

HOW CAN CITIES LEAD REAL CHANGE?

Lessons learned from the Egyptian urban management system ***

Eng. Salma Yousry*, Prof. Ayman Ashour** Prof. Youhansen Eid*
and A. Prof. Marwa A. Khaleefa*

* Urban Planning and design department, Ain Shams University

** Dean Faculty of Engineering, Ain shams University

Abstract

Within the current debate on the role of urban planning in the neoliberalism ideology, it might be beneficial that Egypt has still not fully adopted the strategic management approach. While ongoing discussion and the research briefed in this paper have proven the need to shift focus from rational and participatory planning methods to a more managerialism one, it is additionally timely to position developing centralized governments -like Egypt's- in the core of the ideological discussion and identify the current potential to adopt a more combined model.

This paper aims at exploring the ability of the current urban management system in Egypt to influence real development change and improve cities' prosperity. This is achieved through reviewing the main concepts of urban management and city prosperity leading to the identification of the main analysis framework. This framework is then utilized as a base for analysis of the Egyptian case study from a result based perspective; assessing how input factors of planning and resourcing can lead to development outcomes and potential progress towards achieved results (measured in this case by improved city prosperity).

It is finally concluded that Egypt's urban sector is still focusing on the planning phase from an activity point of view, with less control over development results and management of real change. Accordingly, recommendations for better focus on city level management that avails monitoring, evaluation and feedback to the operational and executive agencies is provided with supportive legislation and governance set up.

Keywords

Urban management – Urban Development- City prosperity - Result Based management – development policies.

المخلص

في إطار النقاش الدائر حول دور التخطيط العمراني في الفكر الليبرالي الجديد، قد يكون من المفيد أن مصر لم تتبنى بشكل كامل نهج إدارة العمران الاستراتيجي. وتثبت مناقشات علمية جارية –من ضمنها البحث القائم عليه هذه الورقة- الحاجة إلى التحول من التركيز على أساليب التخطيط المنطقي والتشاركي، إلى مفهوم الإدارة العمرانية الشاملة يعد أيضا البحث ملائما لوضع الحكومات المركزية (مثل الحكومة المصرية) بجوهر النقاش الأيديولوجي والتعرف على الإمكانيات الحالية لاعتماد نهج عمراني أكثر شمولية.

وتهدف هذه الورقة إلى استكشاف قدرة نظام الإدارة الحضرية الحالي في مصر للتأثير على التغيير التنموي الحقيقي وتحسين ازدهار المدن. ويتحقق ذلك من خلال استعراض المفاهيم الأساسية للإدارة الحضرية وازدهار المدينة، مما يؤدي إلى تحديد إطار التحليل الرئيسي. ثم يستخدم هذا الإطار كقاعدة لتحليل دراسة الحالة المصرية بمفهوم الإدارة القائمة على النتائج، من خلال تقييم المدخلات الممثلة في الخطط والموارد وقياس قدرتها على إحداث النتائج المباشرة والتقدم المحتمل نحو نتائج التنمية التأثيرية (تقاس في هذه الحالة بتحسين مؤشر ازدهار المدينة).

وقد خلص التحليل إلى أن القطاع الحضري في مصر لا يزال يركز على مرحلة التخطيط مما يعرقل قدرة التحكم في نتائج التنمية وإفعال التغيير الحقيقي. وفقا لذلك، قام البحث بتقديم توصيات للتركيز الأفضل على إدارة المدينة التي تتيح فرص أدق للرصد والتقييم والإفادة للهيئات التنفيذية مع وضع برامج تشريعية وإقامة حوكمة حضرية داخلة.

1 INTRODUCTION AND SIGNIFICANCE

With the largely connected and interlinked global world, it has become harder to expect the future and be prepared accordingly. From the economic crisis in 2008 to the Egyptian and Arab spring revolutions in 2011, these and similar other multi-scale incidents have resulted in partial questioning of the ideologies of neoliberal planning and epistemological foundations for critical urban theory and practice.

This paper accordingly will review the position of Egypt in the global urban theory discussion and explore notions of city prosperity and how urban management can support its improvement. The analysis of the Egyptian case will then be conducted to identify key aspects of potential improvement within the Egyptian urban management to enable enhanced city prosperity; this is reflected in the final conclusion and recommendations provided.

1.1 Ideological and theoretical significance

Brenner (2009) has elaborated that “under contemporary circumstances, the urban can no longer be viewed as a distinct, relatively bounded site; it has instead become a generalized, planetary condition in and through which the accumulation of capital, the regulation of political–economic life, the reproduction of everyday social relations and the contestation of the earth and humanity’s possible futures are simultaneously organized and fought out” (p.206). In the same article, Brenner concluded that “The time seems ripe to integrate the problematic of urbanization more systematically and comprehensively into the intellectual architecture of critical theory as a whole.” (P. 206) In this context, the figure below and the analysis of the Egyptian urban system¹ shows that Egyptian urban ideology is still lost between collaborative and strategic planning and has not yet reached the currently rolling out strategic management or the recently evolving “Social Democratic Capitalism” supported by Rudd (2009). This form of Capitalism –especially in the urban context- and as supported by the results of this paper, builds on the strong power and set up of capitalism, but however base its results on social and democratic means that supports capital but also brings equity and social qualities to the equation. This combination can only be balanced through a well-structured and capacitated governance system, guided by powerful and just urban legislation and policy.

¹ Reflected in table 1 and the analysis of the Egyptian Urban management process.

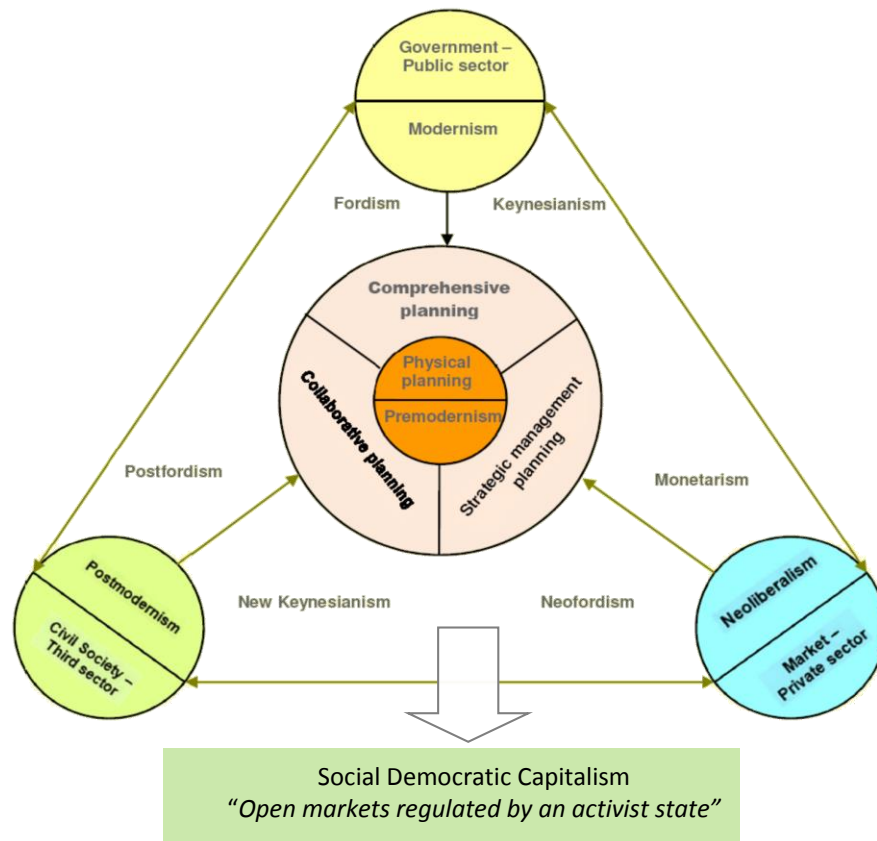


Figure 1: Urban Change Model

Source: Author derived from (Rudd 2009, Wright 2013)

1.2 City Prosperity

This research paper is premised on the evolving concept of City Prosperity. In the 50 cities surveyed by UN-Habitat in 2011, efficient urban planning and urban management are perceived as the most important conditions for shared prosperity², thus and as recommended by UN-Habitat (2013) “If urban planning is to be in a better position to address the shortcomings of the Global Standard Urbanization Model of the 20th century, both theory and practice must come under serious review to ‘rescue’ the discipline from its role as a mere technical tool, restoring it to its rightful position in the public sphere.” (P. xviii)

City prosperity is a general concept that can be perceived differently by different viewers. However, UN-Habitat had defined the Main Pillars of City Prosperity as : Productivity, Infrastructure development, Quality of Life, Equity and Social inclusion, Environmental Sustainability, and Governance and Legislation (UN-Habitat 2014). The reports on city prosperity had identified different main indicators for measuring and comparing these pillars. Therefore, city prosperity (and its measuring indicators) can be seen as measurement tools and target setting for urban development. The progress towards improved prosperity is thus a result aspired by Urban management Systems.

² A highest percentage of respondents in all regions found that planning and management are the most important factors, while the majority of respondents in LAC opined that decentralization of policies and appropriate laws and regulation play a more important role.

1.3 Urban Management

Shifting from scientific rationalism to a more diverse approach³ had resulted in including key management components to the urban planning for more inclusive development. Buehler (2003) quotes from (McGill 1998:463) that despite that the term urban management is frequently used but only occasionally defined and mostly poorly specified, so that there is no commonly accepted definition. However, and as expressed by Mattingly (1995) Urban Management is “the management of activities of human settlements; It is the directing of efforts toward common goals, glean benefits from co-ordination of expenditures and human actions, focus resources on high priority targets and organize and initiate essential tasks which competition, confusion, inertia or neglect leave undone” (p. 1). Thus it is the role of urban management to efficiently utilize scarce resources, vastly expanding the resource pool available for the needs of urban life. Additionally and as expressed by Buehler (2003), in his more specific definition Evert (2001:591) is concluding that urban management is the steering and “control of the development of a town or city by the means of urban development planning, due to socio-economic change” (p. 14).

In a very broad sense urban management is necessary for the functioning of the city and is aimed at economic and social goals: It “aims to ensure that the components of the system are managed so that they make possible the daily functioning of a city” (Rakodi 1991:542) and simultaneously encourages “the social, physical and economic development of urban areas. The main concerns of urban management then, would be intervention in these areas to promote economic development and wellbeing, and to ensure necessary provision of essential services” (Sharma 1989:48). A comprehensive definition, however, that includes both process and institutional aspects is expressed by Wekwete (1997) as “urban management refers to the political and administrative structures of cities and the major challenges they face to provide both social and physical infrastructure services.” (p.528)

1.4 Result Based Management (RBM)

As expressed by Canadian Foreign Affairs (2013, p.1), “by establishing clearly defined expected results, collecting information to assess progress toward them on a regular basis, and taking timely corrective action, practitioners can manage their projects or investments in order to maximize achievement of development results: a sustained improvement in the lives of people in developing countries”.

Result Based Planning (RBP) sets the planning constraints that would support the achievement of aspired results through methodological planning. (UNICEF 2003) clarifies that Results Based Programme Planning ensures that the sum of interventions is sufficient to achieve the expected result. It is thus important to define what is meant by results and how can planning be result oriented. In this context, planning occurs in an up-bottom approach while management is constructed bottom up. Accordingly, planning shall start with the aspiration of improved city prosperity, which is then distributed sectorally on the five main pillars of prosperity and expected accomplishments, goals and objectives derived to create

³ One that integrates further socio-economic and political aspects

required outcomes and design activities that shall achieve outputs and outcomes. This framework is shown in the figure 2.



Figure 2: Result Oriented Urban Management framework

Source: Author adopted from (Muraguri-Mwololo 2014) and DIRECTORATE-GENERAL XVI,1999.

It is therefore essential to consider the practical design of measurable and indicative indicators to facilitate measurement and monitoring of the progress towards defined results. Testing and management will then be applied bottom-up; starting with management of implemented activities and reaching the continuous testing of progress reflection towards prosperity results. For the purpose of this paper, city prosperity indicators are used. This can be changed and costumed to local situations in a more detailed application.

Therefore, it is now timely to utilize the positive political will of change in Egypt, and the rising global positioning of the urban agenda, and the strength of numerous local movements all aspiring for improved urban living conditions. These potentials allows for the effectiveness of reviewing and analyzing Egyptian urban development management towards improved city prosperity.

2. METHODOLOGY AND VARIABLES

This paper provides a result-based analysis for the Egyptian urban management system and its ability to improve city prosperity within existing regulatory and institutional settings that is performed through diagnostic, descriptive analysis of the main elements and process of urban management identified.

The research identifies the main elements affecting the dependent variable defined as “Improved city prosperity”. Through the research, the main elements affecting the indicators of prosperity are identified through the framework of result-based urban management process. Accordingly the following independent variables (also shown in Figure 2) are defined and grouped as follows:

- A. Main independent variables of the urban management process:
 - I. Planning: Sectorial development strategies, Strategic urban plans and sectorial socioeconomic development plans.
 - II. Central and Local Resourcing
 - III. Implementation of Plans (Quantitative and Qualitative)
 - IV. Monitoring and Evaluation and Maintenance

- B. Cross cutting independent variables
 - I. Laws and regulations controlling urban management process (sectorial and cross cutting)
 - II. Governance structure Institutional, financing and managerial relations of urban planning at the national and local levels

Controlled variables:

To adjust the scope of the research and provide in depth analysis the following variables will be controlled along the study:

- Governmental personnel capacity and local leadership
- Political will enforcing and supporting change.

3. ANALYSING THE EGYPTIAN MANAGEMENT SYSTEM ABILITY TO ACHIEVE IMPROVED CITY PROSPERITY

3.1 Reviewing the Egyptian urban management system

The following table briefly pinpoints the main components forming the formal urban structure in Egypt. It is clear than planning in Egypt is done through National socio-economic plans and the strategic urban planning done for specific villages, cities, governorates and regions. Figure 3 additionally illustrates the lack of coordination between socio-economic plans (implemented by the Ministry of Planning) and strategic plans (implemented by the General Organization for Physical Planning, Ministry of Housing).

It is additionally worth to highlight that although socio-economic plans are the funded annual plans; but only about 6% of local budgets are allocated for investment development projects. This is usually far below real needs for development investments which are also not quite availed correctly via other sources of finance (Boex 2011).

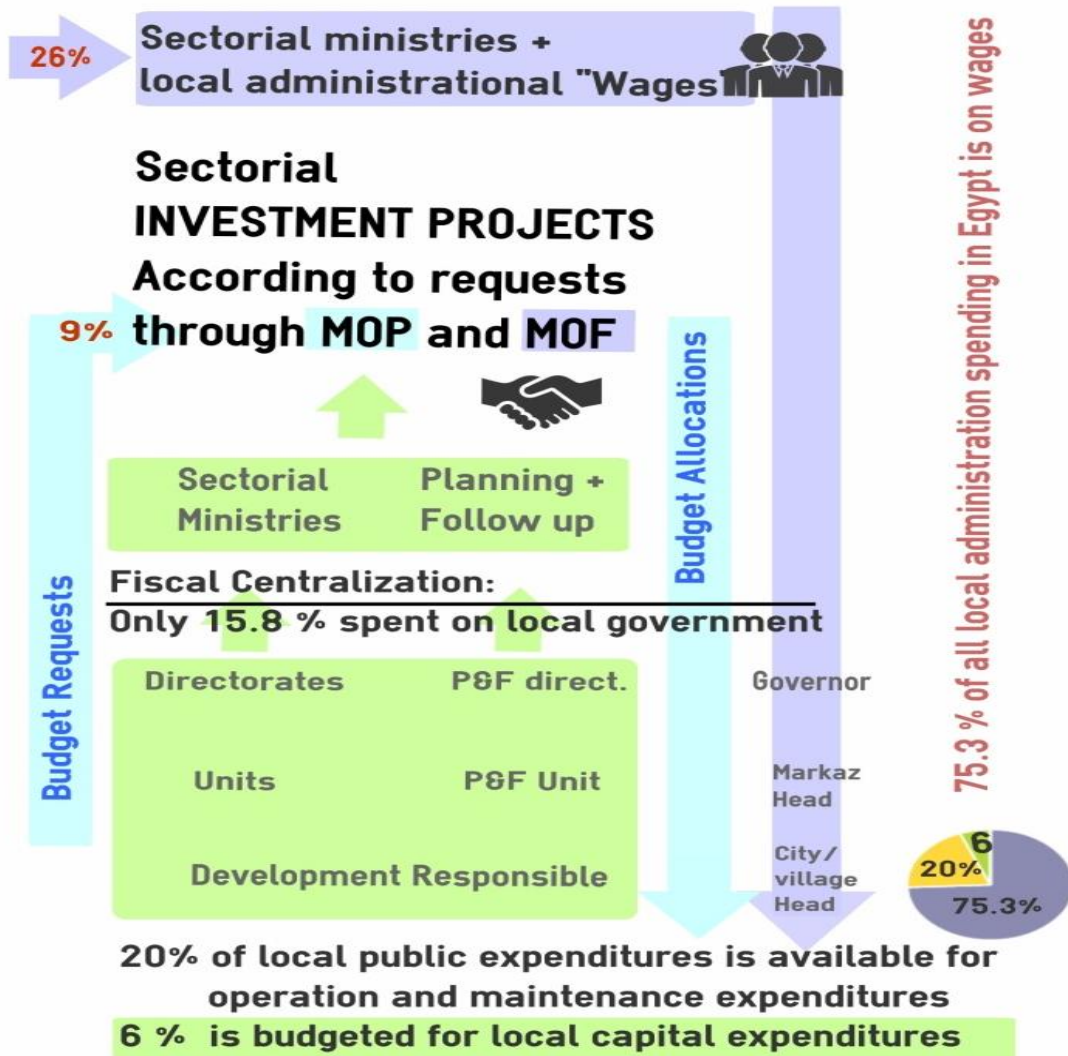


Figure 3: Socio-economic planning finance

Source: (Urban Institute Center on International Development and Governance 2011), (MOP 2012) and (MOP 2014), (Dumian 2014), (Boex 2011)

Table 1: Urban Management in Egypt

Urban Agenda (Objectives and policy directions)		
Formulated by The Supreme Council for Planning and Urban Development (SCPUD) guided by the constitution		
Main Process	Main Actors	
	MOP ⁴	GOPP ⁵
Planning	Socio Economic Plans	Strategic Plans for urban development
Levels of plans	long term general national plan → medium terms (regional and local plans) → Annual detailed plans (flexible regional and local plans)	The National Strategic Plan Regional Strategic Plan Governorate's Strategic Plan The General Strategic Plan for the City and The Village. The Detailed Plan
Resourcing Human Resources ⁶	Central(MOP/ Sectorial Ministries) + Local Administration units	Central (GOPP)
Financial ⁷ Material resources ⁸ Institutional ⁹ Informational ¹⁰	Chapter 6 in the Budget ¹¹ Facilitated by Local Units Sectorial Ministries, units and departments Based on sectorial informational analysis	Not Funded Strong organizational structure but no powers given Structured integrated studies and consultants
Budgeting	Projects have funds allocated for 5 years (general plans) and annual budgets for annual projects defined ¹² .	The law mandates to link outcome projects to annual budgets, however this was never successful due to variation in timing of planning and different mandates/ supporting laws
Coordinating	Weak coordination between various sectors (horizontally) and between different levels in the same sector.	Coordination happens at the planning stage by technical consortium.
Operation	Weak operational management (depending on the capacity of implementing agency)	No operation
Monitoring and Evaluation	Weak M&E and reporting.	No M&E have yet been implemented ¹³ .

Source: Author based on Building Law 119/2008 and Planning Law 70/1973 and Local Administration Law No. 43/1979

⁴ Responsible for Socio-economic Management

⁵ Responsible for Spatial Management

⁶ Amounts and skills (Particularly Management, coordination, planning, monitoring and evaluation), capacities and attitudes (Impartiality, honesty, service orientation, self-motivation, risk-taking and efficiency consciousness.)

⁷ income generated (For the government sector mainly from taxes, user fees, license fees, and betterment levies), grants from outside, and loans

⁸ may include land, facilities, equipment and physical materials

⁹ Including organizational structures, legislation and power.

¹⁰ Essential for the creation of effective management strategies and supports possibilities for judging performance

¹¹ The Chapter of investments in the Egyptian Budget

¹² The identification of needed projects begins in a participatory sectorial process (bottom up from local units), however, these requests often change completely once they reach the central agencies and funds are allocated.

¹³ The law mandates GOPP to do 5 years review of the strategic plans, however, M&E is so far not applicable since the plans are mostly not implemented.

3.2 Analysis of Egyptian Urban management outputs and results

Since Planning and Management of cities are not done locally in Egypt, and strategic urban plans do not have a clear framework for implementation *the National development Plan for Egypt* will be the base for analyzing the system. In the Egyptian context, the National level is the only level where sectorial plans are expressed in one document through the socio-economic national plan. Having these sectorial plans in one document however, does not mean real integration of activities and aligning of outcomes. Moreover, at lower levels (governorates, city regions and cities) they are more difficult to access or analyze. Lower level plans therefore do not represent real development plans since they are merely reflections of national plans distributed by central authorities.

The following part will analyze the 2012/2013 socio-economic national plan as the beginning of the 10 years plan (2012-2022) with a first phase of 2012-2016. Additionally, this plan marked the beginning of long term national plan till 2052. Analyzing this plan is also selected as the first National plan after the 25 January revolution and had reflected reform directions. It is also timely to assess initial results or progress towards the defined results. According to the Planning Document, the plan was formulated in a participatory manner with various development stakeholders from the public, private and community-based sectors.

3.2.1 The 2012/2013 plan's objectives and description

From the general framework of the plan outlined in figure 4, it could be noted that the framework –theoretically- matches an integrated approach that would lead to developed situations and sustaining progress towards improved prosperity.

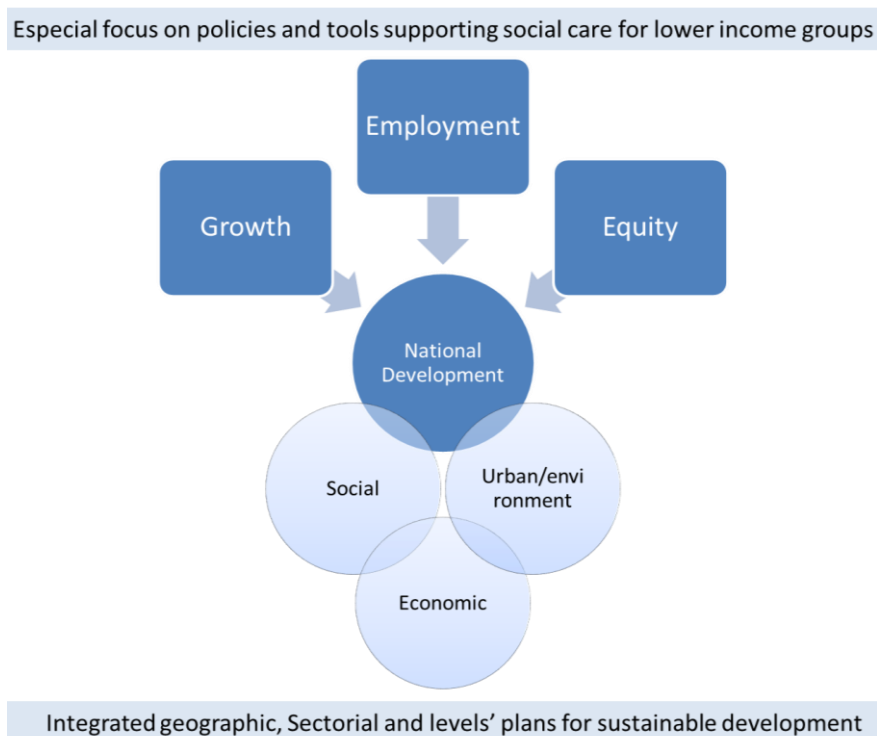


Figure 4: General framework for the National development plan of Egypt 2012

Source: Author based on National planning document (MOP, 2012)

It is also clear from the distribution of investments (shown in figure 5) that the biggest portion of investment is allocated from the governmental sector. In many cases this sector performs inefficiently, especially when cross linked with sectorial distribution. As an example, and as shown in figure 5, most of the 2012/2013 investments are spent on housing and public facilities where multiple models could operate including other stakeholders for provision could have been more efficient.

This shall greatly affect the distribution of the scarce financial public resources. From the figure it is clear the housing, infrastructure and transport is allocated investments of 23 billion EGP, equivalent to 41.5 % of the public investment structure, followed by health, education and social development with total investment of 17.3 Billion EGP representing 31.1 % of the total structure. It is also important to note that the public investment represents 10.4 % of the national budget and 3.1 of the GDP.

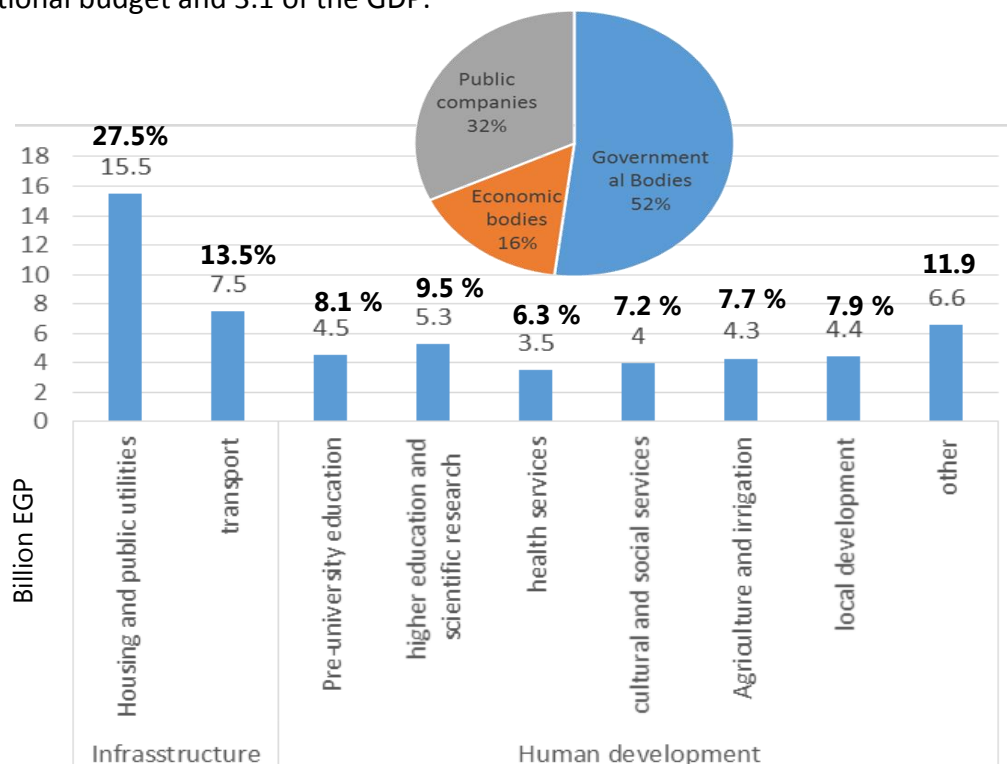


Figure 5: The structure of public investment for the Egyptian National Plan 2012/2013
Source: translated from The National annual plan, MoP, 2012

3.2.2 Outcomes and prosperous result analysis

From the detailed analysis of the 2012/2013 plan and the reporting on progress from later plans, direct outcomes and results were assessed. Key reflections from this analysis is explained against the main pillars of city prosperity

A. Productivity Index (P)

Available analyzed data on productivity, showed that there is a gap in the development sectors of productivity related to addressing economic agglomeration. Additionally, it is noticed that the defined productivity outcomes and results were not fully achieved.

Table 2: Analysis of the Egyptian progress towards productivity index (2012/2015)

Prosperity index	Sub-index	Planning	Resourcing	Implementing (As per 2014)	Outcomes/Result (2015)
Productivity Index (P)	Economic Growth (EG)	EG > 3.5 %	276 Billion EGP (2012/2013)	EG in 2012/2013= 2.1	Little control over influencing results
	Economic Agglomeration (EA)	NA			Difficulty In calculating spacial based data
	Employment (E)	Unemployment 3.4 (2011/2012) 800,000 additional Job opportunity	160 Billion EGP	Unemployment 3.6% No clear reference	Increasing unemployment rate

Source: Author based on (UN-Habitat 2014) and Egypt National Plans (2012-2013 and 2013-2014)

B. Infrastructure Development Index (ID)

From the available analyzed data on infrastructure development information, it is concluded that water and sewage connectivity are the best quantitatively efficient elements in the Egyptian city prosperity records.

Table 3: Analysis of the Egyptian progress towards infrastructure index (2012/2015)

Prosperity index	Sub-index	Planning	Resourcing	Implementing (As per 2014)	Outcomes/Result (2015)
Infrastructure Development Index (ID)	Housing Infrastructure (HI)	upgrade 68 unsafe areas	300 million	Total to 2014 58 costing 1.5 billion	Increased informal sector and housing gap
	Social Infrastructure (SI)	Increase available water production to 30.5 million m ³ /day (per capita rate 367 l/day) Sewage capacity to 17.1 million m ³ /day	6.35 Billion EGP	Water = 33.3 million m ³ /day Sanitation = 17.8 million m ³ /day	Enhanced water and sewage quantitative connectivity. No formal qualitative assessment
	ICT (ICT)	Internet connectivity target 44.3 % Focus on training	16 billion	41.4%	Nearly achieved
	Urban Mobility (UM)	Build 43.2 KM metro	4.5 Billion EGP (4.1 national budget and 400 million loans)	7.2 KM total from 2009/2014 (average 1.44 Km/year)	Rate of construction does not meet the demand
	Street Connectivity (SC)	Roads and transportation 2400 km regional roads/bridges	1.5 Billion 2.7 billion	No clear data	Sector measures activity and no reporting on the effect on connectivity

Source: Author based on (UN-Habitat 2014) and Egypt National Plans (2012-2013 and 2013-2014)

C. Quality Of Life Index (QoL)

Public space has no specific plan or leading institutional mechanism. Additionally, there is very limited transparency on the development plans addressing safety and security of citizens.

Table 4: Analysis of the Egyptian progress towards infrastructure index (2012/2015)

Prosperity index	Sub-index	Planning	Resourcing	Implementing (As per 2014)	Outcomes/Result (2015)
Quality Of Life Index (QoL)	Health (H)	Decrease infant mortality to 10/1000 infant and child mortality to 20/1000 live infant Reduce illiteracy to 25%	3.5 Billion (health in general)	No record but targets in the 2013/2014 plans were less optimistic for the plan 2014	bad public health services (Quality and quantity) (Global competitive report 2015 ¹⁴)
	Education (E)	Increase enrolment in high education to 35% 3.65 billion EGP public	257.9 Million EGP for education development fund (4.5 billion for school education in general)	Later plans showed no record for this program. Whole new program was later introduced (Qualitative and Quantitative)	One of the Weakest Public education systems in the world (Global competitive report 2015)
	Safety and Security (SS)	Security, firefighting, traffic	250.3 million	Not linked to locations and thus difficult to monitor	No clear strategy or monitoring
	Public Space (PS)	No specific plan or institution			Lack of inclusive public space

Source: Author based on (UN-Habitat 2014) and Egypt National Plans (2012-2013 and 2013-2014)

D. Equity and Social Inclusion Index (ESI)

Most of the social solidarity projects report on activity and not results, which never reflects the effectiveness or efficiency of their implemented project and investments. The poverty reduction strategies were insufficient to control growing poverty rates in Egypt. However, gender improvements were recognized by the increased rate of working women.

Table 5: Analysis of the Egyptian progress towards Equity and Social Inclusion Index (ESI) index (2012/2015)

Prosperity index	Sub-index	Planning	Resourcing	Implementing (As per 2014)	Outcomes/Result (2015)
Equity And Social Inclusion Index (ESI)	Economic Equity (EE)	Subsidies on products Reduce Poverty rates (25.2 in 2010/2011)	113 Billion	Poverty 26.3% (2012/2013)	Un-effective strategy
	Social Inclusion (SI)	Supported loans Social Solidarity and housing Social services, culture youth and sport	538 Million for need villages 7.8 Billion social housing 1.1 Billion (All activity based)	Difficult to monitor (Planned by number of villages, implementation by project) No record	Difficult to report on results since all strategies were activity based and lacked monitoring systems
	Gender Inclusion (GI)	22.6 % of working women	58 Billion	24.2 % working women	Improvements noticed

Source: Author based on (UN-Habitat 2014) and Egypt National Plans (2012-2013 and 2013-2014)

¹⁴ <http://reports.weforum.org/global-competitiveness-report-2015-2016/economies/#economy=EGY>

E. Environmental Sustainability Index (ES)

From the available analysed data on Environmental Sustainability, it is concluded that the overall strategies for sustaining and improving the environmental status are not effective. Additionally, most reports were activity based and did not reflect the effectiveness of those activities on the overall environmental status.

Table 6: Analysis of the Egyptian progress towards Equity and Social Inclusion Index (ESI) index (2012/2015)

Prosperity index	Sub-index	Planning	Resourcing	Implementing (As per 2014)	Outcomes/Result (2015)
Environmental Sustainability Index (ES)	Air Quality (AQ) Waste Management (WM) Water and Energy (WE)	Environment enhancement program	608.4 Million 258 million EGP	Environmental reports: activity based and does not accumulate	Degraded environmental status ¹⁵

Source: Author based on (UN-Habitat 2014) and Egypt National Plans (2012-2013 and 2013-2014)

F. Urban Governance and Legislation Index (UGL)

As shown below, the government has not yet well adopted good governance approaches including transparency of information and decentralized governance.

Table 7: Analysis of the Egyptian progress towards Equity and Social Inclusion Index (ESI) index (2012/2015)

Prosperity index	Sub-index	Planning	Resourcing	Implementing (As per 2014)	Outcomes/Result (2015)
Urban Governance and Legislation Index (UGL)	Participation (P) Accountability and Transparency Institutional Capacity (IC) Regulatory Quality (RQ)	Supporting local units	561.7 Million	Most of the resources go to purchasing of equipment, decentralization efforts minimized	Very difficult to obtain data or monitor progress.

Source: Author based on (UN-Habitat 2014) and Egypt National Plans (2012-2013 and 2013-2014)

4. CONCLUSION AND REFLECTIONS

Through the qualitative analysis of the urban management system in Egypt and for visualization of results; figure 6 reflects main strengths and weak points of the system. The graph was done for the housing sector, however most results were generalized to the general urban system in Egypt. As thoroughly explain by Tibaijuka (2009), Housing is a central driver for social and economic development and has wider effects on most of the city prosperity indicators.

¹⁵ The air quality in downtown Cairo is more than 10 to 100 times of acceptable world standard.

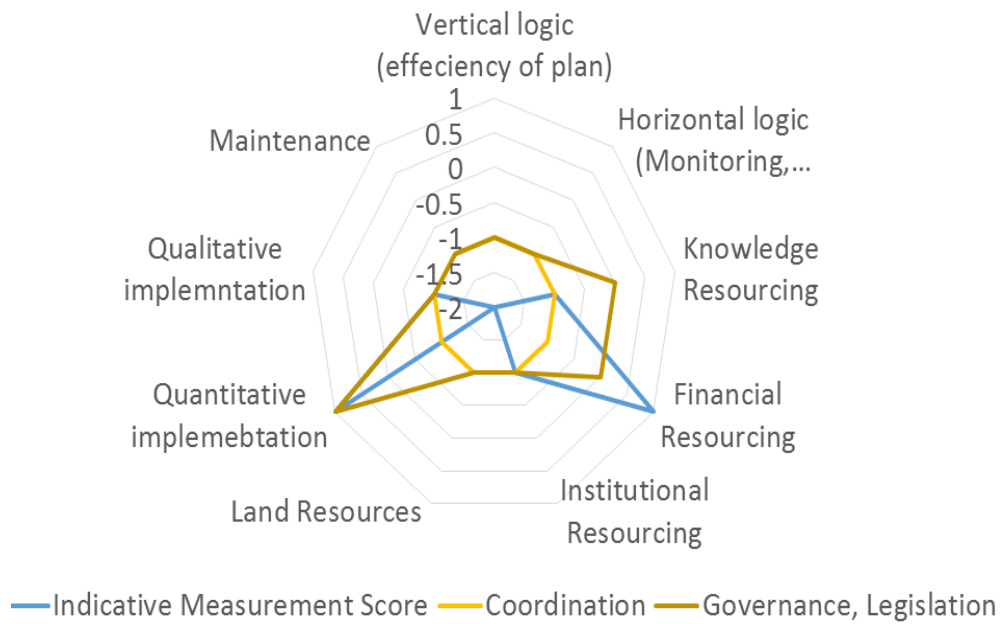


Figure 6: Analysis of the Egyptian housing management system

Source: Author

The results show that the financial resourcing is not the main weak point in the system, neither is quantitative implementation of activities. This is also clear from the previous analysis of water and sanitation sectors. However it is noted that the quality of result based planning and institutional and land resourcing are of the key elements negatively affecting results of development management in Egypt. Below are some descriptive conclusions for various elements of the process.

4.1 Planning and institutional resourcing

From the above review of the Egyptian urban management system, it is clear that an urban management approach is not yet adopted by the Egyptian urban system which focuses on the planning stage for urban and socio-economic development. It is obvious that the duality of planning systems results in further fragmentation of the urban management stakeholders and thus makes it more difficult to coordinate and lead on an integrated development agenda. Furthermore the highly centralized system does not allow for efficient coordination on the local levels whose roles are minimized to requesting projects to the socio-economic plan or participating in the visions and strategies proposed for the strategic urban plans.

Equally important, weak sectorial coordination leads to the loss of economic investments and hinders the potential positive effects of integrated developmental objectives. This coordination shall not stop at the development stage but shall extend to monitor and coordinate operation and make sure investments are well utilized and is achieving its aspired developmental results and impacts. Finally, defining indicators that shall be used for various development programs to monitor their progress towards aspired results is seen to be critical for the inclusive understanding of how these actions and activities contribute to results.

The multiplication of sectorial development plans brings in a challenge to accumulate and align efforts to achieve integrated development. Despite the trails of socio-economic and strategic plans to bring those sectors together and reflect in geographical locations and spacial potentials, the integration and coordination of these plans remains a huge challenge. It is therefore concluded that the planning and resources efforts exist with adequate quality. However their fragmentation and dis-orientation brings their effectiveness to the minimum.

4.2 Financial and other resources management

As expressed in the review above, financial resourcing and management face a number of challenges in distribution of finance; centrally on various development sectors and operational costs, and also the fiscal decentralization of investment resources which hinders influencing real change on local levels. This challenge additionally relates to both local and central institutional capacities to manage operational finances and regulatory frameworks for subcontracting procedures.

4.3 Efficiency of Implementation and operational management

Transferring plans to operation is the main breakpoint in the Egyptian urban management cycle. Many projects were brought into implementation but did not achieve its targets or were not monitored to follow up progress¹⁶. This is followed by the challenge of operational management including coordination with implementing partners (public and others) and also maintenance, monitoring and evaluation. Within this framework, it is also important to address human resources capacities and the regulatory framework that governs and aligns implementing development projects.

4.4 Effective monitoring, evaluation and reporting

There is additionally a pressing need to address the measurement of accumulative progress towards results through defined and resourced indicators. Unless the programs have well defined baselines, benchmarks, targets and progress indicators, implementing policies will depend on subjective implementation and keep on changing as the implementer change with very minimal accumulative value and real change. The verification and measurement frameworks are the supporting anchors for decision making utilizing real testing and learning. This might be another challenge relating to planning for results. The conducted plans are technically and programmatically well evaluated. However, they lack the operational management and measurement parts which are essential to ensure guiding implementation.

The lack of effective reporting systems is also observed. Most accessible reports are of descriptive nature and do not serve objectives that would draw lessons learned, evaluate various output/outcome levels, or provide recommendations for next phases and related sectors.

¹⁶ The only two sectors that were able to achieve their defined targets were water and sewage, which already have very high rates of connectivity in Egypt but the quality of connections is not addressed

4.5 Coordination and regulatory framework

The lack of coordination between interlinked sectors is a cross cutting challenge that also links to regulatory urban framework. As MOHUUC is mandated by the law 119/08 and MOP by Planning Law 70/1973 and Local Administration by Law No. 43/1979, it is very difficult to align and bring together efforts from these various organizations. Unless these regulations are aligned or combined, each entity will remain focusing only on its role according to its mandate, and the vision to the wheel of Egyptian Prosperity will remain incomplete.

5. RECOMMENDATIONS

Within the challenge of fast urbanization and difficulty to control market forces, it is becoming more urgent to shift the role of governments from suppliers and providers to a more moderating and regulating role. By doing so, the main role of the government would shift to focus on tools that support pro-poor and equitable policies implementation and also the monitoring and adjustment of these policies. Therefore, it is the management of the process and not the plan that has real influence on the result. Accordingly, the focus is to be shifted from the partial planning part to the wider management scope.

It is additionally important to track down the change in various sectors separately, but also to look into the inter relationships between those elements towards complementing each other and affecting the required change. This integration is a bigger challenge on the central level, and thus is optimally done on the city level. However, in centralized countries like Egypt, management on the city level should come at later phases after local capacities are built, and the administration and financial structures are ready for decentralization.

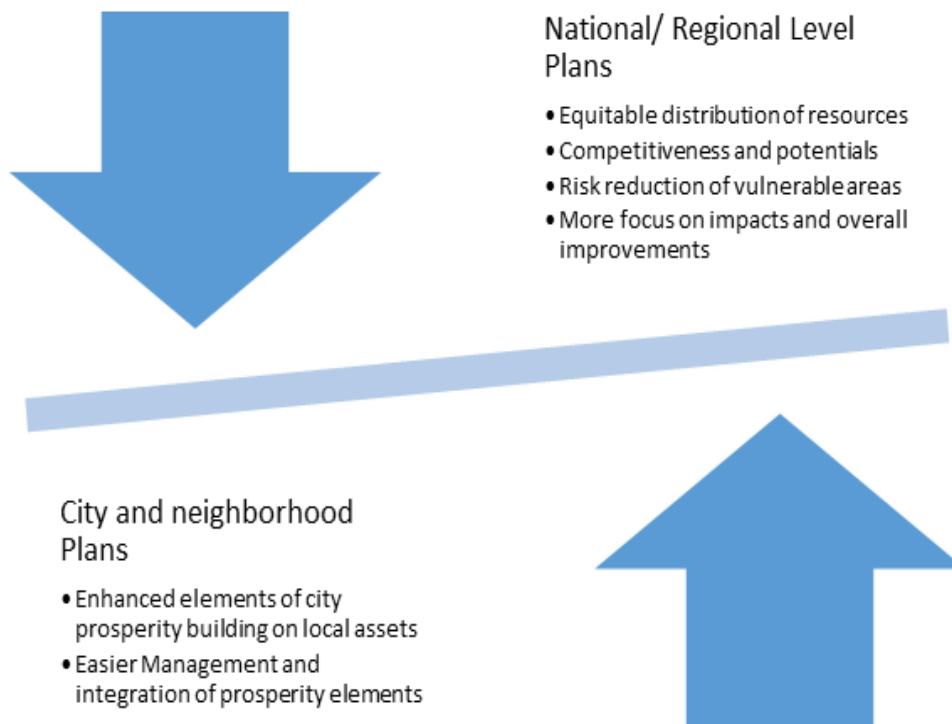


Figure 7: Levels of prosperity application

Source: Author

From the study of the result based management the first step should be to determine the needed change or the required result, then step down to the outcomes and activities. The key learning is to set up the measurement and monitoring framework, and to continuously adopt the plan/policy accordingly. The global tools developed through long participatory processes thus aim at defining the main directions of such change. The role of urban development in global development agenda has grown significantly. Indicators can be either amended or phased according to certain cities or country priorities and resources. Therefore prosperity or sustainable target indicators do not necessarily refer to the defined indicators offered by international agencies, but rather to the socio-economic and urban change a city would want to positively influence.

REFERENCES

- Boex, J. (2011). Democratization in Egypt: The Potential Role of Decentralization. **Policy Brief**. Washington DC, Urban Institute Center on International Development and Governance.
- Brenner, N. (2009). "What is critical urban theory?" **City Journal**, **13**: 2-3.
- Buehler, R. (2003). Urban Development in Mega-Cities in Developing Countries: Potentials of Citizen Participation in Planning and Managing Urban Development. Konstanz, Universität Konstanz.
- Canadian Foreign Affairs, T. a. D. (2013) Results-Based Management Tools at CIDA: A How-to Guide. Foreign Affairs, Trade and Development 1
- Dumian, H. K. (2014). Financial Status for the National Budget project 2014/2014. MOF. Cairo.
- Mattingly, M. (1995). Urban management in less developed countries.
- MOP (2012). Arab Republic of Egypt: Strategic Framework for Economic and Social Development plan Until year 2022. Cairo.
- MOP (2014). The Egyptian Socio-economic plan 2014/2015. M. o. P.. Cairo.
- Muraguri-Mwololo, R. (2014). Results Based Management (RBM) Workshop. Nairouby, UN-Habitat.
- Rudd, K. (2009). "The Global Financial Crisis." **The Monthly Essays**.
- UN-Habitat (2013). **State of the world's cities 2012/2013: Prosperity of Cities**. New York, Routledge.
- UN-Habitat (2014). **City Prosperity Index**. R. Orvañanos. Nairouby, UN-Habitat.
- UN-Habitat (2014). A new approach to prosperity. **Report on the state of Cities** Nairoubi, UN-habitat: 72.
- UNICEF (2003). Understanding Results Based Programme Planning and Management: Tools to Reinforce Good Programming Practice. UNICEF.
- Urban Institute Center on International Development and Governance (2011). **Democratization in Egypt: The Potential Role of Decentralization**. Washington DC.
- Wekwete, K. (1997). Urban Management: The recent Experience. **The Urban Challenge in Africa**. Tokyo, United Nations University Press.
- Wright, I. (2013). Are we all neoliberals now? Urban planning in a neoliberal era **ISoCaRP Congress Case Studies Platform**. Australia