |
| MOJ    | Ministry of Justice                                   |
| MSAD   | Ministry of State for Administrative Development      |
| NCA    | New Communities Agency                                |
| NO     | Notary Office   |
| PIN    | Parcel Identification Number                          |
| RAC    | Registration Advisory Committee                       |
| REPD   | Real Estate Publicity Department                      |
| RETA   | Real Estate Taxation Authority                        |
| RO     | Registration Office                                   |
| RFP    | Request for Proposal                                  |
| SDI    | Spatial Data Information                              |
| TDL    | Training Development Laboratory                       |
| UCD    | Universal Cadastral Database                          |
| USAID  | United States Agency for International Development    |
| WB     | World Bank  |

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## 1. INTRODUCTION

Egypt has two registration systems: *Sigueal el-shaksi* (sometimes called the “deeds” system), and *Sigueal el-ainee* (sometimes called the “title” system). *Sigueal el-shaksi* (deeds) is the older of the two and operates in urban areas. *Sigueal el-ainee* (title) was introduced in 1964 with the intent of converting the entire country to a registration-of-title-type system but it has been implemented only in rural areas.

The Ministry of Justice (MOJ) has made a policy commitment to transform its obsolete and incomplete registry that uses a Personal (Grantor-Grantee) Index and handwritten Deeds of Title to prove ownership into a modern civil law registry, encompassing all residential and commercial property and providing a unique Parcel Identification Number (PIN) for every parcel and unit. This intended transformation will substantially increase certainty of ownership and provide an essential basis for collateralizing real estate finance.

The Egyptian Financial Service (EFS) Project is assisting with the implementation of *Sigueal el-ainee* in urban areas. More specifically, this task requires the redesign of business processes under Law 142/1964, development of streamlined and automated processes and implementation of *Sigueal el-ainee* in two selected urban areas. The two areas selected are Nasr City and 6 October City. Smaller cadastral zones within these two areas that will provide for approximately 30,000 real estate properties or objects (apartments, villas, etc.) to be surveyed have not been determined to date.

### 1.1 Institutional Partners

The institutional partners of the Egyptian Financial Services Project have been defined as ‘process owners’ and ‘cooperating institutions’.

#### Process Owners

In 2004 EFS entered into bilateral agreements with (i) the Ministry of Justice and with MOJ the Real Estate Publicity Department (REPD) and (ii) the Egyptian Survey Authority (ESA). These two institutional partners are the process owners and principal beneficiaries of EFS technical assistance under Task 2.

#### Cooperating Institutions

EFS will work closely with cooperating institutions, including:

- The Minister of State for Administrative Development (MSAD)
- Ministry of Finance (MOF), specifically the Real Estate Tax Authority (RETA)
- Ministry of Housing, Utilities and Urban Communities (MOH), specifically the New Communities Agency (NCA) responsible for 6<sup>th</sup> October City
- The Municipality of Nasr City

#### Project Advisory Committee

EFS management is pursuing the creation of a project wide advisory committee to resolve inter-agency coordination issues and expedite approvals to enable all tasks within EFS to proceed. It has been recommended that the Ministry of Investment (MOI) establish such a Project Advisory Committee (PAC).

### 1.2 The Purpose of the Manual

This Manual will eventually present in a comprehensive manner the full range of field operation activities, systems, processes and procedures as a guide for implementers of *Sigueal el-ainee* in established urban areas.

Version One of the Manual is a road map for discussion and agreement on implementing the Preparatory Phase for first registration under *Sigueal el ainee*. As important parameter decisions are agreed between EFS and the process owners, the Manual will become more detailed and explanatory of the steps required to reach the stage of the issue of *Sahayfa Akariya* to real estate owners.

As the Manual progresses through various iterations, it will be used for training field data collection teams in the preparatory phase and introduction of *Sigueal el ainee* in areas specifically designated by a Ministerial Decree.

Eventually, the pilot will establish a base of experience that will more confidently form a version of the Field Operation Manual that can be used as the foundation for up-scaling *Sigueal el ainee* in Cairo.

The Manual is currently in one volume but will likely eventually become two volumes: **Volume I** will outline the processes and the procedures in Field Operations, while **Volume II** will provide samples of the different forms used for data collection and documents required to support the property registration processes and procedures.

The Manual will need to be translated to Arabic and all training courses based on the Manual delivered by Arabic-speaking staff.

### **1.3 Manual Structure and Route Map**

Introduction of *Sigueal el ainee* in urban areas involves three broad phases: Preparatory Phase, First Registration Phase and Post-First Registration Phase. The Manual is divided into three **Sections** consistent with these three phases.

The activities of the Field Operations are presented in a logical sequence, with each major task reflected as a separate **Chapter** of the manual. However, not all situations can be fully anticipated and new situations are expected to emerge, to which this manual may not be able to fully respond. Field operators will therefore need to modernize and ensure that improvements and lessons get documented, discussed, and reflected in the succeeding versions of this manual.

The Manual does not cover:

- *6 October City* - The first registration process in 6 October City will not involve systematic door-to-door collection of claimant information. A Manual will be developed for 6 October City as information becomes available and the methodology is further developed
- Process within the REPD
- Subsequent transactions

## **2. REGISTRATION STRATEGY AND PROCESS**

### **2.1 Overview**

The Egyptian Financial Service Project (EFSP) is assisting with the implementation of *Sigueal el-ainee* in urban areas. More specifically, this task requires the redesign

of business processes under Law 142/1964, development of streamlined and automated processes and implementation of *Sigueal el-ainee* in two selected urban areas.

A Ministerial Decree is required to apply *Sigueal el-ainee* in defined areas. A Preparatory Phase precedes the issuance of the Ministerial Decree. The Preparatory Phase includes:

- A public awareness campaign;
- Site visits for collecting data. Because existing information in the Egyptian Survey Authority (ESA) and the Real Estate Publicity Department (REPD) under the Ministry of Justice are incomplete and outdated, it has been recommended by the EFS that first registration emphasize the field collection of ownership information on a systematic basis from all households within the designated area; and
- Developing building maps (locates residential blocks and intersecting streets, roads, real estate details and number of units) and identifying the property numbers.

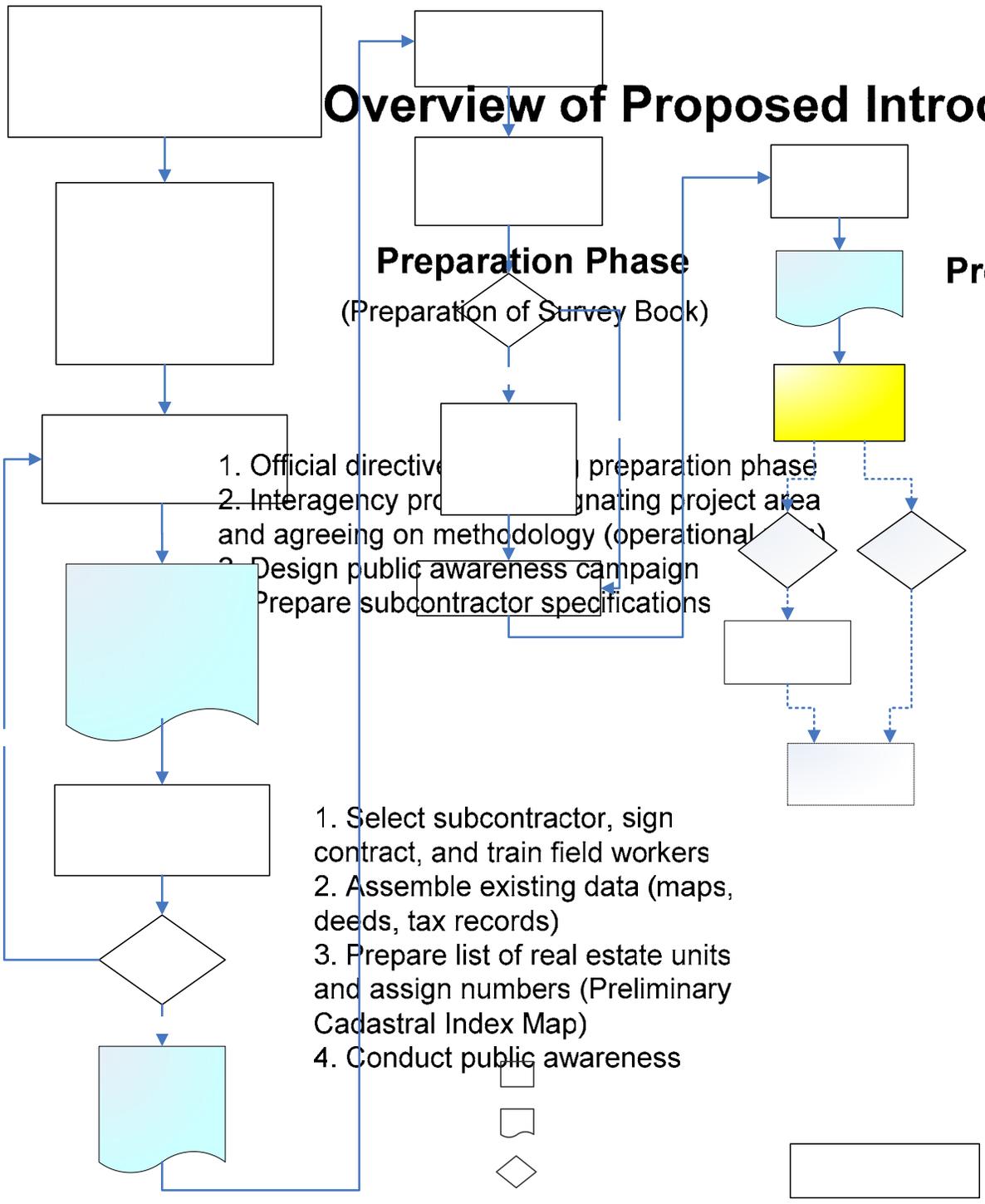
In parallel with the Preparatory Phase, the ESA drafts the cadastral maps in the survey section and the draft Ownership Book. ESA is responsible for preparing the draft Ownership Book. However, REPD is suggesting (see Note on Preparatory Phase) that legal professionals and real estate taxation professionals (in order to spot the violating buildings as Law No 25/1992 prohibits registration of violating buildings) be involved at this stage.

A Committee comprising REPD and ESA request passing the Decree. The Ministerial Decree is passed in application of the Registry Office in a specific region. In addition, Law 142 requires that all properties within the designated area must be brought within the system on a mass, rather than individual basis. Consistent with these recommendations, the field operations described in this manual support a systematic approach to the collection of ownership information in the field.

First Registration Phase encompasses the activities that occur after the Ministerial Decree is issued for a defined area.

Post-First Registration Phase is defined as activities that occur once the Register is handed over to the Registration Office that is responsible for registering subsequent transactions.

2.2 Field Work Flowchart



## **2.3 Principles**

An important aspect of large-scale titling campaigns is ensuring appropriate, cost-effective methodologies are in place to bring as many property units possible into the new registration system as possible. The methodologies need to be time-efficient and practical in terms of satisfying stakeholder requirements in providing enough information to unambiguously identify individual real property units.

### **First Registration Principles**

*Systematic First Registration* – Registration through *Sigueal El-Ainee* is to be conducted systematically on an area-by-area basis. It will be applied to the whole area, not to individual properties. Within each area, all property owners and other interested parties submit claims and scrutinize rights on a mass rather than an individual basis.

*Field Data Collection* – is the process of site visits and other means of collecting data from owners during first registration instead of relying on outdated or incomplete information in the existing records of REPD and ESA. Rights in real estate units shall be registered on the basis of best evidence available: notarized documents, possession, consent of concerned persons, or other means authorized by law.

*Review by Public and Objection Review Committee* – is the process whereby preliminary determinations of ownership will be subjected to public review and comment.

### **Cadastral Surveying Principles**

In order to speed up and streamline the process of property registration integration, it is important to develop a flexible, yet accurate cadastral surveying system; that is a system that follows these basic principles<sup>1</sup>:

Cadastral surveying data (maps, plans and coordinates) constitute evidence to support the definition, validation or re-establishment of a real property object boundary.

All available evidence will be evaluated in support of the validation or re-establishment of a real property object boundary. Evidence may include surveying and mapping records and data, physical indications, verbal testimony, etc.

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<sup>1</sup> Rabley. P., 2004, Integrated Registry & Cadastral Systems

In addition to the delineation and demarcation of real property object boundaries, cadastral surveying is the basis for the delineation and demarcation of spatially defined encumbrances to real property rights (e.g., servitudes). In general, all available legitimate boundary evidence will be considered (weighed) when validating or re-establishing a boundary. The principle of the *preponderance of evidence* will prevail.

### **3. PRELIMINARY ACTIVITIES**

Preliminary activities have to be determined and agreed between EFS and the institutional partners before the communications strategy and field data collection can begin.

#### **3.1 Protocols and Agreements**

##### **Registration Advisory Committee**

Cooperation among MOJ, ESA, and the EFS Project, is formalized through the formation of a Registration Advisory Committee (RAC). The Committee should have membership similar to the Board of Directors of the *Sigueal El-Ainee* Fund. The Minister of Justice could direct the Board to function as the RAC to avoid having to establish a new body. The RAC should provide policy guidance to the project, be the liaison with other GOE agencies, and would form technical subcommittees to provide input on issues such as public awareness, mapping, automation, finance, and law.

##### **Official Directive Activating Preparation Phase**

The region (in application of a Registry Office) must be specified by MOJ in order to officially activate the Preparation Phase of *Sigueal El-Ainee*. Once the area(s) are designated, work can begin in a number of areas including: design of the communications campaign, preliminary cadastral map preparation, and subcontractor specifications.

##### **Design of Communications Campaign**

Most commonly, a Communications Strategy would begin with research into the knowledge, attitudes, and practices (KAP) of the target population regarding registration. This research would include people's knowledge of registration, their experiences dealing with the agencies responsible for implementation, why and how they make decisions to register or not, and examine key motivational factors, (including affordability, ease of procedure, disincentives to adopt the procedure, etc). The outcomes of this research would then inform the development of a communications strategy. This approach is not practical for a rolling program of conversion to *Sigueal El-Ainee*. The proposals for a communications strategy in Version 1 of the Manual are the result of examination of a range of public awareness campaigns and pilot studies related to land registration, interviews with experienced research and public relations agencies in Cairo, and focus group discussions held with a small number of building residents, and building union officials.

Once the designated areas for implementation of *Sigueal El-Ainee* are known, Census Data for both buildings and population for 1996 can be examined to determine characteristics of the areas subject to the public awareness campaign and systematic collection of claimant data. Census data is available at the sub-district level. Important demographic data would include family size, education level, and

literacy. This data will help to determine, for example, the style and content of information materials, methods of encouraging discussion on registration, and appropriate data collection methodologies.

### **Cadastral Map Preparation**

Preparation of a list of real estate units and assignment of numbers to produce preliminary cadastral index map.

Will be included in a separate document later

### **3.2 Assignments of Responsibility**

EFS has proposed a public/private partnership for the preparatory phase of systematic first registration. Private companies working in collaboration with REPD and ESA will be awarded performance based contracts by EFS to perform these services.

Agreement will need to be reached separately with ESA and REPD on their specific roles and responsibilities in relation to: primary task areas, quality assurance, reporting and bid evaluation criteria prior to preparation of the Request for Proposal (RFP) and Terms of Reference (TOR). Once the RFP/TOR is prepared agreements should be reaffirmed with ESA and REPD before the RFP is made public.

### **3.3 Format for Preparing a Request for Proposal (RFP) and Terms of Reference**

#### A. BACKGROUND TO ASSIGNMENT

#### B. TERMS OF REFERENCE

##### 1. Purpose and Scope of Assignment

##### 2. Primary Task Areas and Expected Outputs

The Contractor's primary activities are grouped in XX Task Areas:

Task Area 1:

Task Area 2:

Task Area 3:

Task Area 4:

Task Area 5:

##### 3. Quality Assurance

As the client, EFS's management of the Contractor process, outputs, and deliverables will be aided by regular third party reports on progress and quality of work. An independent consultant and/or EFS team member will be assigned for this purpose. Whilst these third-party reports will be referred to by the Task 2 Team Leader when certifying and approving payments to the Contractor, their primary contribution will be to:

- monitor the quality of work by the Contractor
- support consistency in standards, methods and data recording
- identify, in consultation with the Contractor, opportunities for refinement or adjustment of field methods
- provide an additional channel of information about attitudes and perceptions of unit owners, etc

Third-party reports will be provided quarterly, or more regularly according to a format determined by the Task 2 Team Leader.

#### 4. Reporting, Duration of Assignment and Deliverables

Reporting: The Contractor will report to the Task 2 Team Leader, EFSP

Duration of Assignment: xx months, with anticipated mobilization on xx, 2006.

Deliverables and Payment Schedule: Assuming 12 month duration. The indicative payment schedule, to be confirmed during contract negotiations is as follows:

|    | Deliverable   | Payment  |
|----|---|--|
| 1. |   | Mobilization: 10% of Contract value  |
| 2. | Inception: revised field method, organization of work, approach, team composition and first quarter targets | Inception Report accepted: 15% of Contract value   |
| 3. | First Quarter Progress Report   | Month 3 after mobilization: 15% of Contract value  |
| 4. | Second Quarter Progress Report  | Month 6 after mobilization, complemented with tripartite review Minute (Contractor, Third Party, EFSP) agreed<br>25% of Contract value |
| 5  | Third Quarter Progress Report   | Month 9 after mobilization<br>20% of Contract value  |
| 6  | End of Assignment Report  | Month 13 after mobilization, complemented with tripartite review Minute agreed.<br>15% of Contract value.                              |

#### 5. Bid Evaluation Criteria

Bids will be evaluated by EFS Project in consultation with **MOJ and ESA**, according to the following criteria:

|   | Criteria   | Weighting in Score Composite / Total weight |
|---|--|---|
| 1 | Relevant Experience<br>similar sector experience | 20%   |

|   |  |                          |
|---|--|--------------------------|
|   | similar assignments in urban Egypt   | 30%<br>50%<br>30%        |
| 2 | Proposed Team, qualifications and experience<br>Project Manager<br>Field Supervisors<br>Field Team   | 55%<br>25%<br>20%<br>30% |
| 3 | Commentary on Method and Approach<br>Thoroughness: are all relevant aspects of the assignment addressed?<br>Innovation: are novel approaches proposed which appear more likely to achieve complete coverage of units within the designated time frame?<br>Supporting materials and argument: information used to support the proposed approach | 30%<br>40%<br>30%<br>30% |
| 4 | Quality of documentation<br>Presentation<br>Completeness<br>Accuracy   | 10%                      |
|   |  | 100%                     |

Deadline for Submission of Proposals

Date to be inserted

Contact Details

Further information and/or clarification of this Assignment may be obtained from  
Name,  
Position,  
Email,  
Phone,  
Website

### **3.4 Building competency**

The training needs for public awareness campaigns, field survey work and field survey ownership documentation collection, registry and cadastral operations, have been defined in terms of tasks to be achieved, the skills required of staff to perform these tasks, the training needed, and material to be developed and the number and background personnel assigned to the activity.

Training will be provided to ensure competency of all personnel (EFS Project, public and private) involved in activities described in this Manual.

## 4. THE COMMUNICATIONS STRATEGY

Law 142 of 1964 requires that all properties within the designated area must be brought within the system on a mass rather than individual basis. Because existing information in the Egyptian Survey Authority (ESA) and the Real Estate Publicity Department (REPD) under the Ministry of Justice is incomplete and outdated, it is recommended that first registration emphasize collecting ownership information in the field. The willingness of the people to participate in the collection of ownership information will depend on their awareness, confidence and trust that the process will provide them with a *Sahayfa Akariya*. This Communications Strategy is intended to promote their participation so as to support registration of property interests under *Sigueal el-ainee* in the selected pilot areas.

The Communications Strategy has two aspects: (i) increased support for implementation; and (ii) increased public awareness.

### 4.1 Increased Support for Implementation

To reengineer, simplify, automate, and facilitate public access to title registration, requires that support for implementation be boosted and opposition to change is overcome.

#### Meeting with Political Leaders and Heads of District and Hay Administrations

EFS Chief of Party, Task 2 Team Leader, and the PA Team work together, prior to meeting with the various interest groups (political representatives, administrative heads, etc), to determine the messages to be conveyed and the specific requests for support we would want from District and Hay administrations (e.g., for endorsement, publicity, information, office working space, and permission for information tents).

A personal visit from EFS and an invitation (from MOJ) to a Forum where presentations will be made, and question and answer time will be provided for the political leaders and administrative heads of the districts, is a starting point. Presentations targeting the various groups would be made to introduce the overall Project, followed by a more in-depth presentation on Task 2. This would include information on the public awareness campaign (and an invitation for the politicians and administrators to support this campaign) and the scheduled field activities. Simple diagrams on the overall process to be conducted should be included.

Representatives from MOJ/REPD and ESA should be invited to open the Forum and/or do presentations (with the support of Task 2) so that registration is seen and heard to be unambiguously supported by the process owners.

Copies of the Information Booklet should be available for the politicians and administrators to take away. If the Information Booklet is still under preparation, then a short A4 folded brochure on the Introduction of *Sigueal el ainee* in urban areas should be prepared so that attendees have information to take away with them.

#### Roles and Responsibilities for 4.1

Task 2 Team will:

- Identify the relevant politicians, leaders, and administrative heads from Nasr City and 6 October City

- Determine what support is needed from the each target group
- Work with the PA Team to determine appropriate form of engagement (forum, workshop, lunch meeting, etc), the location, and logistics, and form of support needed from the process owners
- Discuss plan and approach with process owners and get their commitments on specific roles (e.g., opening the event, presentation, closing the event, etc.)
- Convey all agreements reached with the PA Team

FSP Public Awareness Team will:

- Advise Task 2 on protocols and procedures for holding public forums
- Advise Task 2 on the best form of engagement to achieve desired outcomes
- Provide the logistical support on venue, invitations, format, etc.

#### **4.2 Public awareness**

The Communications Strategy is targeted at residents in the selected pilot areas.

##### **Information Materials Themes**

The public awareness campaign will focus on the advantages/benefits<sup>2</sup> for people to register their interests. The public awareness information materials will consistently emphasis five themes:

- Simple procedures leading to the issue of a *Sahayfa Akariya*
- No or nominal cost
- Legal protection against third party claims
- Ease of future transactions
- Ownership information will not be used for building and planning enforcement

*Note: This section will need to change if EFS is unsuccessful in persuading MOJ to (i) simplify procedures to prove ownership; (ii) remove fees; and (iii) to remove building and planning enforcement from the first registration process. The Porter Communications Strategy document contains an alternative campaign focus.*

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<sup>2</sup> That registration is necessary for mortgage application could be another incentive for some people. However, mortgages are seen by many Muslims as inimical to Islamic beliefs. Therefore it is recommended that mortgages are not mentioned in the information materials produced for mass usage. Instead, the 'mortgage incentive' should be targeted at select audiences such as developers and unit purchasers, in 6 October City.

The most popular media for mass-communication are television and newspapers. Discussion of property registration on television or in the newspapers is currently low. This is partly due to media people being uninformed about the subject.

### **Media Education**

Selected media representatives will be invited to attend a media education session on registration and mortgages to prepare them for writing articles and preparing guidelines for interviews with speakers on key issues regarding registration and mortgages.

### **Television**

Programs with high viewership and a relevant focus will be identified. The Program Content Developer or Presenter will be contacted to schedule interviews with, for example, the Ministers of Justice and State Administrative Development. Public Service Announcements and a preliminary plan of when and where to air the announcements will be prepared.

Newspapers are the next most important medium but with literacy at around 50 percent of the population, newspapers do not have the same impact as TV. However, the two broad target areas for the first registration pilot are middle-class and therefore literacy rates are likely to be higher than the average (census statistics for the specific areas can be checked to confirm this assumption). While public notices are unlikely to initiate action, in-depth reports by senior writers of key newspapers are an important aspect of public awareness.

### **Newspaper Articles and Newspaper Insert**

Newspaper journalists, columnists and editors will be contacted by the PA Team to write pieces on official registration and the *Sigueal el-ainee* system as distinct from other practices now common in Egypt. This should include interviews with senior officials in REPD and ESA to ensure that the people know that the Egyptian Government is visibly and unambiguously supportive of the pilot.

A newspaper insert (for papers delivered in the selected pilot areas) will be prepared that explains the process of official registration in the Registry Office (RO) and features pictures of families or friends telling others that their building/apartment is now registered. The insert should provide telephone numbers and website addresses for more information on how to officially register your property. The REPD, or relevant RO, should provide this hotline and ensure that it is staffed by informed and reliable people. The newspaper insert should be delivered to the pilot areas one month prior to commencement of field operations.

### **Information Booklet**

An Information Booklet will be hand-delivered to all units scheduled for field operations one month prior to the start of field operations. The Information Booklet will be slim enough to slide under the door of each unit. Multiple copies of the Information Booklet are also made available in the REPD and EPO and appropriate, Registry Offices, Notary Offices (NO) and EDOs.

The Information Booklet will be easy to read, simple to follow, and graphically illustrated. There is no need to go into the details and cumbersome processes of the present process of registration, but to show how simple the process will be for people to register. The logos of the Government process owners should appear in the Information Booklet, but not that of USAID. The Information Booklet should, not necessarily in this order, include:

- reasons that people should participate – simple procedures, no or nominal cost, legal protection and ease of future transactions
- why GOE is introducing *Sigueal el-ainee* in the urban area – including what is ‘official registration’ as distinct from other common practices
- details of the Ministerial Decree authorizing implementation of *Sigueal el-ainee*
- areas selected for the pilot
- diagram of the new process highlighting in color the field data collection box
- what will be required of residents when the field team comes to their building
- an example of the field report form the team will complete
- the role of different members of the team that will visit door to door
- the steps that occur after the collection of ownership data
- assurance that the information is not for tax purposes or to check for buildings that do not comply with the building code
- costs, if any, that are involved
- a ‘hotline’ phone number to answer any queries
- use terms that people are familiar with – including the Arabic term *Sahayfa Akariya* (title/certificate) under the *Sigueal el-ainee* system
- role of survey teams that will be in the area taking measurements, but will not come to apartments

### **REPD Hotline**

To support the Information Booklet, it is necessary that REPD establish a hotline (phone number in the Information Booklet and Information Sheet) to answer customer queries and a form a data base of questions, concerns raised, and responses provided.

### **Websites**

MOJ, ESA and MOI should post information on the Registration pilot to their websites and/or portals as they exist.

### **Awareness Posters**

Awareness posters, extracting key information from the Information Booklet, will be developed and disseminated to all residential buildings, sports clubs in the area, schools, universities, shopping centres, etc.

### **Information Sheet**

To reaffirm the reality of field data collection operations, an Information Sheet should following the delivery of the Information Booklet. This delivery will need to be staggered according to the schedule of coverage of specific blocks/buildings so that it is received by residents within a week of the field teams beginning work in that particular block/building. The Information Sheet should:

- Refer to the Information Booklet previously delivered
- Reiterate the primary features of the Information Booklet
- Remind residents of the field teams coming to collect ownership data
- Remind residents of the type of data the team will be collecting
- Inform residents when the team will be in their area (i.e., between x and y days) and the times (4pm – 10pm) that the team will be conducting data collection
- Inform residents of the ID that the team will carry and the distinctive clothing they will wear
- Remind residents that there will be survey teams in the area

The preparation of the sheet would be the responsibility of the Communications Strategy contractor. Dates and times would be agreed with the Field Operations Contractor. Delivery would be done by the Field Operations Contractor.

## **Roles and Responsibilities for 4.2**

Task 2 Team:

- Change the five themes for the public awareness materials (see note on alternative version) if MOJ agreement to change is unsuccessful.
- Provide accurate, easy to read, print and graphics to PA Team for the Information Booklet – this is very important as other public awareness materials will use variations of this information provided for the Information Booklet
- Respond to draft materials as requested
- Ensure all materials are approved by the process owners prior to printing
- FSP Public Awareness Team:
- Overall coordination of the Communications Campaign with approvals on content from Task 2 Team Leader
- Organisation of media education forum
- Organize journalists to do feature stories on registration
- Organize TV interviews with Ministers, etc.
- Arrange content and timing of TV Public Service Announcements
- Design, layout and printing of the Information Booklet
- Design of awareness posters
- Design, layout and printing of the Information Sheet (with schedules agreed with Field Team Contractor)

The Process Owners:

- Approve the public awareness campaign themes and information materials prior to printing
- Establish a hotline (phone number in the Information Booklet and Information Sheet) to answer customer queries and a form a data base on questions, concerns raised and responses provided
- Post information on the Registration pilot on their websites and/or portals as they exist

## **5. FIELD DATA COLLECTION**

The work described in the Communications Strategy should be substantially completed prior to the start of field operations, with the exception of the delivery of the Information Sheet.

### ***5.1 Preparatory Work for Site Visits***

#### **Delivery of the Information Sheet**

The Information Sheet is to remind residents of the registration activities and to inform them of the exact dates that the data collection field teams will be in their block/building.

Delivery of the Information Sheet is staggered according to the schedule of field operations in the selected areas and is delivered by Field Teams.

### **Key Preparatory Steps**

The following are key preparatory steps prior to field operations commencing:

- Team members trained
- Third-party quality assurance arranged
- Field equipment purchased (e.g., scanners, notebooks and printers)
- A hotline has been established to answer customer queries
- Information Booklets delivered to every unit in selected areas
- Identity cards and distinctive clothing provided to Field Teams
- Schedule for covering the selected area on a systematic basis agreed
- Information Sheets delivered to the buildings scheduled first

### **Customer Inquiry Services**

MOJ, ESA and MOI have posted information on the Registration pilot on their websites and/or portals. REPD has established a hotline (phone number on the Information Booklet and Information Sheet) to answer customer queries and a form a data base of questions, concerns etc.

### **5.2 Identification of Interlocutors**

While the materials (newspaper articles and insert, Information Booklet and Information Sheet, posters, etc.) will provide people with information on registration, unless discussed (between literate and illiterate), and reinforced by friends, family, and trusted others, they will not necessarily result in participation in first registration. Methodologies for encouraging participation in registration are critical.

Two ideas need further investigation and development:

**1. Building Unions or Owners Federations.** The first idea is to engage with building unions to promote building resident awareness and discussion of first registration and to support the collection of ownership information by field teams.

The *Hay* for West Nasr City has a list of registered building union and could provide information (formal requests will be needed) on the percentage of buildings in the selected cadastral area that have registered Unions, and the buildings that have a registered union. It was estimated by an Engineer at the Hay that approximately 40 per cent of buildings have registered Building Unions.

The idea would be to engage building union officials in promoting registration of units in the building amongst the residents (building meeting) and in encouraging the residents to admit the field teams to their units for the purposes of collecting claimant information for first registration.

The following approach hinges on working with Building Unions to create an environment of trust for discussion of registration and reinforcement for individual action. The details of the proposed method will need to be given further 'trial/test' and refinement with the successful contractor.

## A. Preparation for Group Discussions with Building Union officials

### Tasks:

The Field Work Supervisor notifies the local police (shows letter from MOJ) of field operations and the expected duration of activities in that police jurisdiction.

The Field Work Supervisor and Field Team Coordinator (one per team) secures suitable venues (mosque, church, NGO office, co-operative building) for group meetings of approximately 20 people (10 buildings x 2 persons each) located conveniently to each cluster of 10 buildings from which people will be invited. (For example if there are 30 buildings in targeted in the area then there would be 3 locations, 3 venues, 3 dates (according to schedule) and 3 versions of the Invitation. The time of the meeting should be set to enable maximum attendance of heads of household (predominantly males) such as early evening, or post dinner, after Friday prayers?

The locations, venues and dates would be inserted into a template (already prepared) called Notice of Meeting and copies of each version made prior to field team mobilization.

The Notice of Meeting invites the Building Union Chairperson and Secretary to a meeting to discuss the introduction of *Sigueal el ainee* in their area and building.

The Notice of Meeting should: a) refer to the main features of the Information Booklet that has been delivered to residents in the area; b) offer to do a presentation to the group during which these features could be discussed; c) invite discussion of the Booklet; d) confirm that there will be someone informed and qualified to answer their questions; e) identify the venue, date and time for the meeting; and f) request the Chairperson and/or Secretary to fill out Building Report attached to the Notice of Meeting and bring it to the meeting.

The Building Report requests the following information: a) Street name, posted street name, locally used street name; b) building numbers; c) number of floors that contain units to be registered above and below street level; d) number of units, by counting the number of doors in each building, which are representing residential and commercial units; e) number of empty units.

## B. Identifying and Contacting the Building Union Officials

### Tasks:

The Field Team is mobilized in a specific area according to overall schedule for coverage of the pilot area.

The Field Team members are provided with IDs and official letters of introduction from MOJ.

The Field Team members, with map of building footprints and street address of each building, are divided up and systematically go to each building (OR THOSE IDENTIFIED BY THE HAY WITH REGISTERED BUILDING UNIONS) to ask the doorman/*bawab* the names of the Chairperson and Secretary of the Building Union, their apartment numbers and contact details. These are recorded.<sup>3</sup>

Simultaneously, a request is made to the doorman/*bawab* to deliver the Notice of Meeting to the Chairperson and Secretary.

From the contact information collected from the building porters, the Field Team Coordinator phones the Building Union Chairpersons and Secretaries to confirm their receipt of the Notice of Meeting, to reaffirm the invitation and answer any questions that the Chairpersons and Secretaries may have.

### C. The Group Meeting of Building Union Officials

Tasks:

Welcome and introductions done by Field Team Coordinator

PowerPoint presentation of Introduction of *Sigueal el ainee* in Urban Areas – based on the Information Booklet this presentation will (a) emphasize the five key messages of the public awareness campaign, (b) explain the overall process of introducing *Sigueal el ainee*, (c) emphasize the field data collection process, (d) show, through examples of the Field Data Sheet and Settlement Form, what is required of residents, (e) explain how their documents will be scanned and stored and originals kept by them, (f) include ‘frequently asked questions’ and (g) inform them that an Information Sheet (example in the presentation) will be delivered to their buildings and apartments advising them of the exact days and times the Field Team will be working in their building.

Provide time for a Question and Answer session

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<sup>3</sup> Experience suggests that building doorman/*bawab* will know this information and further, that they are generally trusted by the residents of the building to be contact persons.

Request that: (i) the Union officials present call a meeting of their building residents in order to explain to them the introduction of *Sigueal el ainee* and how the field teams will operate when they come to the building to collect information from them and; (ii) that one resident volunteer the use of their apartment as a place to locate the Field Team Member using the scanner (to copy documents) and notebook (to store the scanned documents).

Provide the Union officials with Field Data Sheets and Settlement Forms to distribute to residents at the Building Residents Meeting. Ask that residents fill in these sheets as far as possible before the Field Team visits their apartment.

Provide the Union officials with spare copies of the Information Booklet in case residents do not bring their copy (previously delivered) to the meeting.

Thank the participants for attending the meeting, clearly explain next steps, and provide contact numbers should they have any questions or require any assistance in the conduct of the meeting of building residents.

**2. Tent (*khaima*) Information Stations.** The second idea is to have 'Tent' (*khaima*) Information Stations for meetings prior to the conduct of door to door visits. The *khaima* would be the site for meeting field team members, discussing registration, information requirements, benefits, etc., and possibly for accepting claimant data from claimants who were not home or did not participate in the Field Team visit. (Need to consider whether to move a single tent around the areas, or, to have a few long-term tents strategically placed).

A. The 'Tent' Meeting of Potential Claimants

Tasks:

Welcome and introductions done by Field Team Coordinator

PowerPoint presentation of Introduction of *Sigueal el ainee* in Urban Areas – based on the Information Booklet this presentation will: (a) emphasize the five key messages of the public awareness campaign, (b) explain the overall process of introducing *Sigueal el ainee*, (c) emphasize the field data collection process, (d) show, through examples of the Field Data Sheet and Settlement Form, what is required of residents, (e) explain how their documents will be scanned and stored and originals kept by them, (f) include 'frequently asked questions' and (g) inform them that an Information Sheet (example in the presentation) will be delivered to their buildings and apartments advising them of the exact dates and times the Field Team will be working in their building.

Provide time for a Question and Answer session

Request that one resident, volunteer the use of their apartment as a place to locate the Field Team Member using the scanner (to copy documents) and notebook (to store the scanned documents).

Provide claimants with Field Data Sheets and Settlement Forms. Ask that residents fill in these sheets as far as possible in advance of the Field Team visits to their apartment.

Provide spare copies of the Information Booklet in case residents do not bring their copy (previously delivered) to the meeting.

Thank the participants for attending the meeting, clearly explain next steps, and provide contact numbers should they have any questions or require any assistance.

### ***5.3 Site visit methodologies***

#### **Make up of the Field Team**

1 Coordinator – responsible for overall Field Team preparedness, conduct, efficiency, and effectiveness. During house-to-house visits, will be responsible for introductions, explanations, answering questions, maintaining rapport with the household members, and informing residents of the next steps.

1 Information Collector – (possibly REPD/Notary) responsible for receiving and checking Field Data Sheet and Settlement Form. This person will assist the claimant(s) with completing the forms as required. This person engages one-on-one with the person responsible for completing the forms.

1 Runner – responsible for moving documents between the residents and the Data-Capture person. Can invite a household member to accompany him/her if there is any unease with having original documents go from the apartment for scanning. The Runner will be responsible for completing the Building Report if this information is not available from other sources. The Building Report requests the following information:

- Street name, posted street name, locally used street name
- Building number
- Number of floors that contain units to be registered, above and below street level

- Number of Units, by counting number of doors in each building, which are representing residential and commercial units
- Number of empty units

1 Data Scanner – responsible for scanning all the documents of each resident and summarizing them in a Property Report.<sup>4</sup> The Property Reports would be saved into the Local Data Capture Storage. This person will be responsible also for regular back-up and transfer of the Local Data Capture Storage to the Central Storage Data Base.

### **Field Team Supervisor Check List**

The Field Team Supervisor should ensure that each Field Team has:

- Map of buildings
- Schedule of building visits
- Letters of Introduction
- Identification Cards
- Agreed uniform
- Field Data Sheets
- Settlement Forms
- Building Report Forms
- Field Team Contact Sheet for absentee residents
- Pens
- Spare Information Booklets and Information Sheets
- Scanner, notebook, printer and necessary cables

### **Entering the Building, Setting-up and Door Knocking**

Enter the building and greet the *bawab*/ doorman. Inform him of the purpose of the Team's visit.

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<sup>4</sup> The Property Report includes: the identity of the real estate unit (by reference to the unit's unique identification number, and, if applicable its address), the date of the Report, the data collector's statement regarding the ownership of the unit, a list of encumbrances or other issues affecting the unit, a list of documents reviewed that support the collector's conclusions regarding ownership, other observations that support or undermine the conclusions reached in the Report, and a statement by the data collector verifying that the person or persons interviewed were of age and appeared credible. (Source: Draft\_Report\_Egypt\_RMG\_JTH\_11\_09\_05)

The Field Team Coordinator will make a decision regarding the best location for the scanner and notebook (e.g. foyer). If there is no suitable location, this equipment will have to be moved from apartment to apartment.

The other Team members begin the systematic door knock.

The Coordinator introduces the Field Team and makes the Introductory Statement (In the Manual need to provide more details: who we are, what we want to know, why we want to know it).

Coordinator refers to the Information Booklet and Information Sheet (to ensure that the household has received it). If not, provides a copy and explains the purpose of the Team.

The Information Collector sits with the claimant who will complete the Sheet and goes over it with them, explaining and assisting as necessary. This is repeated if there is a Settlement Form.

When the Information Collector is satisfied that all information has been obtained, the Runner will take the Field Data Sheet (and Settlement Form if used) and supporting proof of ownership documents to the Data Scanner for scanning and storing.

A household member may accompany the Runner, if desired.

The Coordinator reminds the household of the next steps in the process.

The Coordinator and Information Collector move on to the next apartment.

The Runner returns the original documents to the owner and moves to the apartment where the Coordinator and Information Collector are working.

The Field Team moves systematically to all units in the building.

Where no one answers the door a sheet should be put under the door informing the resident of the contact details of the Field Team should they wish to submit their Sheets and supporting documents. *(Need to work out process for this. There could be someone assigned to take down the details of people ringing the Field Team contact number and then a person with responsibility to collect this information. Or the Field Team has to make a second sweep through the area to pick up those willing to participate but having missed the first systematic field team visit. Or, the 'tent' (khaima) Information Stations is still operating in the area.)*

## SETTING UP OFFICE IN THE HAY

This approach is an alternative methodology to systematic door-to-door data collection.

*Hay* staff claim that Tax Collectors are known and trusted people with whom the people have a long term relationship. When the *Hay* is collecting tax they send out letters to inform the people. Many come to the *Hay* where they know the responsible person and pay directly.

One option to be further considered as a field methodology for data collection is:

- Information Booklet delivered to all units in the selected Nasr area
- Information Booklet requests people to take their claimant information to the Hay Administrative Building where a 2 person (REPD officer/notary and assistant responsible for scanning and creating Property Reports) office is set up with scanner, notebook, copier, etc.
- Contact numbers and specific names of the people in the Hay office are provided, possibly even providing the name of the local tax collector with whom verification of the first registration process and persons located in the Hay can be confirmed.

Potential Benefits:

- It builds on local knowledge and experience of engaging with the Hay administration for things to do with tax, registering building unions, getting building permits etc
- There is no door to door data collection process
- Local Officials (tax collectors) will provide credibility to the process

Potential Problems:

- The Hay Administrative Building is too far away from the selected areas in Nasr City for people to comfortably travel
- A percentage of people will avoid anything to do with tax collection and tax collectors (but most likely will not participate in first registration anyway)

**5.4 Collation of field reports**

**Collation of Building Reports**

Building Reports are collated by Field Team Coordinators and passed to ESA or private contractors for the preparation of Building Plans and linking with the Cadastral Map.

**5.5 Field data submission to REPD**

**Transfer of Local Data Capture Storage to the Central Data Capture Storage**

The Data Scanner – responsible for scanning all the documents of each resident and summarizing them into a Property Report will save the Property Reports into the Local Data Capture Storage. This person will be responsible also for connecting to and uploading the Local Storage Data Base into the Central Data Base at REPD.

**6. FIELD DATA COLLECTION (Survey)**

*Will be included in a separate document later*

*Building Report*

*Field Survey Teams*

*Field Survey Data Submission to ESA*

*Cadastral Index Map*

## **7. REPD REVIEW OF EVIDENCE**

REPD legal experts will determine from the Field Report and supporting documents whether ownership and encumbrances are legally sufficient to enter into the registry. They must apply their legal acumen in a practical manner recognizing that the objective is to come to a quick, rational decision, relying in part on the safeguards of publicity and notice which allow decisions to be contested by persons who wish to assert claims.

### ***Actions for Unsatisfactory Evidence***

### ***Preliminary List of Titles***

### ***Revised Cadastral Index Map***

## **SECTION TWO - FIRST REGISTRATION PHASE**

### **1. ISSUING OF MINISTERIAL DECREE**

### **2. PUBLICIZING LIST OF TITLES AND CIM**

*Procedures for posting list of titles and CIM*

*Information on Public Comment Distributed*

### **3. REVIEW BY OBJECTION REVIEW COMMITTEE**

*Procedures*

*Posting and Public Access to Information*

*Dispute Resolution and Grievance Redressal*

### **4. FINAL LIST OF TITLES**

*4.1 Final Registry and Sahayfa Akariya*

*4.2 Production of Booklet on Subsequent Transactions*

A Booklet on how owners can conduct subsequent transactions at the Registry Office is prepared for issuance with Sahayfa Akariya to owners.

*4.3 Publicity for Issue of Sahayfa Akariya to owners*

The PA Team at EFS organises a publicity event for MOJ/REPD and ESA to hand over final Sahayfa Akariya certificates to owners.

#### ***4.4 Issue of final Sahayfa Akariya to owners***

The publicity event for the issue of final Sahayfa Akariya to owners is conducted. The Booklet on Subsequent Transactions is handed out with the Sahayfa Akariya to owners.

**SECTION THREE - POST-FIRST REGISTRATION PHASE**