



AIN SHAMS UNIVERSITY
FACULTY OF ENGINEERING
Department of Urban Design and Planning

**URBAN DEVELOPMENT MANAGEMENT
TOWARDS IMPROVED CITY PROSPERITY**
(The case study of Egypt)

A Dissertation

submitted in partial fulfilment of the requirements of the degree of
DOCTOR OF PHILOSOPHY IN ARCHITECTURAL ENGINEERING
(Urban Planning)

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Statement

This dissertation is submitted to the Department of Urban Design and Planning, Faculty of Engineering, Ain Shams University in Cairo, on October 2016 in the partial fulfilment of the requirements for the degree of “**Doctor of Philosophy in Architecture**”.

The work included in this dissertation was accomplished by the author in the department of Urban Design and Planning, Faculty of Engineering, Ain Shams University, during the period from 2012 until 2016.

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Dedication

To my children, Parents, Husband, Brother, and Family. May we all find fulfilment through the journey and in the end.

Abstract

In light of the Critical Urban Theory and within the current debate on the role of Urban Planning in the Neoliberalism and Monetarism ideologies, this dissertation examines the relationship between the urban management system and improved city prosperity.

Through the grounded theory approach, this research is based on Qualitative Case Study analysis of the Egyptian Urban Management system in general, and the Low-Income National Housing Programme specifically, to understand the effectiveness of the government in guiding and monitoring the urban sector towards inclusive development and prosperity, within the natural development policy settings. The analysis is additionally reflected graphically using a quantitative tool developed by the researcher to indicate key strengths and weaknesses of urban management systems.

The dissertation has proven the need to shift focus from rational planning methods to a broader managerial approach that looks beyond the plans, and ensures a real change on the ground. By further applying the research literature review, case study analysis, and conclusions to the Egyptian case study, a detailed result-based framework for the low-income national housing sector is designed and presented. Furthermore, a recommendation on the general urban management structure and system are provided to present an incremental vision for improved Urban Management in Egypt.

This is complemented by the conceptual recommendation to change the focused role of the government from a supply driven provider, to a result based monitoring and guiding position supporting Monetarism theories of the governmental role in bridging the gap between social and market goals.

Key words:

Urban management – Urban development- City prosperity - Result Based management – development policies – Housing – informal areas.

Summary

This dissertation provides a result based analysis for the urban development management to enable progress towards inclusive on the ground results. This is achieved through the qualitative case study analysis of the urban management system in Egypt aiming for improved city prosperity. The dissertation accordingly assesses the ability of existing institutional, financing and regulatory frameworks governing the urban sector in Egypt to achieve prosperous development objectives.

The in-depth analysis of the housing sector is studied in more details; questioning whether the low-income housing production is achieving the aspired results and responding to the demand on low income housing.

The study consists of two main parts; the first part includes the literature review and analytical framework, and the second part combines the analysis of the case study, in-depth case study and the conclusions and recommendations.

Chapter one provides the research framework and design, including the subject significance, main problem and key theoretical and practical research questions, and the resulting research objectives. The chapter furthermore explains the main research methodology, setting, structure, variables and data collection methods.

Chapter two introduces the literature review with a review on the different prosperity notions, with focus on the selected City Prosperity Index as the framework for the indicators that are used in the analysis of the case study.

Chapter three then presents the initiation and definition of the Urban Management approach within the global urbanization era. The chapter brings focus to the main elements of Urban Management in both the actors and processes categories. Additionally, chapter three explains the emerging concept of Result-Based Management and the theory of change, which offers the conceptual analytical framework for the research.

Chapter four concludes the theoretical and conceptual linkages providing the guiding basis for the case study analysis. This chapter additionally base on the provided literature review to present a new analytical tool that indicates the efficiency of an urban management system and furthermore, introduces the case study selection.

Part two begins with **chapter five**, which introduces the Egyptian case study. This chapter utilises the analytical framework designed in the first part of the study to analyse the Urban Management system in Egypt and its ability to achieve improvements in the various indicators of the City Prosperity.

Chapter six then explain the reasoning behind choosing the public housing sector for an in-depth analysis. A review of the national housing programs in Egypt and the alternative informal growth is provided. The analysis follow the same defined analytical framework applied to the Egyptian case study, however with more focus on cause-result relationships and qualitative analysis of various elements of urban management. The developed analytical tool is then applied on the Egyptian housing sector management to provide graphical indication and reflection of analysis results.

Finally, **chapter seven** of the research combines the application of the concluded analysis results. This is offered in the form of theoretical recommendations supporting Monetarism theories which focus on government role to bridge the gap between social goals and market operation.

Additionally, application of the research conclusions are reflected in a formulated structural framework for the Egyptian Urban Management system to enable an incremental change towards a more effective role of the government. Furthermore, comprehensive result-based framework for the Egyptian National Housing Programs is presented, incorporating various conclusions from the literature review and analysis. The chapter then presents final respond on the main research questions, and recommendation for future research.

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Abbreviations

ADB	Asian Development Bank
CAPMAS	The Central Agency for Public Mobilization And Statistics
CBO	Community Based Organizations
CDS	City Development Strategy
CPI	City Prosperity Index
CSIS	Center for Strategic and International Studies
DCs	Developing Countries
GSF	Guarantee and Subsidy Fund
GTZ	German Agency for Technical Cooperation
EA	Expected Accomplishment
ICRC	International Committee of the Red Cross
IDB	International Development Bank
ILO	International labour organization
ISDF	Informal Settlement development fund
KPIs	Key Performance Indicators
MDGs	Millennium development goals
MFF	Mortgage finance Fund
MOF	Ministry of Finance
MOH	Ministry of housing
MOP	Ministry of Planning
MOPMAR	Ministry of Planning, Monitoring and Administrative Reform (as of 2012)

MSAD	Ministry of State for Administrative Development
NGOs	Non-governmental organizations
NUOH	National Organization for Urban Harmony
NPO	Non- Profit Organization
NUO	National Urban Observatory
OECD	Organization for Economic Co-operation and Development
RBM	Result Based Management
RBP	Result Based Planning
SDC	Swiss agency for development and cooperation
SHF	Social Housing Fund
SHP	Social Housing Program
UGB	Urban Growth Boundaries
UNDAF	The United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, scientific and cultural Organization
UN-Habitat	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
YPO	Yearly Plan of Operation

Introduction

For decades Egyptian cities' ability to cope with the growing needs of urbanization and globalization has largely declined. With the additional political instability, further socio-economic and infrastructure deterioration lead to an existing urban status that sets new challenges for the Egyptian government to address. Egypt now houses an urban population of about 38 million inhabitants (CAPMAS, 2016), its rank for quality of life is the 84th of 100 countries (The World Bank, 2008), unemployment rate of 13.4% (CAPMAS, 2014), and the Human development rank is 113th of 187 countries (Institute of National Planning Egypt (INP) and United Nations Development Programme (UNDP), 2010). The overall Egyptian prosperity is 87th of 110 countries, in addition to having between 45 to 60% of the urban population living in slum areas (Legatum Institute, 2013b). These overlapping development challenges facing Egypt have led to having most of the Egyptian cities suffering from deteriorated infrastructure, low productivity and poor quality of living for the majority of the population.

With the expected increase of urban population to about 52 million inhabitants by 2025, the Egyptian government will need to revise its urban sector policies and development processes to provide adequate housing, services, job opportunities and infrastructure, in addition to improving the quality of life for the existing and future population (The Legatum Institute, 2013). It is however questionable whether the existing urban development management system could lead to achieving the aspired visions for development and sustainability, or a revision for the whole process needs to be addressed.

It is claimed that Cities are enabled to solve global crisis if empowered by enhanced tools and resources (UN-Habitat, 2013a, p.V). In Egypt, the existing main cities and towns generate most contribution to national GDP, however focus needs to be given to maximizing and reinforcing the efficiency and functionality of those cities, to revive their roles as engines of growth and contribute to an expanding national economy.

To keep goals measurable and clear, the “city prosperity concept” is currently been used as a more comprehensive approach that enables decision-makers to identify key strengths and weaknesses and support the guidance of public policy-making. The concept of city prosperity explained by UN-Habitat (2013a, p.V) reaches behind the economic dimension to interlink various indicators and dimensions including ones specifically designed for physical and special guidance. Additionally, the CPI tool includes governance, political and legislative aspects that are often neglected but are of great importance in monitoring progress of the urban settings.

The Egyptian Urban development has always faced the problem of centralized densification along the Nile Valley. This is not only seen as a challenge to overcome, but also a chance to understand elements of attracting and sustaining urban development. Basing on agricultural economy, access to water and local economic development opportunities, are of the main reasons of agglomerated development along the Nile banks.

Shortly after the 1952 revolution, and with the growing urban challenges, new reforms were introduced that changed the structure of Egyptian society from the feudal system to the industrial and social systems (Soliman, 2003). Abdel-Baki (1993) had neatly described the growing challenges during the late 1990s from three integrated perspectives; the rise of average increased population, the increased population density in about 4% of the country areas, and the decrease in agricultural land at an annual rate of around 60 thousand acres also reflected in the rapid growth of informal areas.

New Ideas of expanding outside the valley and creating new urban communities were heaved with the 1956 war which shifted focus to reconstruction of the Suez region. However, migration from rural areas to Cairo and urban centres continued to grow and urban expansion on agricultural lands kept threatening the food production of the country.

The National Development Plan (1978-1982) focused on addressing these challenges and attracting population to new areas outside of the dense

valley. This was realised through endorsement of national policies that increases production capacity of the national economy and improving the living environment (Ahmed, 1988).

Following these objectives, national urban development have given focus to the construction of new towns and means of attracting population, including taxes exemptions and facilitated provision of housing and basic services. This remained a fixed focus on National development plans in Egypt. In the last National Strategic Development Plan for urban development, (Ministry of Housing, 2014) has also expressed importance of physical spreading outside of the valley in small and medium population sizes that integrates with existing and new urban settlements. This aims at increasing the inhabited area to 11% of the total Egyptian area in 2052. The total targeted area is equal to 12 million feddans of which about 1.1 million is planned for in the fast track plan (2012-2017).

The plan has additionally divided the country to development zones, where economic structure and potentials have been analysed. The plan came out with a fast track priority project list which all focuses on expanding development on new areas, and creating the supporting economic and social structures to develop these areas.

It is therefore agreeable that the Egyptian government has wider visions for urban development than merely planning new urban areas, and that socio-economic components have also been targeted within the development plans.

However, and despite the numerous efforts and motivation to spread out, Cairo and the main existing urban centres remain the main attracting poles for the majority of the migrating population; consuming the main share of food supply, with most access to basic urban services and means of transport, and most importantly having the best opportunity for access to jobs and economic chances (Abdel-Baki, 1993).



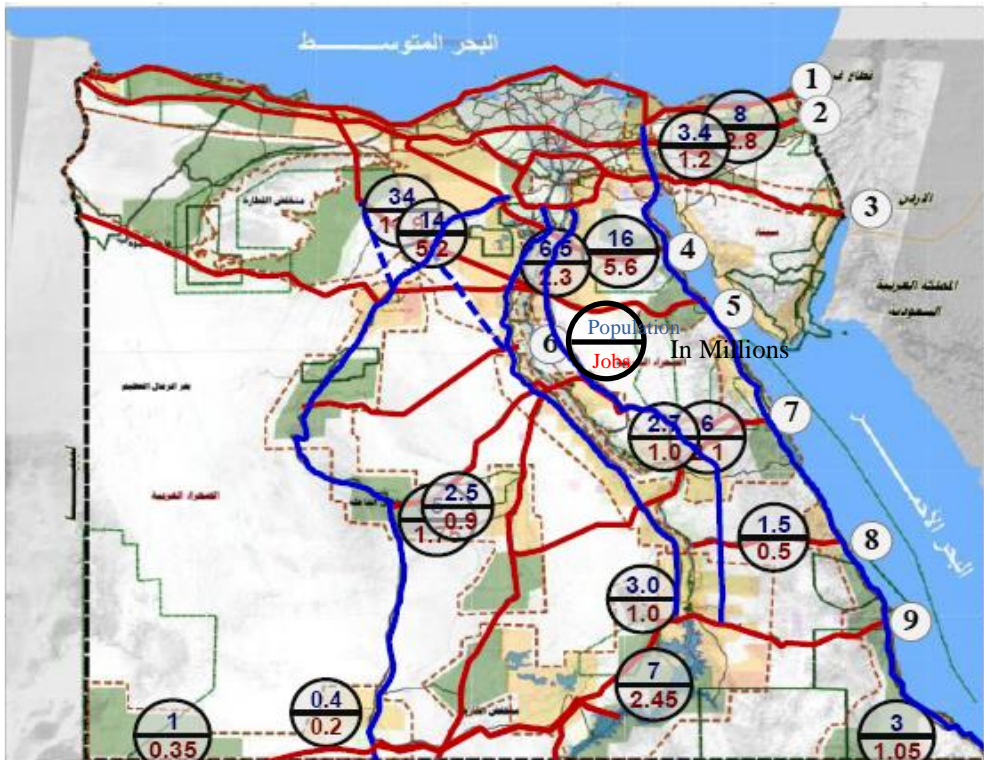
Egypt 22nd Century



Egypt 2052



Egypt 2014



Target development zones for 2027

Target development zones for 2052

Proposed development boundaries

Proposed horizontal axis

Proposed Vertical Axis

Figure 0-1: Vision, Phasing and priority projects for Egypt 2052

Source: (Ministry of Housing, 2014)

As a result, The Egyptian government shared focus of new settlement to also create policies that addresses controlling and managing urban expansion. These policies had often focused on the prevention of informal expansion through detailed planning or application of urban growth boundaries (UGB). In the findings of his paper, Nada (2014) summarised the key constrains that limit the ability of the Egyptian Government to effectively manage urban expansion, namely: centralization, limited local capacities, weak coordination between plans and agencies, among other legislative and political reasons.

Additionally, and while the urban development stakeholders in Egypt got immersed in the focus of managing urban expansion and attracting population to new settlements and development, inner cities and existing urban centres are running out of chances to sustain their livelihoods and functionality. The rate of planning for new expansions and new economic attractions have failed to cope up with the real development pace. And accordingly, aspirations for Egyptian prosperity and functionality remained on paper and in plans.

This research looks into bridging the gaps between our plans and reality. Focusing on management tools that would enable directing the urban development of existing areas and running day to day development, rather than creating plans and visions that disconnects from reality of ongoing development. This will be achieved through exploring the possibility of applying “Result Based Management” for our Egyptian cities aiming for enhanced city prosperity on the long term with monitoring tools that measured the progress towards this aspiration.

The research will review in its first part literature on prosperity notions, urban and result based management. The second part will focus on the case study of Egypt, and finally chapter 7 will draw on conclusions, and policy recommendations.

Part I: Research Design and Literature review

Chapter 1: Research design and methodology

1.1 Subject Significance and Theoretical Positioning

As explained briefly in the abstract and introduction, this research was based on key three observations on prosperity, urban management and ideological position of the role of governments within the Neoliberal context. In this sense, the following part explains the main subject significance.

1- Shifting from activity-based management to result-based management and result-oriented development for real change

The shift from focusing on planning to the wider management scope was accompanied also by the shift from activity-based planning to result-based management; in order to measure the progress towards solving the problems which often remained unsolved after the projects/activities. Thus instead of focusing on expenditures, activities and outputs, the focus shifts beyond that to focus on actual results: the changes created, and contributed to. This is achieved through process that includes, not only clearly defined results, but also a well-structured monitoring and correcting system that ensures the maximum effectiveness and efficiency towards the defined results, often linked to the improvement of quality of living for inclusive communities(Canadian Foreign Affairs, 2013) .

Therefore, reviewing and analyzing the Egyptian urban development management towards improved city prosperity brings together chances from political instabilities for positive change, use of global urban agenda reform to retrieve the Egyptian global urban and development positions and use the numerous development agencies from all scales that have emerged to support the poor and homeless but lacks the vision and tools to do so.

2- Positioning Practice from Egypt case study in the ideological Challenges of neoliberal planning and epistemological foundations for critical urban theory and practice

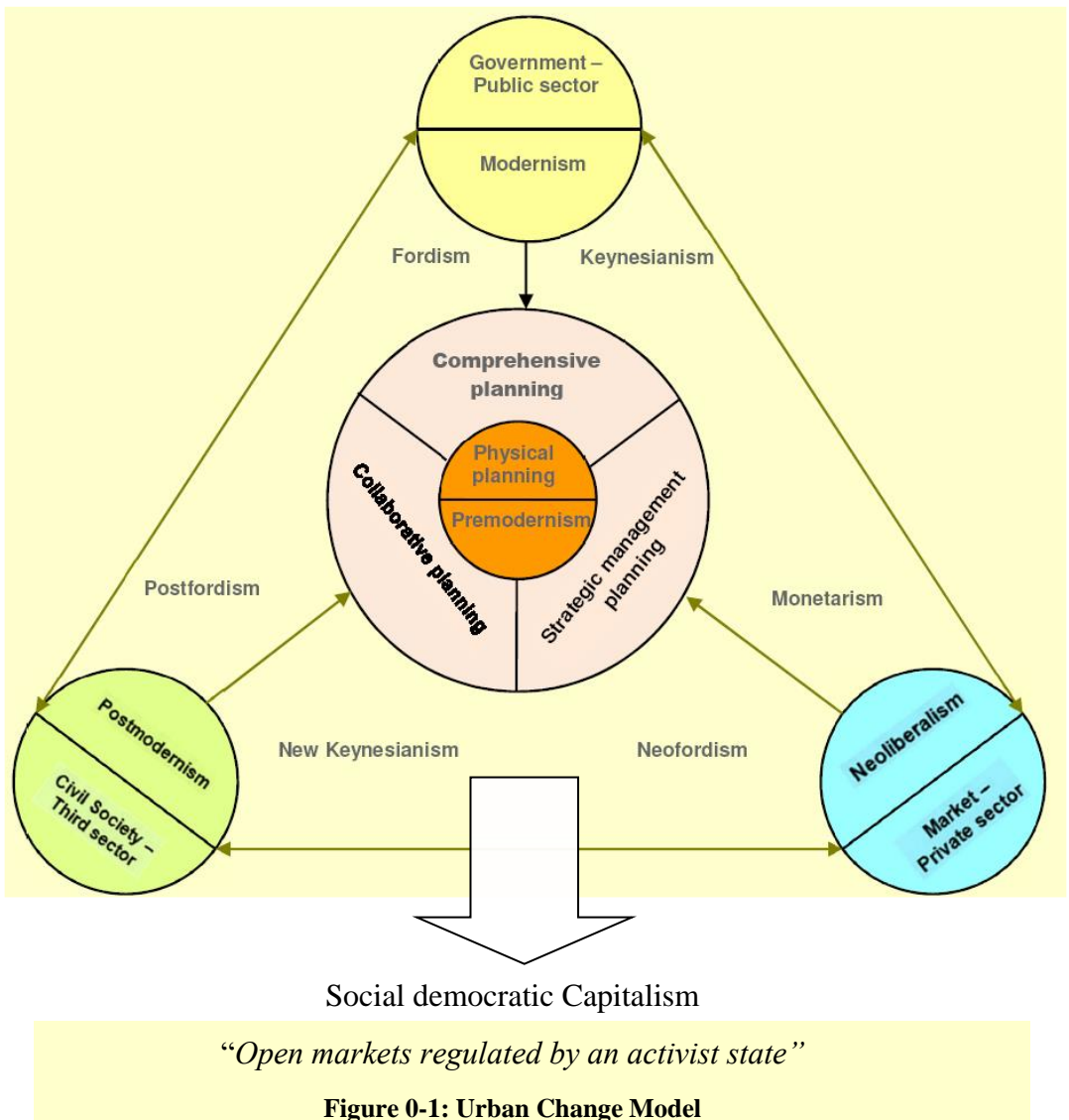
Recently, and with the rise of the critical urban theory, urban is no more viewed as sector which can be analysed separately or controlled geographically, but rather seen as an interface that allows the reflection of various socio-economic, political, environmental and human development contexts. Accordingly, urbanization can present a comprehensive systematic contribution to the critical theory (Brenner, 2009).

Moreover, from the ideological lens, concepts of availing open markets and the advanced capacity of the private sector to overcome urban and economic challenges needs to be revisited. It has become important to provide evidence-based researches comparing results of private sector development within a neoliberal context, and the envisioned monitoring role by the government suggested by Keynesians and friedmans who see the important role of the government to bridge the gap between social needs and open markets results(Clune, 2013).

With the reflexive nature of critical theory explained by (Brenner, 2009), this research looks into urbanization in Egypt from both the practical and the theoretical lenses. This aims at contributing the general concept that encourages understanding the reality and feeding the theory, not the vice versa. This is further endorsed by UN-Habitat (2013b), that ensured the importance of reviewing both theory and practice of urbanization to address its shortcomings.

Accordingly, the analysis and conclusion will examine both the practice of urban management and how the planning approaches in Egypt are functioning, while looking separately into the understanding from the Egyptian reality of the ideology and epistemological foundations Egypt shall support. In this context, Figure 0-1 and the analysis of the Egyptian urban system shows that Egypt is still lagging between Postmodern and neoliberal urban planning theories and in practice have not yet fully adopted the strategic management planning approach.

The analysis of the Egyptian case study is positioned to provide further inputs to the functionality of urban management and planning in developing countries' governments and the endorsement of a rather monetarism approach with combined social capital and regulated open markets.



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

In light of the urbanization challenges facing developing countries, many cities are now unable to cope up with the growing needs and inequalities accompanied by fast urbanization. This is clearly observed in cities like Cairo, which was once one of most beautiful and modernized cities of the world, but had turned throughout decades to one of the most polluted, congested and mal-functioning ones. It is observed that along the years transformation had occurred to the process of planning and managing of public spaces, facilities and infrastructure leading to the decline of what is now defined as ‘city prosperity’.

To enable analyzing the reasons behind decreased prosperity of Egyptian cities, the researched defined the scope to focus on the effect of urban management system on city prosperity. The linking of city prosperity to various elements of urban management is based on the logical role of urban management in improving the urban reality. This is additionally supported by the survey conducted UN-Habitat in 2011 for 50 cities. The results of the survey showed that *efficient urban planning and urban management* are perceived as the most important conditions for shared prosperity¹.

1.3 Main and secondary questions

1.3.1 Main Question

Why isn't Egyptian Urban development management leading to better city prosperity?

1.3.2 Secondary Questions

- What are the main input-factors controlling the urban management system in Egypt? (Governance, stakeholders, legal, financing and institutional)
- What are the processes related to the ability for achieving resulted prosperity?

¹ 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 plays a more important role.

- Can result-based Management (RBM) lead to better match between needs, investments and results?
- Can RBM improve the performance of the housing sector in Egypt and support decrease growth of informal areas?
- What are the main hinders within the Egyptian urban development approach to achieve improved city prosperity?
- What are the main specific and generalised policy recommendations? (Legal, institutional, financing and processes)

1.4 Research Scope and limitations

The research will review the relationship between urban development system and management to support enhanced elements of City prosperity. Focus will be given to the changes required from a result-based point of view for the urban management system to achieved aspired impact enhancement.

The indicators of city prosperity are only used as guiding example of setting goals and measuring performance. The research scope will not address methodological or statistical methodologies of measuring these indicators.

The review and analysis for regulations and institutional framework managing the urban development will include only identified and classified items related to the prosperity objective. This will be defined according to the diagnostic analysis which will result in an outline and methodological framework. Accordingly, the research will not cover a full review of the urban legal and institutional system in Egypt, but rather provides an overview for the main urban management elements affecting improved prosperity.

1.5 Research Objectives

This study aims at exploring the relationship between urban management and city prosperity; this is to be achieved through a number of sub-objectives as follows and as reflected in the research methodology below.

Specific objectives:

- Illustrate the concept of prosperity and specifically city prosperity
- Understand and analyse main elements of urban management
- Explain the concept of Result-based Management that link activities to results
- Reflect on the Egyptian Case study explaining the input and operational elements within the Egyptian case
- Analyse the relationship between housing production and informal growth in the case study.
- Conclude policy advice and possible generalized recommendations within the Urban Management system that would affect aspired improved city prosperity.

1.6 Research Methodology and design

1.6.1 Methodology and Approach

In light of the critical theory perspective and its reflexive nature, and as explained in the subject significance, this research this will include the analysis from both theoretical and epistemological lens and from the practical and pragmatic one. Accordingly, and applying the grounded theory approach, the research is based on qualitative in-depth analysis to derive the conclusions.

This is conducted through case study analysis to understand the relationships and processes of Urban Management affecting city prosperity. Additionally, group discussions, interviews and objective observations and used to construct conclusions and extract recommendations for change.

1.6.2 Settings

The research is conducted within the existing Governmental institutional set up, governance structure of the public and informal sectors, current policy and legislation in Egypt.

1.6.3 Research Design and structure

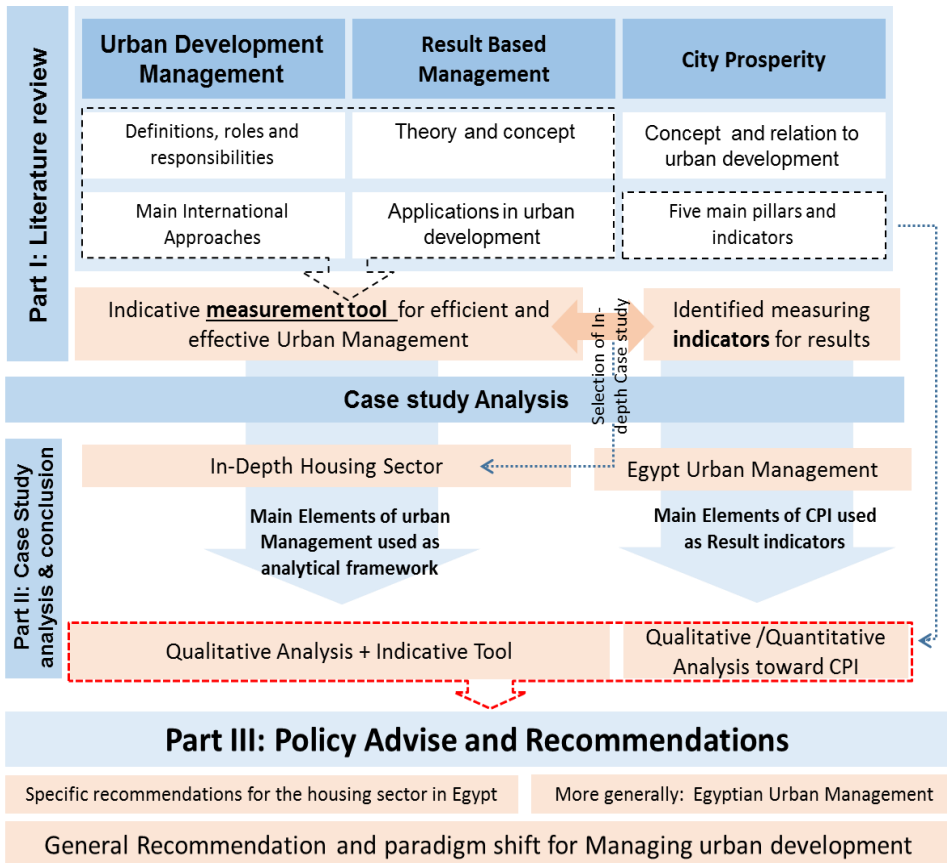


Figure 0-2: Main research structure and design

Source: Author

As shown in the figure above, the research starts with a literature review for the different notions of prosperity and the main indicators measuring the prosperity of cities. Additionally the first part of the research reviews the literature of urban management and result-based management techniques.

After this review, the second part of the study introduces the Egyptian case study and provides an analytical description of its urban management system (including main stakeholders, roles, responsibilities and main processes of urban management). This is followed by an explanation of the reason behind the selection of the in-depth case study, and the detailed analysis of the public housing sector in Egypt.

The final chapter of the research draws main conclusions and findings of the research and additionally provides practical and theoretical recommendations.

1.7 Research Variables

The research variables are identified in the following part and classified as independent (main and cross cutting), dependant and controlled variables.

1.7.1 Dependent variable

The research identifies the elements affecting the main dependent variable defined by UN-Habitat (2013a) as “city prosperity indicators”. Chapter 2 of the earch will explain further the factors affecting improved city prosperity and formulating the research **dependent variables** expressed by the five main pillars of productivity, environmental sustainability, infrastructure, quality of life, and equity and social inclusion (including equitable access to affordable housing) and governance and legislations.

1.7.2 Independent variables:

Through the research, the main elements affecting the indicators of prosperity were identified. Chapters 3 and 4 explain in details the main factors affect the aspired impact/ global goal of enhanced city prosperity. This includes the identified main elements of urban management and the additional cross cutting Elements of local leadership, coordination, regulations, governance and political will.

Accordingly the following **independent variables** were 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 through which the five pillars are developed.
- 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

1.7.3 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 to enforce and support the change.

1.8 Data collection

The research was based on both primary and secondary data collected in the following manners.

1.8.1 Primary Data

Within the research main identified objectives, semi-structured interviews and group discussions materialized as a result of the researcher occupation at the UN-Habitat Egypt's office and as part of the Strategic National development Support project in the duration 2013-2015. This project availed experimenting implementation oriented planning processes in three pilot governorates of Ismailia, Fayoum and Luxor.

Interviews with Key officials at the Ministry of Planning in Egypt, National Urban Observatory (Ministry of housing) and local governorate officials were additionally conducted as part of the research to further understand the different perspectives of the planning processes and challenges in Egypt.

Through the same occupation, the researcher has contributed to coordination of the ongoing activity of drafting the state of the Egyptian cities' report during the period 2013-2015 which is envisioned to measure the prosperity index for Egyptian cities and shall be published through the UN-Habitat Cairo office.

Within the current occupation in UN-Habitat Egypt office as the Program officer for the Housing and upgrading of informal settlements, the researcher is involved in national working group on informal upgrading, where intense discussions of challenges and opportunities of the Egyptian informal sector is observed.

1.8.2 Secondary Data

In addition to the primary data, the following secondary data resources were reviewed and consulted.

- Legal and governmental reports (such as national Habitat III report, National housing Policy, Laws and legislation on related to the urban sector)
- Literature available on urban planning and management, city prosperity, result based Management, housing and informal areas.
- Studies and reports produced on analysis of Egyptian Urban Management system, policies and practice.

Chapter 2: Notions of Prosperity

2.1 Introduction:

As explained in the study objectives, understanding the notions of prosperity is important to visualise and clear the elements within the urban context that affects the people and make one place more or less desirable than another. The city prosperity concept is perceived ever since people have started to inhabit cities and create urban agglomerations around the world. The anticipation for living in good conditions, wellbeing and well fare, having access to basic needs of services have often formulated the aspects of liveability competition among cities. This competition plays a key role in the reason why some cities are attracting population while others are being repelled, as well as the satisfaction and fulfilment of a certain community with its city.

This chapter will explain the evolution and main notions of prosperity as a key element of this research that would later be used for analysis against the urban management system. The chapter will list the main definitions and models of prosperity focusing on the concepts, measuring indicators, and policy reflections.

The notion of Prosperity holds within its concept the subjectivity of personal perception for the urban context that would enable happiness, comfort and thus productivity. A global competition was done through Legatum institute that challenge for illustrators to visualize participants take on what it means to be genuinely prosperous. The results show the variety of perceptions of prosperity. The winning concept reflects the view of prosperity within the human values, second place saw prosperity in growth, and the third place expressed prosperity as reaching beyond as shown in Figure 2-1 ².

² The full gallery of shortlisted art work, is presented at <http://www.li.com/prosperity-illustrated>

With this subjectivity came multiple objective trials to measure and affect the concept of prosperity. However, the general aim for this measurement is to better control the quality of living and relief within countries and cities around the world. This is to be done through the enabled data analysis for key sectors of development which creates a platform for self, local and international comparison of success in those key aspects. The measurement of prosperity have also availed the monitoring of the effect of social and political changes on the different aspects of prosperity and allows accordingly for evaluation and future policy guidance.



Figure 2-1: illustrations competition

Source: (Legatum Institute, 2013a)

2.2 The Capitalist, Communalists and Spiritual Notions of Prosperity

Prosperity often encompasses wealth, from a capitalists' point of view. Paul (2008) claims that owning and controlling property is the only enabler for lives control; even social advances are based upon the ability of protection provision, capital accumulation and long term investments. The states that are able to globally redistribute wealth, could easily wage wars, impose sanctions, take away privacy, and violate core human rights.

Additionally Laffer, Moore and Tanous (2008) has expected the possible death of prosperity within the economic model and thus refers as well to the prosperity perceived from the economic point of view.

Saunders and Taylor (2002), however claimed unemployment as a main reason behind declined social and economic prosperity. In his later book, Bernstein (2009) expressed his view towards economy as a flesh and blood model that includes more study of sociology than technology, to him all physical factors of great economic importance, such as population structure, raw material supplies and the character of technological process, are of meaning only as a backdrop against human desires and decisions.

Social communalists however consider economic notions of prosperity to compete or interact negatively with health, happiness, or spiritual notions of prosperity. Thus economic productivity that results from longer working hours for people does not certainly reflect better prosperity; on the contrary it probably is affecting them negatively and unfulfilling their social and health needs (Cowling, 2006). Putnam (1993) claims that social capital enhances benefits of human and physical investment. Alternatively Pathways to Prosperity Project (2011) sets education and training to be the tool that paves the road towards prosperity.

Additionally some authors perceived prosperity from the spiritual and religious point of view; In his book Jordon (2011) demonstrates that economic hardship will disappear if we live in sync with God's universal laws; having faith, focus, and fundamental knowledge to succeed. Similarly, Copeland (2012) claims that true prosperity is not taught by God but it lies within the ability of people to apply the power of God to meet any spiritual, mental or physical needs.

More comprehensively, combined views of prosperity acknowledge the socio-economic perception of the concept. On the lead comes the Legatum institute which advances a holistic definition of prosperity.

2.3 The holistic Legatum Prosperity index

In line with its mission to support leading better prosperous lives, the Legatum institute³ supports understanding of prosperity for envisioned successful countries (Legatum Institute, 2012, p.2). The prosperity index of the Legatum institute attempts to go beyond the sole economic measurement of prosperity –measured in most cases by GDP- to include as well subjective wellbeing of its citizens.

Within its annually published report, *Legatum Prosperity Index*TM assesses a wide range of indicators –illustrated Figure 2-2- including education, health, social capital, entrepreneurship and personal freedom to rank 142 countries. The Index has become an essential tool for governments around the world (Legatum Institute, 2012).

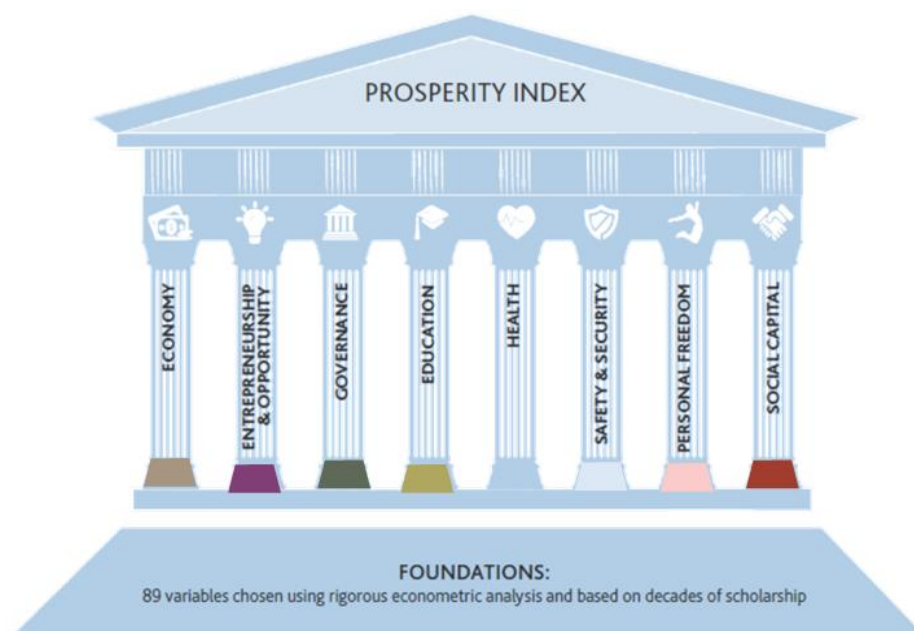


Figure 2-2 : Prosperity index foundations

Source (Legatum Institute, 2012)

3 charitable public policy think-tank that is based in London as an independent member of the Legatum group with a 27 year heritage of global investment in businesses and programmes that promote sustainable human development, more on <http://www.li.com/about/about-li>

Viewing the prosperity index as multidimensional, Legatum Institute (2012, p.4) defines the aim of their prosperity index is to “seeks to enhance understanding of global prosperity through the investigation of all the disparate factors that underlie a country’s levels of wealth and wellbeing”. This includes various aspects of human life, including emotional happiness as much as wealth extends beyond GDP per capita to additionally include qualitative and distributive aspects as well.

Legatum Institute (2013a) reflected the clear relationship between the change in prosperity index and the global events around the world. For example the uprisings in the Middle East and the political reflections on the financial crisis and lead to the minimal improvement in Safety, security and governance indexes and the subsequent slow growth in the economic sub-index in the past five years. Encouragingly –and maybe following the definition of the development millennium goals- progress in Education, Health, and Entrepreneurship & Opportunity especially in low-income countries (defined in the report) improved faster than high-income countries. The Average Score Change 2009-2013 is illustrated in Figure 2-3.

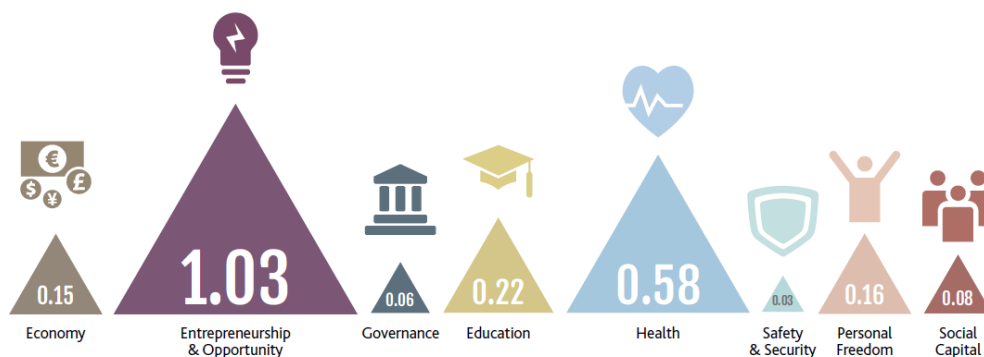


Figure 2-3 : Legatum Institute sub-indexes average score change 2009-2013

Source: (Legatum Institute, 2013a)

Legatum Institute (2013b) also highlights the relationship and reflection between prosperity index and the millennium development goals and creates a platform for improvement within the post 2015 MDGs. As concluded from the figure above and the achievement results of MDGs

evaluation (2010-2015), emphasis shall shift from focusing on the outcomes to more focus on building institutions and regularizing development means to enable sustaining long term development. Therefore and as declared by UN Secretary-General's High-level Panel of Eminent Persons (2013) it will be encouraging for some that the post-2015 development objectives will likely include goals to *ensure good governance and effective institutions* as well as *ensure stable and peaceful societies*. Accordingly, the Legatum Institute (2013a, p.30) highlights the need to establish democratic governance that lays the foundation for long-term development and prosperity, thus it is important to study well the formulation of the targets and international interventions required for political acceptance guided by the progress made in the MDGs around the world.

2.4 The Center for Strategic and International Studies notion of shared prosperity

Alternatively, some influential international think-tanks took the intuitive to suggest the importance of sharing the benefits of prosperity globally. The CSIS envisioned the shared prosperity as the tool for global development which they claim would keep the United States influential guidance.

2.4.1 The Center for Strategic and International Studies

The Center for Strategic and International Studies (CSIS) is a nonprofit organization headquartered in Washington, D.C. The center has developed solutions to the world's greatest policy challenges for 50 years now. Within the organization, 220 full-time staff in addition to large network of affiliated scholars conducts research and analysis and develop policy initiatives that look into the future and anticipate change.

CSIS was dedicated to finding ways to sustain American prominence and prosperity as a force for good in the world. Since 1962, CSIS has become one of the world's preeminent international institutions focused on defense and security; regional stability; and transnational challenges

ranging from energy and climate to global health and economic integration (CSIS Executive Council on Development, 2013).

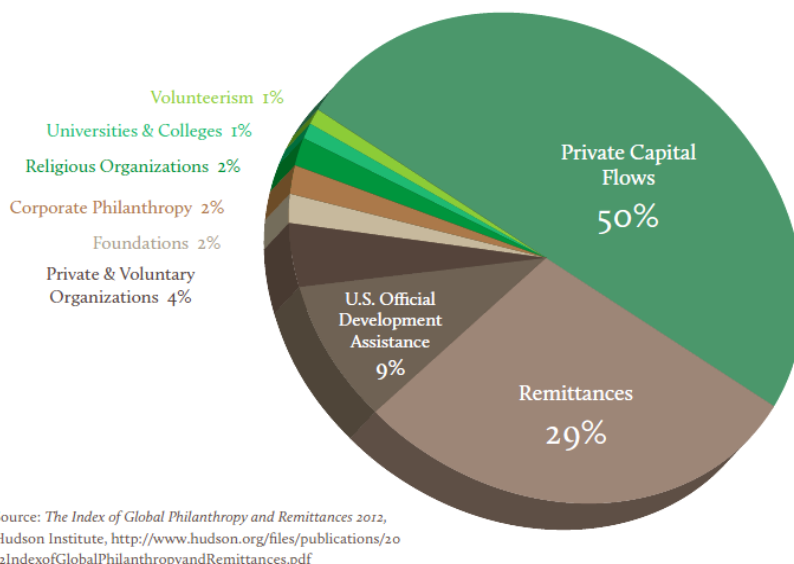
2.4.2 Why Shared prosperity?

John J. Hamre explains that it was never about military competence or looking after the strongest weapon, but is about better ideas. “Supporting the growth of strong, healthy societies is a building block to a more secure and prosperous world that will also benefit the United States” This is why he strongly advises the government of the United States to engage private sector, civil society, educational system, NPOs, and all stakeholders to come together for the creation of the shared prosperity (CSIS Executive Council on Development, 2013, p.VII).

Thomas A. Daschle adds that in addition to the US’s traditional allies and partners, the future for global leadership and influence shall also depend on developing countries, private sector and NGOs. As stated in CSIS Executive Council on Development (2013, p.VIII), he claims that “embracing these new potential partners, will result in a stronger and safer world, faster growth in developing countries, and a more prosperous America.”

Thomas J. Prtizker adds in the same forward, “We see huge promise in the developing world. That’s where development is going to happen, and so for us, it’s not only a source of customers and employees, but it also represents the place that the business world is moving to”.

Accordingly the CSIS has come to the conclusion that for the US to develop and further lead, prosperity and development has to be shared with key partners as well as developing ones (Figure below shows the Economy Engagement of the U.S. with developing countries in 2010). The center has thus put “a plan for international development policy where the United States leverages its public funds with private resources, both human and financial, to promote broad-based growth in developing countries and increase U.S. trade and business activity”. (CSIS Executive Council on Development, 2013, p. xii).



2Figure 2-4: Economy Engagement with developing countries, 2010

Source : (CSIS Executive Council on Development, 2013, p.3)

2.4.3. CSIS notion for shared prosperity

CSIS scholars are thus developing strategic insights and bipartisan policy solutions to help decision makers' chart a course toward a better world. The notion of shared prosperity includes the influence of economic growth in developing countries and job creation. This shall be coupled by policy reforms and institutional building as well as Promoting Entrepreneurship, Closing the Gender Gap; Helene D. Gayle (President and CEO, CARE USA) states that "New approaches to eradicating extreme poverty and inequity that include the private sector in partnership with governments and NGOs hold real promise for sustainable solutions. Putting empowerment of women as core to development efforts is key" (CSIS Executive Council on Development, 2013, p.13)

The concept also encourages private sector to invest in developing countries to support raising the quality of life as well as Building Supply Chains that Buy Goods and Services Locally and Instilling Good Management Practices and Global Standards that all develop local workforce.

2.4.4 Recommendations for shared prosperity

CSIS Executive Council on Development (2013) stated the final recommendations for their study to enable broad-based growth, align development tools with the private sector, and promote trade and investment.

2.5 UN-Habitat City Prosperity index

After this review of how different entities, think-tanks and social groups around the world perceived prosperity, the research arrives to its point of focus that reflects the concept of prosperity within the urban and city context. UN-Habitat (2013a) describes in details the new vision of UN-habitat towards the prosperity of cities around the world where the majority of global population now live. The reason why city prosperity index is chosen for this research is the important inclusion of the special aspect in the calculation of the index and the relevance of addressing cities in the era where urbanization rates are overgrowing growth in the rural sector. People now find their ambition and aspirations in their city lives, they seek access to services and basic needs, happiness and and collective well-being (UN-Habitat, 2013a).

2.5.1 Shift from the sole economic notion of prosperity

Like a number of international agencies, the new notion of UN-Habitat prosperity looks beyond the confines of economic growth that have dominated development policy and agendas for many years which **Joan Clos** (Under-Secretary-General, United Nations Executive Director, UN-Habitat) claims to have led to increased inequalities and distorted the form and functionality of cities, environment and economies (UN-Habitat, 2013a).

2.5.2 Why focus on cities?

As expressed by Lange (2009) The United Nations Human Settlements Programme (UN HABITAT) entitled the 21st century the “Century of the City”. While opening the global conference on the future of cities “Urban 21” in Berlin in 2000, former Secretary-General of the United Nations

(UN) Kofi Annan even spoke of the millennium of the cities, it is also claimed that while half of the total global population already lives in urban areas, it is expected almost to reduplicate by 2050, rising from 3.3 billion in 2007 to 6.4 billion in 2050. As this process is actually reinforcing, some projections it is assumed that within two decades approximately 60 per cent of the global population will be urban dwellers(Lepeska, 2012).

Additionally and as explained by Mattingly (1995) urban areas are critically important to national economic development; they include manufacturing and industrial services that provide job opportunities, income and national product basing the social and economic development of countries. In addition to housing services⁴ that are essential to the operation of national economic and social systems.

Accordingly, the reason this research focus on addressing the prosperity of cities is the growing urban population around the world, the unique role that cities play within the socio-economic changes and the possible change those cities can cause around the globe. UN-Habitat (2013a, p.7) claims that “responses to global crises must also allow for a vigorous role for cities. So far, cities have been perceived as the ‘engines’ of national economies and there is no reason to depart from that view. Indeed, city authorities find themselves, at least notionally, in a position to boost production in the real sector of the economy at local level, with attendant employment and income generation”.

Since people move to cities aiming for prosperity; it is thus important to study how those cities shall provide the platform for NUOrishment and development. It is also important to enable comparison and competition as well as setting common floor for sharing experiences and learning lessons from other places; this is why city prosperity index have become an important measure for the success and the balanced development for cities around the world.

⁴ Transportation, water supply, solid waste and sanitary waste disposal, electricity reticulation and telecommunications services provided by urban area

Table 2-1: Economic Importance of Urban Areas

All Urban Areas	Years	% of National Population	Shares of National Output
Haiti	1976	24	58% National Income
India	1970	20	39% NDP
Kenya	1976	12	30% National Income
Mexico	1970	60	80% personal income
Turkey	1981	47	70% GNP
Individual areas			
Abidjan, Ivory coast	1985	15	70% Economic & commercial transactions
Sao Paulo, Brazil	1970	9	36% NDP
Guayaquil, Ecuador	NA	13	30% GDP
Karachi, Pakistan	1974	6	16% GDP
Lima, Peru	1980	28	43% GDP
Manila, Philippines	1970	12	25% GDP
Bangkok, Thailand	1972	11	37% GDP
Bangkok, Thailand	1985	13	86% in the financial sector 74% GDP in manufacturing
Lagos, Nigeria	1980	5	40% Skilled Labor force

Source: (Dowall and Clarke, 1996) from Peterson, Kingsley, and Telgarsky, 1990b

2.5.3 The new notion of city prosperity

Therefore and as described by Ban Ki-moon (Secretary-General, United Nations) “the new notion of city prosperity examines how cities can generate and equitably distribute the benefits and opportunities associated with prosperity, ensuring economic wellbeing, social cohesion, environmental sustainability and a better quality of life in general”. Jon Clos (*UN-Habitat, 2013a, p.iii*) adds that this newly introduced identification of prosperity brings a holistic, integrated approach aiming for the improved collective well-being (UN-Habitat, 2013a, p.iv) .

2.5.3 City prosperity index

The new tool proposed by UN-Habitat measures progress of cities towards the prosperity path through the city Prosperity index within the conceptual Wheel of Urban Prosperity. This tool and matrix aims at supporting decision makers to design clear policy interventions. UN-Habitat's 'wheel of prosperity' symbolizes the well balanced development of the dimensions of prosperity, the current condition of which is measured through the City Prosperity Index (CPI). (UN-Habitat, 2013a)

Table 2-2: UN-Habitat definition of city prosperity

A Prosperous City is one that provides:	
Productivity	Contributes to economic growth and development, generates income, and provides decent jobs and equal opportunities for all through effective economic policies and reforms.
Infrastructure development	Provides adequate infrastructure –Water, sanitation, roads, information and communication technology- in order to improve living standards and enhance productivity, mobility and connectivity.
Quality of life	Enhances the use of public spaces for the sake of community cohesion and civic identity, and guarantees individual and material safety and security.
Equity and social inclusion	Ensures equitable (re) distribution of the benefits of prosperity, reduces poverty and the incidence of slums, protects the rights of minority and vulnerable groups, enhances gender equality, and ensures civic participation in the social, political and cultural sphere.
Environmental sustainability	Values the protection of the urban environmental and natural assets while ensuring growth, pursues energy efficiency, reduces pressure on surrounding land and natural resources, reduces environmental losses through creative, environmental-enhancing solutions.
Governance and Legislation	public authorities, laws, regulations and institutions, urban planning, civil society, trade associations, special agencies, etc

Source (UN-Habitat, 2013a) and (UN-Habitat, 2014a)

It was cited by over 40 per cent of experts as the single most important impediment on urban prosperity (*UN-Habitat, 2013a*). Additionally, the same document illustrates other external factors listed as follows:

- **Geographical comparative advantage** (Physical attributes, Climate, location, natural endowments, soils, minerals, energy, natural beauty, archeological heritage)
- **Regional comparative advantage** (Economic opportunities, access to markets, investors and skills, regional hubs and clusters)
- **National comparative advantage** (Level of development, Institutional conditions, Economics policies, and Vision)

UN-habitat believe that cities can take different and complex paths to prosperity, however it is essential to enable the measurement of policy results and indicate the effect of decisions made by governments on the prosperity of cities(UN-Habitat, 2013a, p.xii).

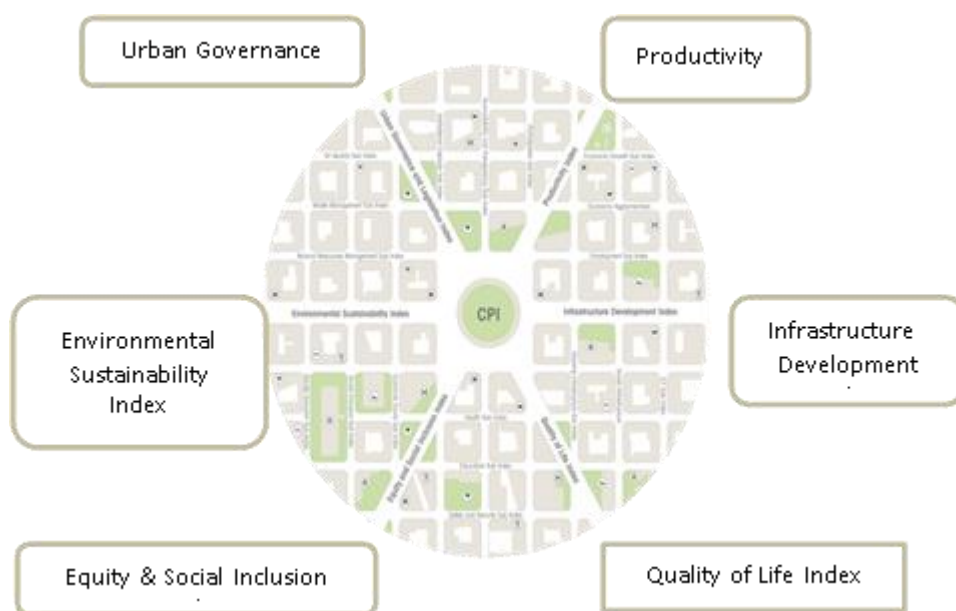


Figure 2-5: Wheel of urban prosperity

Source (UN-Habitat, 2014a)

2.5.4 The incremental approach of the CPI

As explained by UN-Habitat (2014c), and previously in (2013a), the CPI has double equally important functions as a global platform for international comparability where cities around the world can compare their performance in different indexes, as well as a strategic policy tool

that uses data and information to detect progress or deficiencies in various dimensions .

Accordingly, the CPI for cities is built on three levels; a basic, extended and contextual level. The basic City prosperity level is used for regional or global comparison, while the extended enables any city to add its local indicators according to specific characteristics. The Contextual City Prosperity Index, is the most advanced or matured stage tailored for very specific information about the cities. It can be linked to the defined visions or specific goals the city had defined for its development (UN-Habitat, 2014c).

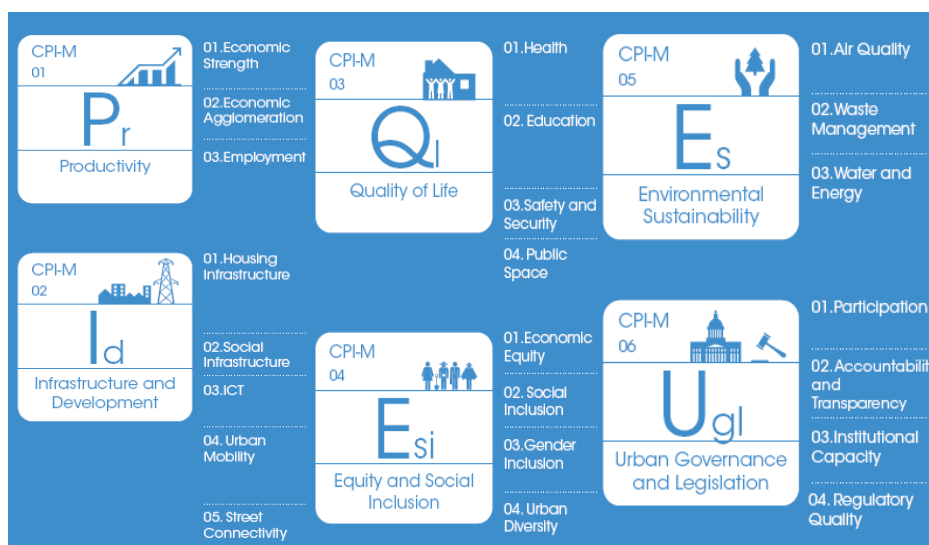


Figure 2-6: Main indicators and sub-indexes of City prosperity

Source:(UN-Habitat, 2014b)

Having explored various prosperity indicators, the new notion of city prosperity with its integrated vision that describes the status of different cities with regards to main pillars or elements creating a city is chosen for the research analysis. As explained, since the focus of the research requires inclusion of urban and special specific indicators, this tool can be used to quantify the performance of Egyptian urban management using the CPI different indicators.

Chapter 3: Management of Urban Development

Since the urban population is growing rapidly accompanied by the continuous changes of its social composition, economic activities and the nature of urban areas inhabited, it has become more important to shift focus from planning for the development of urban areas to focusing on managing the needs and potentials of urban development, and thus shift from the focus on the growth of urban centres to the urban systems that manage this growth.

Accordingly, this chapter will introduce the importance and main concepts of urban development management with focus on the structural components and the main processes and procedures within the urban systems. This will create the base to analyse the relation between urban management and the pillars of city prosperity focusing on the Egyptian case study in the next part of the research.

3.1 Urbanization in developing countries

As calculated by the United Nations and analysed by Lange (2009); urban population is vastly growing especially in developing regions where almost 95% of urban growth occurs, and where megacities⁵ adds to the massive transformation of societies. This growth is usually not paced with equal growth in urban services or adequate infrastructure resulting in inadequate infrastructure, insufficient provision of services, increasing traffic congestion, severe environmental degradation as well as the spreading of squatter settlements and slums and eventually the increased Urbanization of poverty⁶.

⁵ Cities with populations of ten million or more

⁶ the number of poor people living in cities

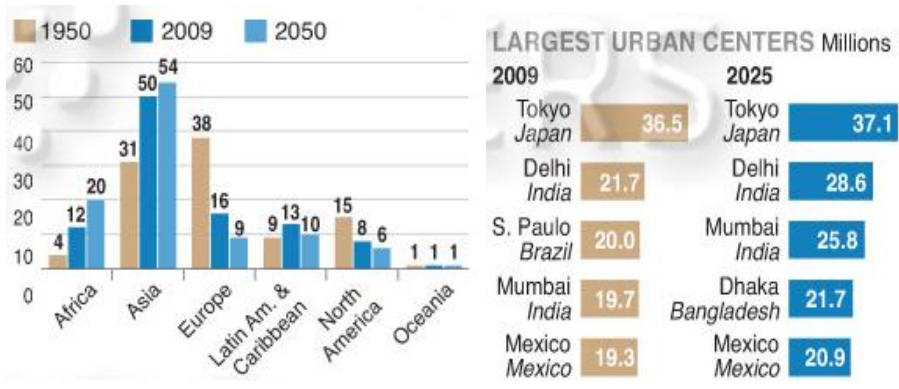


Figure 3-1: Distribution of world urban population by area (%)

Source: (Reuters, 2011)

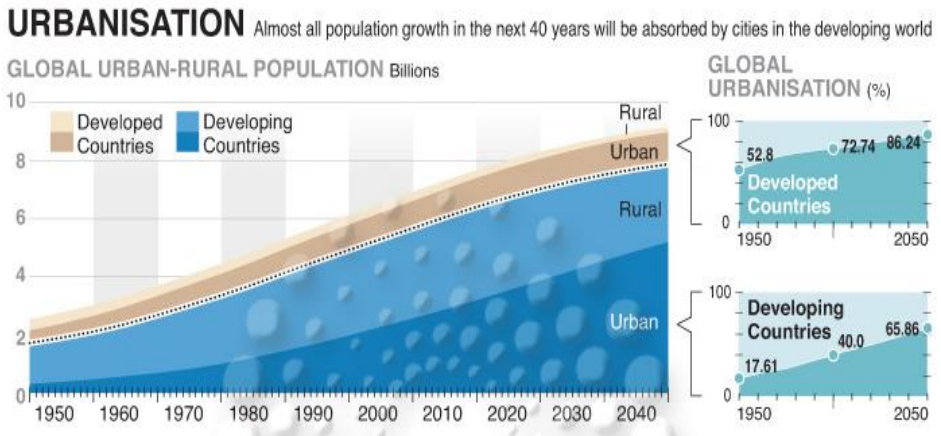


Figure 3-2: Population growth (global/urban/rural) distribution (1950-2040)

Source: (Reuters, 2011)

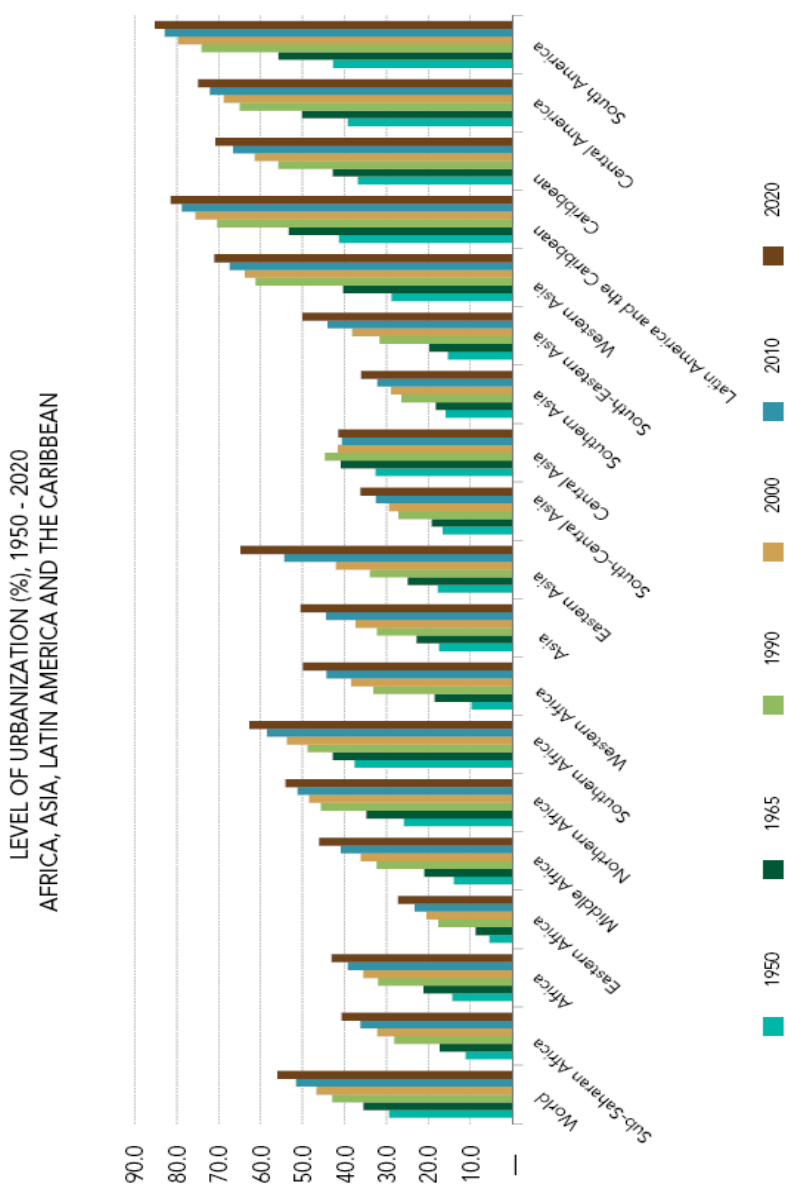


Figure 3-3 : Urbanization In Africa, Asia And Latin America And The Caribbean, 1950 – 2010

Source: United Nations Department of Economics and Social Affairs, Population Division (2012) World Urbanization Prospects, The 2011 Revision, United Nations New York

3.2 Urbanization Challenges

As identified by UN-Habitat (2000); a range of concerns about the present urban context are growing, and includes worsen access of shelter and security of tenure, lack of delivery and provision of urban services, increasing inequalities and expanding informal economy with poor labor conditions.

Thus along with the anticipated economic growth that globalization and urbanization should have caused, the global economy has also fragmented production processes, labor markets, political entities and societies. So, while globalization has positive, innovative, dynamic aspects – it also has *negative, disruptive and marginalizing* aspects (UN-Habitat, 2000). In their path to supporting urban development and planning, UN-Habitat (2013b) states that their process supports economic growth and social development, and reduces poverty and inequalities.

This situation of urban degradation is caused by complex set of interrelated factors that might differ according to the location and context. However it is claimed that this is not caused solely by lack of technical capacities or financial resources, but the weak awareness of and implementation of urban management is a principle cause of the this weak management that results in the declined level of service provision, quality of life and economic growth; what could be expressed as declined urban and city prosperity in a number of developing countries' cities (Mattingly, 1995). The challenge therefore is not how to control urban growth, but as expressed by (Payne and Majale, 2004), how to manage it.

Buehler (2003a) summarizes arguments⁷ on disadvantages of existing urban management processes and systems relating them to (1) the unclear roles and responsibilities among sectors, (2) The inability to enforce decisions and laws, (3) The unequal access to decision making, (4) The lack of adequate information and knowledge needed for decision making,

⁷ Based on writings from (Aguilar/Ward 2003), (Clarke 1996), (Drakakis-Smith 1993) (El-Shaks 1997), (Gilbert 1996), (Gilbert/Gugler 1992), (Happe/Sperberg 2000), (OECD 2001), (Prud'homme 1996), (Rakodi 2001), (Samol 1999), (Wekwete 1997)

(5) Rigid and time consuming planning processes, (6) Lack of practical knowledge and skills especially in the public sector, (4) unused and weakening of social capital.



Figure 3-4: Main evolving urban Challenges

Source: Author based on (Holmberg and Robèrt, 2000) , (The Environmental Audit Committee, 2006/2007), (Rovereto, 2014) and (JADISOSIAL.COM, 2015), <http://exclusivenews.co.in/in-rajasthan-rewards-for-spotting-malNURished-kids/>

3.3 Urban Management concept and definitions

In his writings, Buehler (2003b) illustrates theoretically the differences between: Urban Planning, Urban Development and Urban Management⁸. With architectural and engineering roots, urban planning used to focus on physical and special aspects based upon the rational paradigm. When scientific rationalism was heavily criticized, the urban planning as well shifted its focus to include social, economic and political aspects as well, which was after further developed to include recognition of politics, power and governance and calls for connection with important management functions such as budgeting and more inclusive notions such as urban development.

According to Müller-Ibold, 1996 “*Urban Development includes the development of all functional aspects of a city like urban economics, social services, culture and education, housing, mobility and leisure all linked to spacial and master plans*”. Despite having master planning as a still common method that scientifically defines goals and tools to reach them (Ortiz/Bertaud, 2001), ideas of urban management and governance have started to become the core of urban development thinking (Werna, 1995).

Abdel-Baki (1993) explains the common confusion between urban management and administration; however he explains the differences between both illustrating that the management process always aims at development, while administration is merely a job.

Urban management is the core focus of this research as the latest and most desirable tool that is required to be well utilized by urban actors to drive the urban wheel of prosperity for cities in the DCs. In the following part, urban management will thus be further explained and defined.

⁸ Based on literature including : (Rakodi 1997:568), (Devas/Rakodi 1993:41), (Evert 2001:593), (Johnson 1997:9), (Albers 1983:2), (McGill 1998:465), (Evers 2001:591), (Müller-Ibold 1996:52), (Rakodi 2001:213/Werna 1995:354), (Burgess et al. 1997:152), (Werna 1995:354)

3.3.1 Urban Management definition

Buehler (2003a) quotes from (McGill 1998:463) that despite the frequently used term urban management is frequently used but only occasionally defined and mostly poorly specified, so that there is no commonly agreed upon definition.

However and as defined by Mattingly (1995, P. 1), Urban Management is to “*direct 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*”. He also defined it as “*exercise of continuing responsibility for actions to achieve sustainable improvements in living conditions and productivity in urban areas*”. 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 Buehler (2003a), quoted a more specific definition by Evert (2001:591) expressing the steering role of Urban Management in the spacial development using urban planning and in accordance with changes in social and economic contexts. This definition broadly linked management of urban areas to the functioning of cities towards socio-economic goals. This is done through ensuring that all components are synchronized to enable the functionality of cities (Rakodi 1991:542). Therefore, Urban Management is seen to identify interventions that enables and promotes well-being and development by provision of necessary basic (Sharma 1989:48).

(Abdel-Baki, 1993, P.24) quotes the definition of Urban Management as “*the activity of attempting to mobilize diverse resources to work in a co-operative manner in the fields of planning, programming and budgeting development and operation and maintenance of settlement in order to achieve the development objectives of the government*”(Friend and Hicking, 1987).

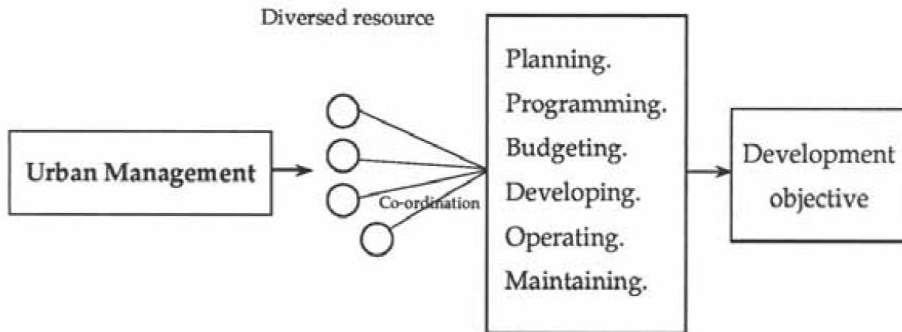


Figure 3-5: Urban Management activity

Source: (Abdel-Baki, 1993) from (Davidson, 1989)

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*”

In light of the above, urban management thus involves two main components;

- Organizational
- Urban activities

Managing the activities within the organizations that are actively engaged in running urban areas shall efficiently lead to quality performance. Alternatively, management of urban activities shall effectively result in improved human life and production using the organizational, fiscal and human skills resources. It is thus important to understand the relation between organizational set ups and urban activities conducted and to ensure the awareness of the overall goal of institutional and organizational performance in achieving aspired development, life related goals(Mattingly, 1995).

3.3.ᵛ Why focus on Management?

Lately, a number of literature resources hold management failure more responsible for lack of provision of infrastructure and urban services than technical deficiencies and individual tasks (Mattingly, 1995). Additionally, in their latest vision to the changing world, O’Donovan and Flower (2013) state that what is necessary today is a strategy that breaks free of static plans to be adaptive and directive, that emphasizes learning and control, and that reclaims the value of strategic thinking. Additionally, Buehler (2003b) suggests that what is needed to respond successfully respond to the challenges resulted by the rapid urban growth is effective and efficient management and planning of urban affairs.

Accordingly conceptual shift of the existing paradigm should take place to transfer predictions to experiments, data collection to pattern recognition, and top down execution to execution by the whole, thus a shift from traditional planning to a more dynamic process of managing is required (Wekwete, 1997).

Therefore the literature has emphasized the possible role of urban management in achieving better prosperous cities that are economically more productive, socially cohesion and livable for the inhabitants through shifting towards a more flexible approach to planning and management of urban development (Buehler, 2003b). It is thus important to understand the management concepts and processes related to the urban context and thus enable analysis of reform strategies.

The next part will explain the main components of Urban Management to enable better understanding and control over the topic.

3.4 Urban Actors and their interrelationships

Urban Management is usually performed separately in developing countries by various actors which are often governed and structured by formal governments. However these multiple actors often lack the overall management vision and solely focus on a part of the process in which

they are involved. Accordingly they do not see themselves as "urban Managers".

Within this fast urbanization and increased urban poverty, urban administrators oftentimes experience difficulties to keep up with the fast pace that their cities are growing; thus many cities in those countries lack resources and abilities to ensure functionality (Lange, 2009).

3.4.1 Public Sector

The first important actor managing the urban, which this research analysis and conclusions will focus on, is the Public sector. This is represented in the central government that defines urban policies and national strategies. Additionally, local governments play important role in the functionality of urban areas in countries where decentralized policies are applied. UN-Habitat (2000) ensured the important role of local governments in ensuring sustainable livelihoods, safety and security, enhanced quality of living especially for vulnerable groups and communication of success stories and lessons learned to national governments in order to enable scaling up and spreading of successful urban practices.

A key challenge facing the public central and local institutions is usually capacity of employees and coordination among sectorial departments and hierarchal levels.

3.4.2 Private sector, civil society and NGOs

Additionally, recently and due to the evolving consensus that governments alone are not able to fully manage and deliver for the urban sector, the roles of other private and civil sectors have grown to include cooperation and support to the public one. Additionally political power and decision making stake holders are as important as technical ones, this is framed out importantly due to the fact that urban management is a political system in the sense that it produces outcomes that might benefit only part of the society, and is not able to equally satisfy various groups of target populations (Batley, 1993).

Therefore, private sector and civil society are important actors within the urban management system. Despite having the private sector as a profit

driven actor, they might as well play a role in the provision of public and private urban services and the overall achievement of the urban management goals when they match the market profit criteria. On the other hand, the non-profit organizations (NGOs) and the community based sector can perform significant tasks through a variety of voluntary and co-operative organizations, including CBOs that use their limited resources to support services provision, construction and maintenance of facilities and in other cases drafting of community based visions and plans that may aim to serve either part or the whole of the community(Mattingly, 1995).



Figure 3-6: Urban Management main actors

Source: Author adopted from (Mattingly, 1995), (<http://cifcad.org/#blank>), (Nusantara, 2011), (Andhini, Grimm, Govindan et al., 2011)

3.4.3 Interrelationship and coordination between actors

It is important to understand the different actors involved in the urban management process. Figure 3-6 reflects the main actors within the urban management system or what can be referred to as ‘Urban Actors’, those actors shall interconnect and work together towards mutually agreed upon targets and agenda.

However, due to a numerous contextual common reasons, the coordination between those three sectors is usually very weak for both horizontal sectorial ministries and agencies and also among the different levels of authority in the same level (central, regional and local levels). The administrative and often physical distances hinder communication and reduce the possibilities for concerted implementation of management tasks and processes (Mattingly, 1995).

The challenge here is for local authorities and regional governments to design the development of cities in parallel with the development of regions, rather than treating both as isolated spaces, a process which involves innovative coordination mechanisms for urban/regional management and governance (UN-Habitat, 2013a). It is thus important to understand that urban management occurs at levels as well as sectors; depending on the context and governance structures these levels and sectors are mandated with different tasks and responsibilities.

3.5 Objectives for Urban Management

It is important to define the objectives that drive the management and to differentiate between methods of achievement and the objectives themselves. According to Buehler (2003a), an effective urban management shall be inclusive, financially viable, flexible and adequate to the fast urban growth and the growing needs or urbanizations. It shall be directed to the needs of the urban poor, with competent technical quality and efficient use of resources within good governance principles framework. Additionally, sustainability in improvements is also an important focus area which in urban areas is not just a concern for

ecological sustainability, but the ability to support actions continuously with adequate resources. (UNCHS, 1990)

Mattingly (1995) listed the main guiding objectives for urban management from the core set of the unlimited variety of objectives which could be established for management of a city or town and which many governments have followed in their urban management quest for better cities and towns, these objectives are focused around the main sustainability elements and grouped into environmental, social and economic objectives as illustrated in Figure 3-7.



flexible and adequate to the fast urban growth and the growing needs or urbanizations

Figure 3-7: Guiding objectives for urban management

Source: (Mattingly, 1995) from (The World Bank, 1991), (UNDP, 1991), (The Urban Management Programme of the UNDP, the UNCHS and the World Bank together aims at objectives, UMP, 1991) and (Giri, 2013)

3.6 Processes of Urban Management

As explained in the introduction on urban management, the system includes two main categories: actors and processes. The previous section had explained the main actors in the urban management process and that this research will focus on the public sector analysis. This part of the research will provide an overview on the process of urban management which is the main focus of the study. Though the field of management is widely addressed throughout literature, urban management process in particular was explained not as widely explained. An importance reference to this subject is written by Mattingly (1995) who described in details the urban management process and highlighted a key principle of management. (Alberti and Susskind, 1996) supports writings of Mattingly and ensures that urban management is not only focused on leading but requires continues *prioritization, motivation and sustainable distribution of resources*.

It is worth mentioning that it is not necessary to have those steps rigidly sequential, it should rather be iterative with feedback loops and as well as short circuits. The new approaches to urban management calls for a more flexible approach that is initiated and run by all stakeholders -individually and collectively- (Buehler, 2003b). As explained in Figure 3-8, the main process of urban development involves managerial tools beside the key elements of the process, namely: Planning for urban development, resourcing and budgeting, development of programs and policies, implementation or operation, maintenance of both implemented outputs and also policies and programs, monitoring and evaluation for feedback and redirecting.

3.6.1 Planning for urban development

According to the defined process of urban management, and as per the figure 3-8, Planning for urban development is the first element in the urban management cycle. As defined by Mattingly (1995, P. 18) *planning is a process of urban management which gives strategic guidance to ongoing activities as well as to growth and change*. This is enabled

through prioritization of tasks and activities in accordance to the defined objectives and policies.

It is very important to highlight the differences between technical physical planning and the administrative planning which is part of the urban management process. The first defines technical sectorial visions and strategies for a defined area and target year, while the second supports the overall management and draws the urban planning development strategy and means of implementation for defined time range.

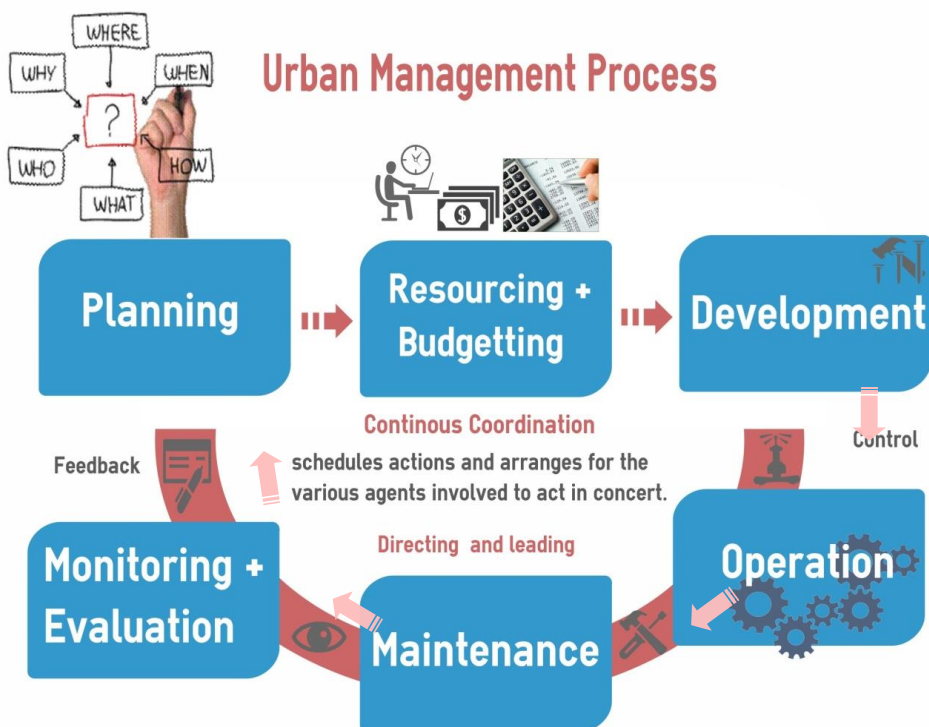


Figure 3-8: Urban Management process

Source: Author based on (Mattingly, 1995), (Abdel-Baki, 1993) and (Munson, 1972)

This means that planning for urban management identified the various stakeholders involved in urban development, plans and assigns their roles, bring in resources and allocate their distribution to formulate practical policies and strategies that link the intentions of various actors aiming for

defined developmental objectives. This shall be performed on both strategic programmatic (corporate) and operational levels with processes relevant to the hierarchy of the plan required and closely related to the objectives defined (Mattingly, 1995).

Figure 3-9 expresses the relationship between corporate strategic level of management, including general directing strategies and objectives, and the operational level which includes activities relating to specific objectives. Both levels shall interact to provide guidance from the overarching objectives and feedback from practical situations.



Figure 3-9: Planning processes Levels for urban development

Source: Author based on (Habitat, 2014) and (Abdel-Baki, 1993)

3.6.2 Resourcing and budgeting

Mattingly (1995) explains the major resources required for urban management as follows:

- Human Resources: amounts and skills⁹, capacities and attitudes¹⁰

⁹ Particularly Management, coordination, planning, monitoring and evaluation

¹⁰ Impartiality, honesty, service orientation, self-motivation, risk-taking and efficiency consciousness.

- Financial: income generated¹¹, grants from outside, and loans
- Material resources: may include Land, facilities, equipment and physical materials
- Institutional: Including Organizational structures, legislation and power.
- Informational: essential for the creation of effective management strategies and supports possibilities for judging performance

It is important to explore and initiate resource mobilization methods to sustain both operations and administrative activities within the urban system. Budgeting is then calculated to support implementation of prioritized programs and activities according to the available resources and aspired planned objectives.

3.6.3 Developing

Development can reflect either direct implementation or mitigation and providing incentives¹² in favourable directions for other actors towards implementation and creation. As a part of the urban management process, developing can include (Mattingly, 1995):

- Creation of governmental, private or community institutions
- Pools of equipment
- Facilities (schools, roads, and water mains, etc)
- Capital goods¹³

Focus recently have been given to enhancing local government and civil society's abilities to manage development and implementation of public services and facilities. However, in developing countries where

¹¹ For the government sector mainly from taxes, user fees, license fees, and betterment levies

¹² Such as loans, grants, tax concessions and access to land.

¹³ For example: housing units which go directly to users among the urban populations as the result of a managed service.

centralization is still very strong, most of implementation of activities and services provision is still provided by central level of public authorities or by the private sector due to the lack of technical and financial resources within the local authorities.

It is highly important though while looking at developing to ensure the importance of locating the implementation within the overall management framework to enable maintenance, staffing and coordination with supporting or resulting facilities, and to ensure proper implementation coordination among different sectors of the development to produce efficient, well serviced and maintained facilities.

3.6.4 Operating

Operating is the daily activities of urban management that sustains the urban life; organizing traffic, garbage collection, streets safely and functionality, etc. Currently, this is the most significant task performed by local governments with variation of quality and efficiency. In developing countries, there is very few information on operational performance for both qualitative or quantitative monitoring purposes and therefore it is difficult to identify efficiency of resources consumption Mattingly (1995).

3.6.5 Maintaining

Due to the less attention given to maintaining of public facilities in many DCs, some governmental agencies actually finds it easier to erect new buildings or built new facilities rather than the difficult path of finding resources (financial and skills) to maintain the efficiency of original investments. Mattingly (1995) additionally argues that maintenance is not only required for roads, infrastructure and buildings, but also for institutions and governmental staff that need trainings and capacity building; *for institutions to evolve, there is a need to respond to changes in the operational environment with changes in institutions and their purposes.*

3.6.6 Monitoring and evaluation

Monitoring performance against defined targets is a key stage in the management process. Evaluating the impact of programs and activities and thus providing feedback is the only means to ensure efficient and effective management process (Buehler, 2003b). Further definitions and methodologies of monitoring will be explained in the result-based management upcoming part of the study.

3.6.7 Coordination (a cross-cutting process)

Throughout the urban management process, coordination is always required to combine and coordinate priorities among different stakeholders and levels, coordinating budgets and implementation within the time and resources flow.

Key importance of continuous coordination is the creation and strengthening of communication lines which enhances the flow of information and integration resulting in a more efficient use of resources and better effective collective actions. Thus it is important to focus on coordinating technical and administrative priorities and tasks to enable greater efficiency and effectiveness(Mattingly, 1995).

The problem with coordination in the DCs is the lack of responsible personnel to do this task within the numerous competitive entities or organizations of interrelating and crosscutting tasks on the different levels. It thus remains unclear who shall cooperate with whom and how shall this be initiated. It is of the role of coordination in the planning stage to eliminate or minimize the duplication of tasks during operation and harmonize roles and responsibilities within the direction of defined objectives.

To ensure this effectiveness, Result Based Management approach is formalized to ensure the linkage of activities to affect aspired change within a system that allows for monitoring the progress towards the objective or change required. This approach will be explained below in more details.

3.7 Result-based Planning and Management

As explained in the first part of this chapter, stakeholders shall inclusively and co-ordinately draw national, regional and local development plans within the defined framework for National Urban Agenda. In doing so, it is also essential to plan for the management scheme that shall allow for and sustain implementation, monitoring and evaluation of activities. This part shall utilize the concept of Result Based Management to enable linking the overall urban objectives of city prosperity with the desired urban management tools in the next chapter. This section illustrates of the main concepts of planning and managing in result-based manner and reflections of possible integration within the prosperity aspiration.

3.7.1 Origins and definitions of RBM

In the 1980s and 1990s and as a result of the uprising budget deficits, globalization, lack of public confidence in government, and growing demands for better and more responsive services and for greater accountability for taxpayers' money; RBM started to evolve in public sector reforms in a number of Organization for Economic Co-operation and Development (OECD) countries. This has the basic aim of ensuring that governmental activities are entitled to achieve aspired goals and results shifting the focus from efficiency to add up the effectiveness target of reforms. In the early 1990s high-income countries adopted RBM which soon began to be adopted by middle-income and some low-income countries (Habitat, 2014).

As stated by MacKenzie (2008), *UNDG* defines Results-Based Management (RBM) as: “A management strategy by which an organization ensures that its processes, products and services contribute to the achievement of desired results (outputs, outcomes and impacts), and use information and evidence on actual results to inform decision making on the design, resourcing and delivery of programmes and activities as well as for accountability and reporting”. Additionally, RBM is defined by ILO (2006) as a process which is based on the clear definition of accountable results ensuring continuous monitoring, evaluation and self-

assessment to these defined results. This requires performance reporting and feedback systems to ensure lessons learned are captured and utilized.

Mayne (2007) sums up the idea by clearing that “The essence of RBM is managing so that intended outcomes are achieved”. ICRC (2008) explains that the RBM brings a new introduction for a well-structured management approach which ensures that organizations are kept focused on the expected results, and not the operation, budget or implementation, along the process.

Important conclusion from readings are highlighted by MacKenzie (2008), illustrating the differences between the easily adopted RBP (results-based planning) which most organizations succeeded to institutionalize and are moving fast towards results-based reporting. However, the use of results information for management decision-making is facing more difficulties (especially at country level).

3.7.2 Theory of Change

The theory of change is the key philosophy behind RBM, as expressed by Hivos International (2009) theory of change explains our visions of how we see the future change we wish to achieve and how it could evolve in the real future. In this sense, a good theory of change helps actors to understand how their specific roles and actions supports an overall complicated, long term programmatic change. This defined theory behind action, provides a framework where various actors interfere with plans and activities and where they have dialogue and learn towards a common success. This success is therefore the compilation and accumulation of various efforts channeled to contribute towards a well-defined and explained change. Annex (1) shows a graphical expression of the theory of change elements and concept.

The following part will explain the main components within process of change highlighting the concept and component for each element.

3.7.3 RBM guiding principles

Habitat (2014) explains that RBM shall essentially be done in an inclusive and participatory manner to achieve its aspired effectiveness. Thus Expected results, indicators and monitoring techniques shall be mutually agreed upon with all major stakeholders to enhance the sense of ownership, and commitment. Generally, the main guiding principles for RBM includes the inclusive participation of all relevant stakeholders in both planning and monitoring of the process, the adoptive nature which allows redirecting of activities according to feedback, the effective progress towards results, and the efficient utilization of various resources to achieve aspired results. This is expressed in Figure 3-10.



Figure 3-10: Main RBM principles

Source: Author based on (Muraguri-Mwololo, 2014)

3.7.4 The Result based Management process

The Result based process is a logical approach that ensures progress towards aspired results. Every part of the process is important to guarantee the correct definition of the problem to be addressed, the definition of the possible interference within the available resources and the possible engagement of other stakeholders to achieve better comprehensive progress. The following part shall thus highlight the main result based process, focusing on conceptual framework that could be adopted by governments to achieve better implementable and effective human life changes.

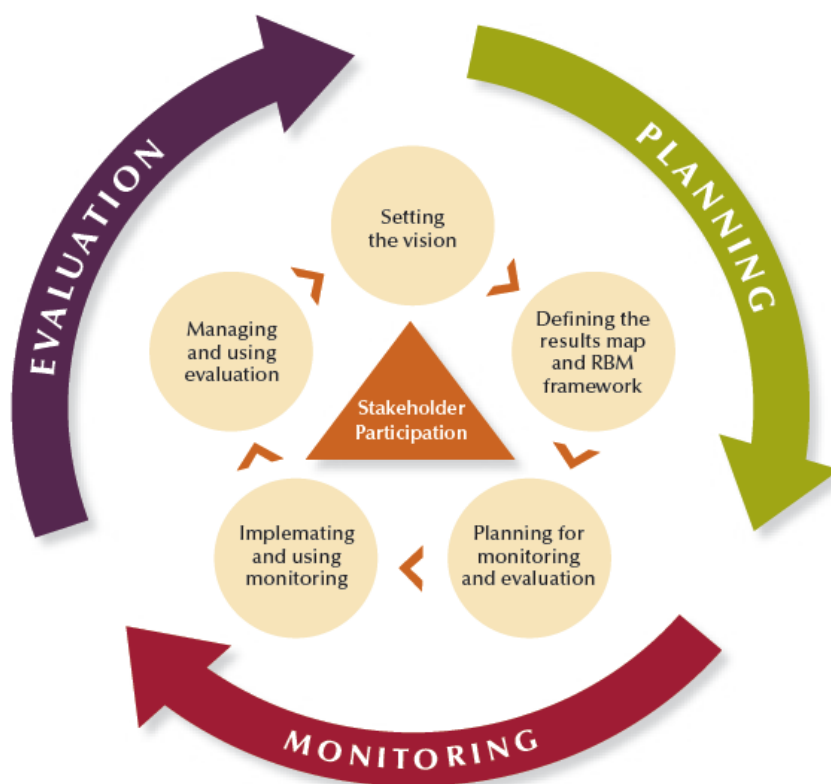


Figure 3-11: The RBM life-cycle approach

Source: (UNDP, 2009) 3.7.4.1 Assessment and situational analysis

The definition of any result shall begin with the analysis or assessment of the situation¹⁴, and understanding the situation or problems to be addressed defining key causes and consequences of the problem(s). during this stage the intervention itself is not defined, but whether it could be addressed or not¹⁵ (ICRC, 2008) then prioritization and formulation of results takes place (UNDG, 2011b). While doing this assessment it is highly important to consider availability of resources (present or to be mobilized) for implementation, programming, managing, monitoring, reporting and evaluation.(UNESCO, 2011).

3.7.4.2 Planning for results: “Operational strategy (Result Matrix)”

As explained earlier in this chapter, Planning is generally part of the management process that aims at balancing needs and resources through definition of goals and objectives and formulating strategies and means of achieving them. In RBM, planning remains the basis foundation of the process where the main questions are posed and answered: "Who are we? Where are we now? Where do we want to be? How do we get there? How do we measure our progress?" (Habitat, 2014).

RBP or Result Based Planning 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.

Within the planning stage, the logical framework or result matrix shall be developed inclusively with development partners. This matrix reflects the concepts behind the acquired theory of change and the cause-effect

¹⁴ Causal analysis, role-pattern analysis and capacity gap analysis, programming principles, stakeholder analysis, SWOT analysis, Problem analysis, Analysis of objectives and Strategy analysis. Annex (2) provides tools and examples of methodologies for the assessment and analysis of problems and objectives.

¹⁵ comparative advantages and value addition in terms of norms and standards; stakeholder analysis

relationships within a certain objective. UNESCO (2011) explains that an operational strategy should define the main issues to be addressed, the relevant baseline, the logic behind the interventions to be undertaken, and the outputs and results to be attained. Additionally, the operational strategy should indicate roles of various stakeholders involved and key assumptions and risks. The matrix is produces in numerous layouts and relationships according to organizations and levels of interventions.

NATIONAL DEVELOPMENT PRIORITIES OR GOALS					
	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources
Outcome 1 : <i>(List contributing UN agencies for each of the outcomes and highlight the outcome convener)</i>					
Output 1.1					
Output 1.2					
Outcome 2					
Output 2.1					

Source: Results matrix Option 1b in [“How to Prepare an UNDAF: Part \(I\) Guidelines for UN Country Teams,”](#) January 2010.

Figure 3-12: Example of a result matrix (Output/ Outcome level)

Source: (UNDG, 2011a)

A. Result Chain (Vertical logic)

The result chain reflects the main concept of RBM; it combines the main elements that logically form the plan to achieve results and can thus represent the reflection of the conceptual theory of change to an applied action plan. UNDG (2011b) explains that result chain illustrates the sequence on developmental intervention starting with inputs, to activities, outputs and outcomes that influence impacts and results and the feedback process.

Box 3-1 explains in more details the levels and definitions of result chain elements.

Box 3-1 Result Chain components (Vertical Logic)

Results chain (logic model): the results chain is a depiction of the causal or logical relationships between the inputs, activities, outputs, and outcomes of a given policy, program, or initiative.

Inputs: The financial, human, material, technological and information resources used for development interventions.

Activity: Actions taken or work performed through which inputs, such as funds, technical assistance and other types of resources, are mobilized to produce specific outputs.

Outputs: Changes in skills or abilities and capacities of individuals or institutions, or the availability of new products and services that result from the completion of activities within a development intervention *within the control of the organization*. They are achieved with the resources provided and within the time period specified.

Outcome: Changes in the institutional and behavioral capacities for development conditions that occur between the completion of outputs and the achievement of goals. Outcomes in some organizations are distributed by level as follows:

Development results: Reflect the actual changes in the state of human development that are attributable, at least in part, to a Habitat's activity.

Sub-expected Accomplishments (Immediate -short term): This is a change that is directly attributable to the outputs of an organization, policy, program, or initiative. In terms of time frame and level, these are short-term outcomes, and are usually at the level of an increase in skills, awareness, access or ability among beneficiaries.

Expected Accomplishment (medium term): This is a change that is expected to logically occur once one or more immediate outcomes have been achieved. In terms of time frame and level, these are medium-term outcomes, which are usually achieved by the end of a project/program. There is a change of behavior or practice level among beneficiaries.

Strategic Result: This is the highest-level change that can be reasonably attributed to a policy, program, or initiative in a causal manner, and is the consequence of one or more intermediate outcomes. The ultimate outcome usually represents the *raison d'être* of a policy, program, or initiative, and takes the form of a sustainable change of state among beneficiaries.

Goal: A specific end result desired or expected to occur as a consequence, at least in part, of an intervention or activity. It is the higher order objective that will assure national capacity building to which a development intervention is intended to contribute.

Result: A describable or measurable change that is derived from a cause-and-effect relationship. These changes comes in three levels; outputs, outcomes and impacts. The changes can be intended or unintended, positive and/or negative.

Impact: Impact implies changes in people's lives. This might include changes in knowledge, skill, behavior, health or living conditions for children, adults, families or communities. Such changes are positive or negative long-term effects on identifiable population groups produced by a development intervention, directly or indirectly, intended or unintended. These effects can be economic, socio-cultural, institutional, environmental, technological or of other types. Positive impacts should have some relationship to the Millennium Development Goals (MDGs), internationally-agreed development goals, national development goals (as well as human rights as enshrined in constitutions), and national commitments to international conventions and treaties.

Source: (UNDG, 2011b) and (Habitat, 2014)

B. Planning for Result measurement and verification (Horizontal Logic)

The horizontal logic of the RMB matrix represents the means of measuring progress towards progress. If the indicators and means of measuring are defined clearly and inclusively in the planning stage, the M&E thus becomes a procedural step that reflects the real progress towards results with minimal costs and efforts.

Box 3-2 : Means of progress measurement (Horizontal logic)

Performance indicator: A unit of measurement that specifies what is to be measured along a scale or dimension but does not indicate the direction or change. Performance indicators are a *qualitative or quantitative* means of measuring an output or outcome, with the intention of gauging the performance of a programme or investment.

Proxy indicators are used when results cannot be measured directly. For example, a proxy measure of improved governance could be, in some cases, the number of political parties and voter turnout.

Process indicators directly measure the performance of key processes that affect expectations of countries, donors or communities. Process indicators that can measure, for instance, the effectiveness of the Paris Declaration and United Nations national coordination efforts or stakeholder participation and buy-in are important to measure. These might include indicators such as the degree of harmonization between United Nations agencies as seen by the number of joint missions or joint evaluations, the application of programming principles and cross-cutting strategies of UNDG, the development and application of the UNDAF, or the use of national systems for M&E.

Narrative Performance Indicators: When the results are not easily quantifiable (changing attitudes, building capacities, etc.) over the time period of the biennium, and the number of recipients is not too big, a non-statistical approach can be envisaged to develop an indication of “progress”. Narrative indicators largely focus on the “process of change”.

Baseline: Information gathered at the beginning of a project or programme against which variations that occur in the project or programme are measured.

Target: Specifies a particular value that an indicator should reach by a specific date in the future. For example, “total literacy rate to reach 85 percent among groups X and Y by the year 2010.”

Benchmark: Reference point or standard, including norms, against which progress or achievements can be assessed. A benchmark refers to the performance that has been achieved in the recent past by other comparable organizations, or what can be reasonably expected to have been achieved in similar circumstances.

Source: (UNDG, 2011a) and (UNESCO, 2011)

C. Considering Risks and Assumptions

While planning development projects, it is also important to consider external factors that might affect the project, as well as means of handling those factors, to avoid unplanned change in conditions of the project. Risks are defined as the external negative factors that could negatively affect the project, these factors are transformed into assumptions by changing their statements to the positive structure (SDC, 2011).

Example: Risk: political instability ⇒ Assumption: political stability is preserved

UNDG (2011a) defines risks very similarity as “the potential future event fully or partially beyond control that may (negatively) affect the achievement of results”. While assumptions were perceived as the “variables or factors that need to be in place for results to be achieved”.

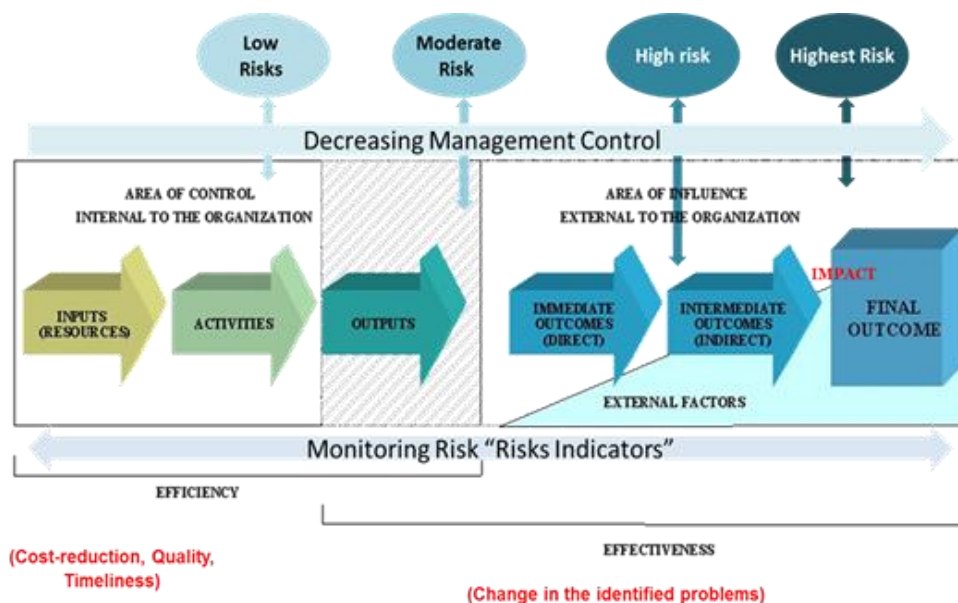


Figure 3-13: Risk and Assumptions analysis

Source Adopted from OECD-DAC

On creating risks and assumptions for a project we include the main important factors that might really affect the project and requires monitoring and may redirect the project objective or methodology.

Assumptions

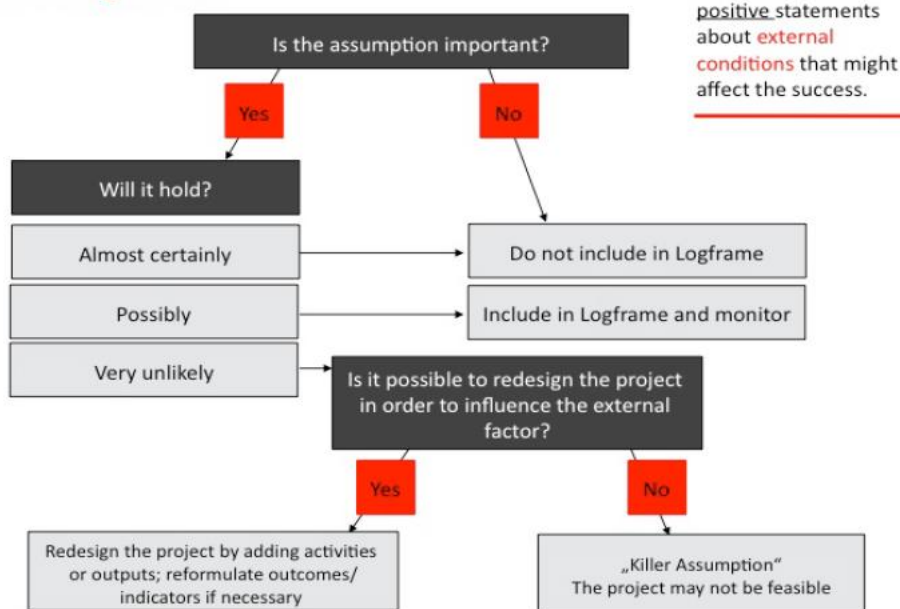


Figure 3-14: Assumptions analysis

Source (SDC, 2011)

Risk Mitigation

After defining and categorizing the risks that might face the project, risk mitigation methods should be designed. UNDG (2011a) explains the risk mitigation strategies that can be planned for to face the defined risks:

- **Prevention:** Prevent the risk from materializing or prevent it from having an impact on objectives;
- **Reduction:** Reduce the likelihood of the risk developing or limiting the impact in case it materializes;
- **Transference:** Pass the impact of the risk to a third party (e.g., via an insurance policy);
- **Contingency plan:** Prepare actions to implement should the risk occur;
- **Acceptance:** Based on a cost/benefit analysis, accept the possibility that the risk may occur and go ahead without further measures to address the risk.

D. Trend Analysis

As much as it is important to consider the potential negative impacts on the project by external (or internal) factors, it is also of relevance and importance to consider positive effects that might not be planned for. Trend analysis is used to include into consideration possible positive effects that might have resulted from external factors (SDC, 2011).

Trend – Contribution – Attribution

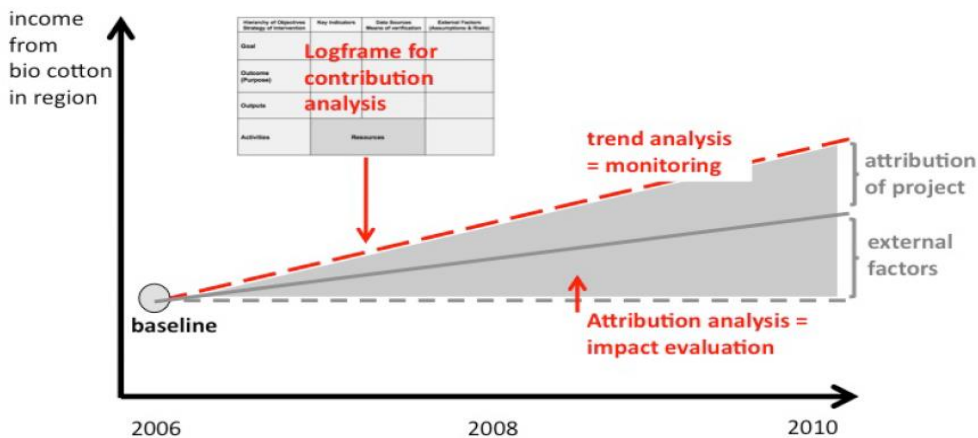
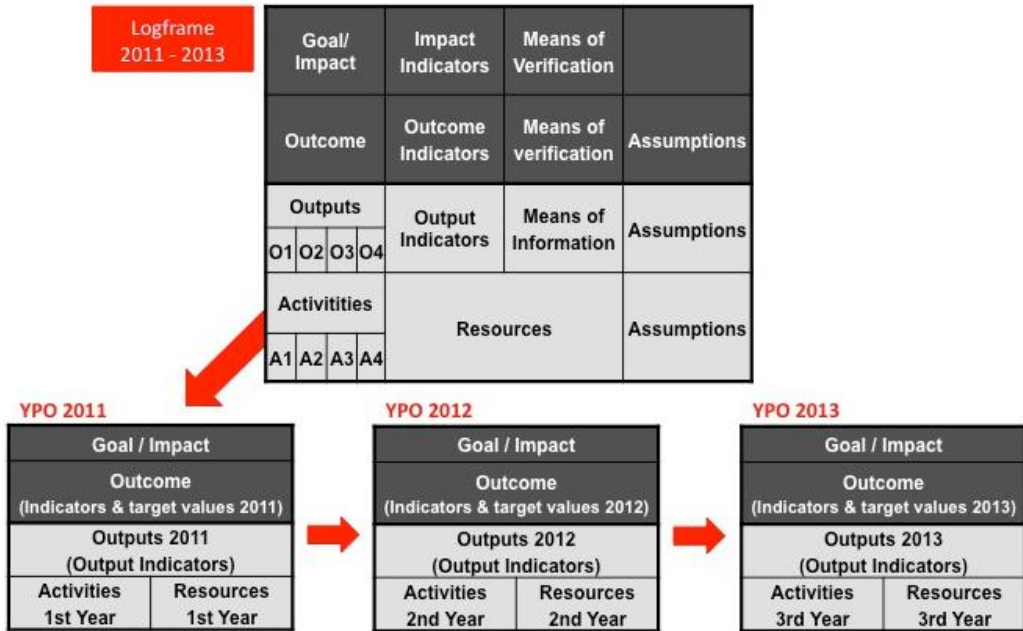


Figure 3-15: Trend - Contribution and Attribution

Source: (SDC, 2011)

3.7.4.3 Managing and Monitoring of Implementation

Management of Results progress is a key element that is essential to guarantee the progress and direct it flexibly towards aspired results. As explained in the previous chapter, management ensures the coordination and efficient use of resources to achieve objectives. Managing for results includes continuous monitoring of the progress towards results according to the previously defined indicators and in a fully inclusive organized manner. To start with the implementation, Log frames and result chains are reflected into yearly or shorter term operational plans that distribute activities over stakeholders and time bound frames, this is shown in example in Figure 3-16.



Log Frame translated into yearly plans

Outcome 1														
Outcome Indicator(s) 1:	Actual 2010				Target 2011				Target End of Phase (2013)						
	1	2	3	4	5	6	7	8	9	10	11	12	Milestones	Respons.	Budget
Output 1														
Output Indicator(s) 1:	Actual 2010				Target 2011				Target End of Phase (2013)						
Activity 1.1															
Activity 1.2															
Activity 1.3															
Output 2														
Output Indicator(s) 2:	Actual 2010				Target 2011				Target End of Phase (2013)						
Activity 2.1															
Activity 2.2															
Activity 2.3															

Yearly plan of operation

Figure 3-16: Log Frame to Yearly Plan of Operation

Source (SDC, 2011)

Monitoring is described by OECD/DAC RBM Glossary – (2002) as “A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds”.

Monitoring aims at comparing the planned activities with the actual situations to keep track of the progress towards expected results and redirect if required and documents the lessons learnt (UNESCO, 2011).

Short-term Steering	Annual Steering	Medium-term Steering
Short term steering of the project activities	Annual steering based on the YPO	Medium-term steering based on the ProDoc and the phase planning
What? Fields of Observation		
Activities Inputs Processes Context (project-specific)	Results: outputs, outcomes (impact) Processes: cooperation, learning Context: general and project specific Coherence with overarching goals Harmonisation	Results: outputs, outcomes, impact Efficiency and effectiveness Sustainability and relevance Context Coherence with overarching goals Harmonisation
How? Tools for Monitoring, Reporting, Evaluation, Planning and Decision-making		
Team meetings Working reports, budget reports Monthly work plans	Data collection and assessment Monitoring & planning workshops Annual reports, YPOs	Internal review, external evaluation Workshops Phase reports, new phase plan
Who? Responsibilities		
Project teams together with partners and target groups	Project teams together with partners and target groups Coordination Office Steering Committee	Project teams together with partners and target groups External evaluation team Coordination and Head Office Steering Committee
When? Timing, Intervals and Milestones		
Weekly, monthly	Half-yearly or yearly	At 3-years intervals (as a rule)

Figure 3-17 example of Monitoring and Evaluation Plan

Source (SDC, 2011)

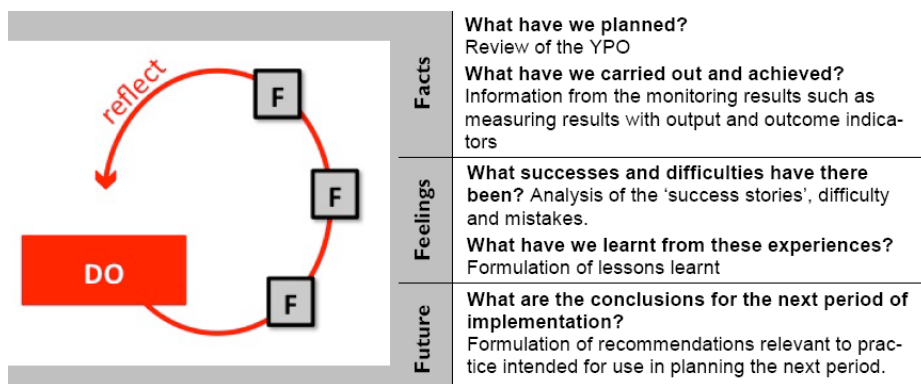


Figure 3-18:Evaluation (Monitoring results)

Source: (SDC, 2011)

Box 3-3: Performance

Performance: The degree to which a development intervention or a development partner operates according to specific criteria/standard/guidelines or achieves results in accordance with stated plans.

Performance monitoring: A continuous process of collecting and analyzing data for performance indicators, to compare how well a development intervention, partnership or policy reform is being implemented against expected results (achievement of outputs and progress toward outcomes).

Source: (UNDG, 2011)

It is concluded that different level of actions and resulting effects have different monitoring approaches and stakeholders. Accordingly, planning for monitoring is important to differentiate and define different methodologies and thus facilitate the implementation of M&E reporting. Habitat (2014) summarizes the main impotence of Performance management as follows.

Monitoring provides accurate and up-to-date information on progress:

- To provide regular feedback and early indications of progress, or lack thereof;
- To track actual performance / situation against what was planned/ expected.

Monitoring is for the purpose of learning and decision-making:

- To detect early signs of potential problems and success areas;
- To take corrective actions;
- To improve the design and performance of ongoing programmes;
- To generate knowledge about what works and what does not work.

Monitoring serves to improve accountability:

- To ensure that a programme/ process continues to be relevant, and achieving results as intended;

To make an overall judgment about the effectiveness of interventions

Source: (SDC, 2011)

Box 3-4: Fields of monitoring

Output monitoring: At the level of monitoring of inputs and activities, the instrument used for steering is the short-term (weekly or monthly) activity planning on the basis of the yearly plan of operation. The implementing organization uses output indicators to check service delivery and performance at yearly intervals and uses the results of output monitoring in the yearly plan of operation.

Outcome monitoring: Checking the results of project implementation at the outcome level are core tasks of results-based management. Collecting and analyzing the data is the responsibility of the implementing organization. This creates a solid basis for reporting and is an input into the yearly plan of operation for the subsequent year. Responsibility for the actual steering, however, lies with the organizations that are responsible at the strategic and political level (donors and partners). As members of the steering committee, they approve the annual report and the yearly plan of operation.

Impact monitoring: Generally speaking, changes at the impact level we can only detect in the medium term. Moreover, it is often difficult to establish the causal link between changes at the impact level and the services and direct results of a project (attribution gap). Research for identifying these changes is costly and often beyond the capacity of implementing organizations. Therefore in most cases it makes little sense to ask for ‘impact monitoring’. So-called impact assessments are carried out either as part of a review or at the end of a longer implementation period (at least 5 years) in parallel to the ongoing implementation.

Monitoring of result chain: Output monitoring and outcome monitoring cannot be separated from each other. Only when we link these two levels, are we able to answer the key question concerning the effectiveness of a project: Do the services delivered by the project actually bring about the planned results? This question is of interest to all partners and hierarchical levels involved in a project. It is useful – although in many cases difficult – to make these cause-effect hypotheses explicit and try to find indicators to verify their occurrence.

Context monitoring: The donor agency and the implementing organisation are both involved in context monitoring; the donor is responsible for the national and international context and the implementer keeps an eye on the project-specific context. Context monitoring is particularly important for the discussion whether observable changes at outcome level can be attributed to project interventions or to some external influences not related to project activities.

Process monitoring. Processes are just as important for the success of the project as the planned activities and services. Some examples of this are learning processes of stakeholders, cooperation between stakeholders, team and organisation building processes within the project organisation or in the organizations of the partners or target groups. Process monitoring is used in particular to check the compliance with fundamental values and to integrate crosscutting issues (partnership, participation, empowerment, governance, gender). For further information see next chapter.

Monitoring of unexpected results: Development interventions can produce unplanned (positive or negative) results. By focusing monitoring activities only on the fields of observation as defined by the LogFrame, project teams risk disregarding these phenomena. Generally we deal with unexpected results at the outcome level.

Source: (SDC, 2011)

3.7.4.4 Evaluation of progress

The evaluation of progress during or after projects are completed brings value to the monitoring and guides future redirecting and feedback. UNESCO (2011) defines evaluation as “the systematic and objective assessment of on-going or completed activity/project, programme or policy, in light its design, implementation approach and the achievement of results. It measures and assesses the outcomes and impacts rather than the delivery of outputs. The aim is to determine the relevance and fulfillment of results, efficiency, effectiveness, impact and sustainability”.



Figure 3-19: Elements of an effective results-based report

Source: (UNDG, 2011a)

UNDG (2011a) explains the main evaluation key functions: Programme improvement; Accountability; and Organizational learning. Figure 3-20 explains the main activities required for preparing for, implementing and usage of evaluation techniques. It is thus concluded that monitoring enabled efficient evaluation of the process and the results. While RMB focuses on results, it is also important to understand which activities affected the progress better and which required redirection to enable feedback and usage of lessons learned for future interventions. Here comes also the importance of clear well manage reporting systems that facilitates spreading of information and learning from them.

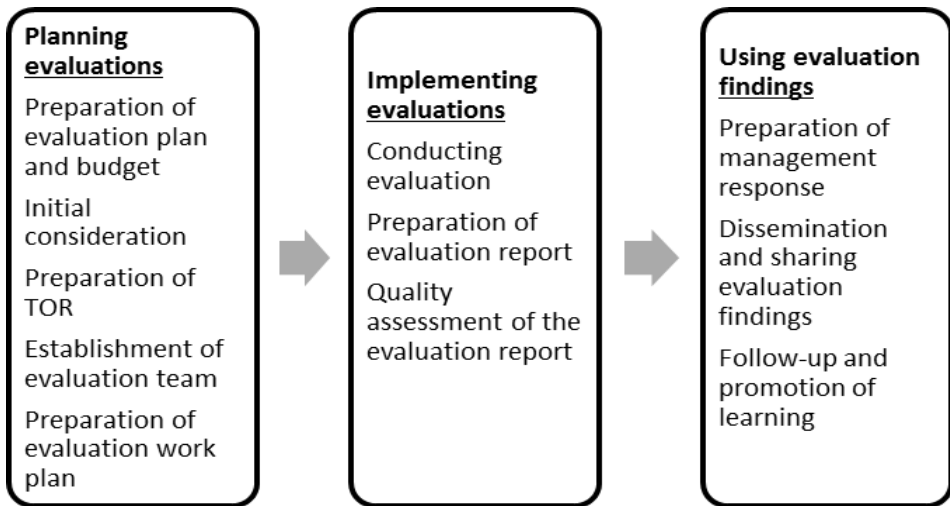


Figure 3-20: Steps of evaluation along RBM process

Source: Author adopted from (Habitat, 2014)

3.8 Conclusion

According to the definitions and explanations available for urban management and discussed in the previous section, Urban Planning management addresses the following main issues: Organizations / institutions, and their managerial relationships, and the technical processes that involves the target setting, planning and technical operation. The context that frameworks integration of both in an operational environment is the urban management as indicated. Thus the figure below combines the main elements of Urban Management.

It is important to highlight the conclusion that management of urban areas does not necessarily mean doing the development required but making sure this development is done with quality, according to the overall urban agenda and in coordination with related sectors and thus in the best efficient way. As phrased by Mattingly (1995) *urban management is more a matter of responsibility than of power.*

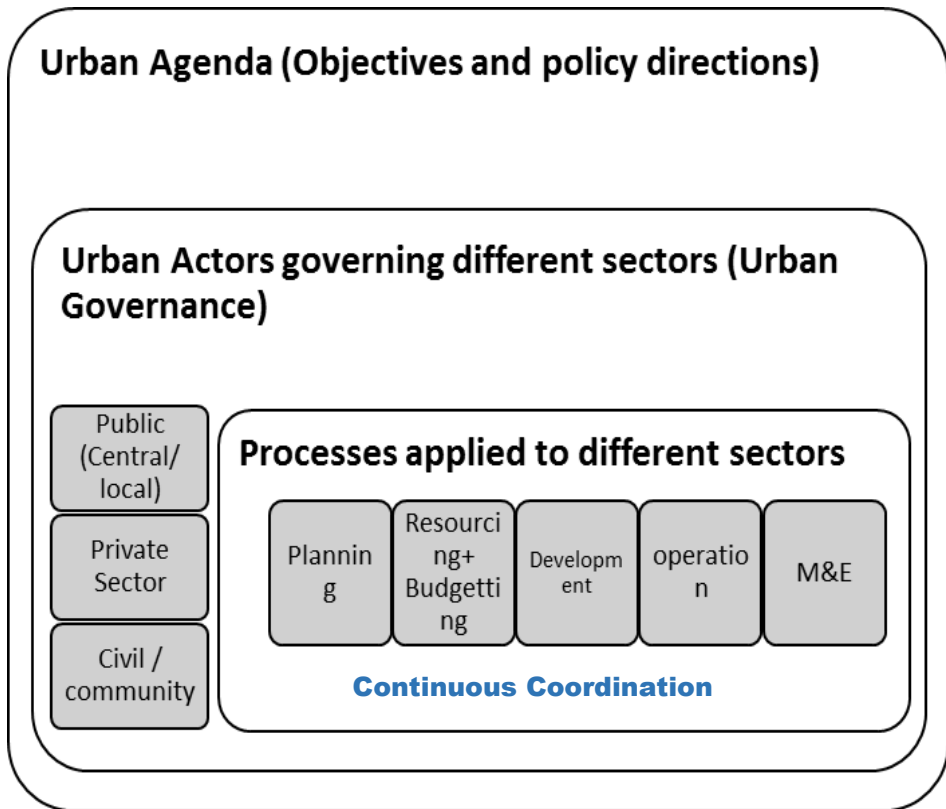


Figure 3-21: Urban Management System

Source: Author based on readings from (Mattingly, 1995) and (Buehler, 2003a)

It is concluded from literature review on the urban management process and stakeholders that in most cases of developing countries, the fragmentation of urban responsibility resulted in the lost clear integrated agenda towards urban development and the results to be achieved from the multiple efforts.

Planning within this context is planning for urban development and not planning for urban management which results in numerous plans and studies that are not oriented towards implementation and thus does not achieve the aspired developmental results. It is also noted that skills required to perform managerial tasks is also lacking. Thus a change from activity-focused management is required toward more result-oriented management. This calls for changing the thinking methodology and

language. In action language, the focus is given to the activities and implementable actions, while in the change language it is more descriptive to the qualitative change and effects. This is expressed in example in the table below.

Table 3-1: The difference between change language and action language

Action Language	Change Language
expresses would-be results from the providers' perspective and usually starts with "by doing this or that"	describes changes in the conditions and/or quality of life of people;
Not specific or measurable (e.g., reduce HIV transmission)	sets precise criteria for success
focuses only on the completion of activities (e.g., to establish 25 new youth-friendly centers).	focuses on results, and does not focus on the methods to achieve them (hence the need to avoid expressions such as "through this and that" or "by doing this and that").

Source : Author based on Source: (Habitat, 2014)

Chapter 4: Urban Management towards prosperity results

After exploring what the literature has provided regarding the new notions of prosperity and proposed concept of city prosperity, urban management as a new paradigm replacing the rigid classical concept of urban planning and the uprising concept of Result based management. This part shall draw basic conclusions and cross cutting linkages that shall define the main focus for case study reflections in Egypt, as well as key conclusions that need to be driven from the research.

4.1 Concept and linkages and defining research hypothesis

The literature review has reflected the possibility of managing urban development towards applicable and measurable results. This enables the designing of urban management scheme according to the aspired results of prosperity in defined contexts, and additionally ensures the possibility of measuring the progress towards prosperity for cities within certain urban management schemes.

Since urban management is the future for controlling development and RBM is the technique developed to ensure achieving results and learning from processes of progress, therefore the analytical part of the research will focus on identifying the cause-effect relationship between application of result-based urban management and improved city prosperity.

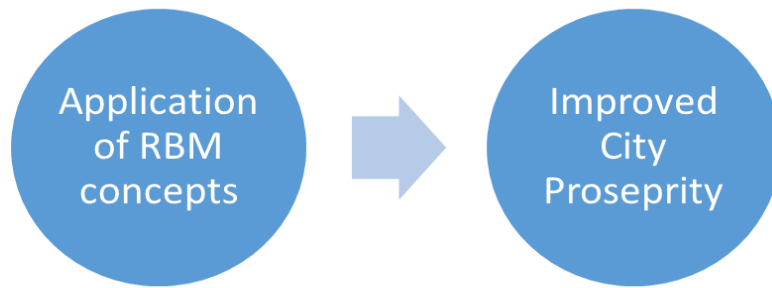


Figure 4-1: Prosperity urban result based management

Source: Author

The research hypothesis is therefore formulated around this concept; if governments and development organizations aim for progress of city prosperity in certain context, it is assumed that a well-designed urban result based management is constructed where planning is performed in a result oriented manner, stakeholders are inclusively engaged and M&E are in place to feedback and redirect the process. These principles will thus be explained to conclude main focus areas that shall be reflected in the following parts of the research.

4.2 Framework of the prosperous oriented Urban Management

The core of the focus of the research is thus built to explore the possible urban management scheme that is oriented towards improving city prosperity with the focus on the case study of the Egyptian Urban management context.

4.2.1 Planning and managing prosperous oriented urban cities

The conceptual framework towards implementable and manageable result oriented urban management shall reflect the main concepts of RBM; where planning occurs from the bottom beneficiary end, while management of the process is imitated from the upper hierarchy of the process reaching the implementation and results. 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 required outcomes and design activities that shall achieve the outputs and outcomes.

It is essential at this stage to consider the practical design of measurable and indicative indicators to facilitate measurement and monitoring of the progress. 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.



Figure 4-2: Result Oriented Urban Management framework

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

4.2.2 Urban Governance and participation

Urban governance as a concept basically refers to “The act or manner of governing urban regions” (Jenkins P, Smith H., Wang Y.P., 2007). Additionally, Good urban governance is characterized by inclusive and transparent decision making, sound financial management, public accountability, equitable resource allocation leading to improvements in most urban indicators.

Khalifa (2012) relates the definition to two main aspects; *the nature of institutions and the nature of relationships between institutions*. Since the nature of institutions refers to certain conditions, that will be later discussed in the case study. It is relevant to focus on the required main relationships that would encourage better inclusive and coordinated result oriented management of urban sector to trigger the prosperity indices.

The literature ensured the importance of including different stakeholders along the urban management process. Urban governance reflects the main concepts of good governance that are required to ensure result oriented planning and management and effective M&E techniques that all contribute to the better progress towards prosperity.

It is important to think of inclusiveness when designing urban indicators within the process; the design, data collection and evaluation of urban indicators represent a major key factor in the success of achieving the aspired prosperous result.

Planning contexts shall define and detail a governance mechanism that would manage the urban development result oriented process towards improved city prosperity. This suggestion shall be detailed in the case study of Egypt in the final part of the research after exploring the detailed existing urban governance structures and relationships in part two. However the theoretical general concept shall include an upper committee that coordinates and manages sectorial development of cross cutting issues. Additionally, the Upper committee shall observe and monitor the overall progress toward improved city prosperity. A second management team shall then focus on the planning and implementation of the process

designed in an RBM framework, focusing on the development and management of the urban development process that includes the main pillars of city prosperity designed in an RBM framework. Finally sectorial technical teams shall operate within the plans and keep close observatory over progress to include lessons learned within the new activities and report success and challenge experiences.

It is uniquely important when looking into the governance structure to include inclusive groups that well represent different sectors of the community and try as much as possible to maintain principles of good governance and build capacities whenever required to enable the participatory achievement of the aspired results. This shall also be focused within the focuses group working on urban governance index that is inclusively fed back from the whole urban governance structure.

4.2.3 Urban Legislation

Another key element related to the ability to apply the governing structure of result-oriented urban management, is the legal and regulatory framework governing the urban sector. It is very important when planning for urban management to bring into focus the guiding regulations of the urban and cross cutting sector. In many cases in DCs these regulations might present a constraint to the proposed management framework. However it is essential to take these challenges into consideration and address them by providing evidence based experiences and policy advice. This shall only be effective when different central and local stakeholders are involved, ones that would support out coming decisions and policy advise from experiences of the process.

4.2.4 Directing urban policy

The main objective of this research is to support urban policy advice towards improved city prosperity results. It is understandable that different countries shall produce, within their specific situations and challenges, their own national urban policy that reflects main strategies for national urban development and prioritise the actions for development. However in general, the concept of city prosperity brings an

overarching concept that could guide policies towards improved conditions or urban and crosscutting sectorial related fields.

City prosperity index shall provide national and city level urban policy guidance through international and national comparisons and enabling definition of sectors in need for priority actions. Therefore, measurement of city prosperity and planning towards its improvement shall support policy decisions that provides better urban future for all.

4.3 Indicative measurement Framework tool

In light of the above conceptual linkages concluded from the literature review, the analysis of the Egyptian case study will be conducted to understand the depth of these relationships on various levels. To serve this objective, the following conceptual analysis framework will be used as descriptive and indicative measurement of defined elements of urban management.

The tool shall help in identification of main strengths and weaknesses of influencing the outcomes and results of any management system; specifically urban management. Applying this framework requires detailed understanding and collection of available information for the various steps of the process. This will be identified during the next part of the study analysing the case study.

4.3.1 Assessing the main elements of urban management

The table below explains the description of various scores and how the qualitative analysis os to be reflective in the measurement tool for various elements of urban management along the process. This tool will be applied to the public housing sector in chapter 6 using the defined score descriptions and the qualitative conclusions from the in-depth analysis.

Table 4-1: Research indicative measurement framework for Planning and setting up M&E framework

Measurement of Planning and setting up M&E framework		
Score	Vertical logic (Efficiency and logic)	Horizontal logic (Monitoring, Indicators & verification)
Very Strong (score 2)	The formulated logic is very well structures to serve the defined change. Activities are well coordinated, resources efficient to achieve outputs and aligned to progress well towards results.	A very strong M&E framework in place, with result based indicators, clear tools & resources assigned for measurement and verification.
Strong (Score 1)	The overall logic of the program is well structured. Some elements might be missing or not well aligned, however overall the vertical matrix design is logical	There are clear M&E framework of a relative good and relevant indicators and implementation strategy within the project formulation.
Neutral/NA (Score 0)	This measurement will be used when programme logic was not clear to analyse or critical information was missing,	M&E framework is not accessible to analyse
Weak (Score -1)	Clear weakness of the activities logic to achieve outcomes and results are proven. This can be related to ability of assigned activities to induce result or quality of the planned activities.	M&E framework exists but is only activity based or addressed only few elements of the programme.
Very Weak (score -2)	Vertical logic has major failure elements in terms of efficiency or quality. From the planning stage, it could be clear the outcomes and results can hardly be achieved.	Either no M&E or very weak elements measured. Resources assigned are definitely not efficient.

Source: Author

Table 4-2: Research indicative measurement framework for resourcing

Measurement of resourcing efficiency				
	Knowledge resources	Financial resourcing	Institutional set up	Other resources as identified
Very Strong (score 2)	Knowledge & database strongly present & have strong influence on decision making	Financial resources are completely efficient for the implementation. Of the project (90-100%)	Institutional set up supports programme strongly and efficiently	Other resources relevant to the program shall also be assessed (Land, equipment, software, etc.)
Strong (Score 1)	Knowledge and information are relatively available in good quality and have positive support to decision making	Financial resourcing is adequate to implement most of the planned activities (70-90%)	Institutional set up supports implementation of the project	Defined elements supports implementation of the project
Neutral/NA (Score 0)	It was difficult to assess relation presence of knowledge or effect on activities	Financial resources information is not accessible	The relation between program and institutional set up is not clear	The relation between program and defined element is not clear
Weak (Score -1)	Weak data basing and information available have negative effect on programme formation	Financial resourcing is badly allocated or inefficient to achieve program objectives	Institutional set up has negative impact on the program implementation	Defined element has negative impact on the program implementation
Very Weak (score -2)	Lack of available knowledge has a major negative influence on program formation and directing.	Lack of available finance or financial allocation has a major negative influence on program formation and directing.	Bad institutional set up has a very negative effect on the program implementation	Bad configuration of defined element has a very negative effect on the program implementation

Source: Author

Table 4-3: Research indicative measurement framework for implementation, maintenance and M&E

Measurement of implementing efficiency		
Score	Quantitative	Qualitative
Very Strong (score 2)	The quantity of implemented activities followed the plan perfectly (90-100% of plans implemented)	The quality of implemented activities was done in an excellent quality according to plan and serves the objectives assigned.
Strong (Score 1)	The activities of defined plan were adequately implemented (70-90% of plans implemented)	The implemented activities were done adequately according to plan. They are expected to progress towards results.
Neutral/NA (Score 0)	The is no information available on the implementation of activities	The implementation quality could not be assessed.
Weak (Score -1)	The activities are badly implemented (50-70% of plans implemented)	The quality of implemented activities were inadequate. They are not likely to progress well towards results.
Very Weak (score -2)	Very poor implementation of plans are reported. Less the 50% of plans were implemented according to the original time plan.	The quality of implementation is a major weakness. The progress towards results is likely not to be achieved due to the bad quality of implemented activities.

Source: Author

Measurement of Maintenance and M&E implementation	
Very Strong (score 2)	The M&E and maintenance framework is very strong
Strong (Score 1)	Adequate M&E and Maintenance
Neutral/NA (Score 0)	No information on M&E and Maintenance
Weak (Score -1)	The maintenance and M&E are weak
Very Weak (score -2)	Maintenance and M&E are of the main weaknesses affecting results of the projects

Source: Author

Table 4-4: Research indicative measurement framework for outcomes and results and cross cutting elements

Measurement of outcomes and results		
Score	Assessing outcomes and results	Positive intended results
Very Strong (score 2)	The outcomes of the activities formulated a strong efficient and effective progress towards results	Intended Positive change was achieved effectively
Strong (Score 1)	Outcomes are adequate, and likely to lead to results	Positive change is observed
Neutral/NA (Score 0)	Outcomes are difficult to be assessed	Result could not be assessed
Weak (Score -1)	Outcomes are not likely to lead to the results	Results were very poorly achieved
Very Weak (score -2)	Outcomes are very weak related to the planned outcomes and will not lead to results	Results were not achieved

Main Process	Measured Element	Cross Cutting elements	
		Coordination (1, 0, -1)	Governance, Legislation (1,0,-1)
Planning and setting up M&E framework	Vertical logic (Efficiency and logic)	Planned coordination of stakeholders to implement activities	Plan for supporting legislation and governance in the plan
	Horizontal logic (Monitoring, Indicators & verification)	Planned coordination of M&E and indicators' measurement	Plan of including M&E and verification in governance and legislation
Resourcing	Knowledge	Coordination of knowledge base	Legislation to support knowledge sharing and production
	Financial	coordination of financial resourcing	Legislation support to financial resourcing
	Institutional	Institutional coordination	Legislation support to institutional resourcing
	Other as defined	Coordination of Other identified elements	Legislation support to other resourcing
Implementing	Quantitative	Coordination of implementation	Supporting legislation to quantity implementation of activities
	Qualitative	Coordination of implementation to achieve quantity.	Supporting legislation system for proper & smooth implementation.

Source: Author

4.3 Case study selection

In order to conduct further analysis of the effect of managing urban sectors through result oriented approach aiming for improved city prosperity, Egypt was selected as a case study of a developing country. With a very complex public urban management sector, and its widespread variety of cities with different sizes, geography, local level capacities and quality of living; Egypt represents a rich example of countries that requires further study of its urban management system.

Furthermore, Egypt is currently in a state of possible change. The successive revolutions and political instability have resulted in a current regime that strongly seeks possible means of building a better future country. National and Local Development projects are being fought for spreading the message of change.

Therefore, this research aims at capturing the benefit of potential change that could engage the philosophy of scientific analysis within the map of future development for Egypt. The research aims at pragmatically link modern concepts of management with modern aspirations of prosperity. This is further expected to re-position the Egyptian cities on the top global map, building on the potential of change and unique Egyptian capacities to achieve the new notion of Egyptian prosperous cities.

Additionally, an in-depth case will selected to apply the proposed framework where various elements will be and scored to enable detailed conclusion and better advice.

Part II: Egyptian Urban Management and city prosperity

After having reviewed the literature background in the topics relating prosperity and urban management, and explaining the new approaches that aim at more focus on urban management than on planning stages, this part of the study will reflect on the Egyptian urban management system. Thus the main processes and institutions involved in urban management will be reviewed and analysed with reference to the aspired analysis of the ability to achieve development results. Additionally the state of Egyptian cities prosperity will be analysed to enable concluding the resulting relationship between urban management system and ability to achieve developmental prosperous results in Egypt.

The last chapter will provide an analytical conclusion of the case study that provides a base for the research conclusion and recommendations of the final part of the research.

Chapter 5: Urban Management in Egypt

As explained in the first part of this study, management is abstractly formed of organizations or institutions and activities performed to run activities within the mandates of these organizations. Urban management thus focuses on the organizations relating to urban activities and products and their actions and relationships.

Taking the case study of Egypt with its wide variation of institutional relationship, this chapter shall reflect on the main urban composition forming the Egyptian urban management system. Accordingly, this part will illustrate conceptually the complex institutional composition governing the urban context and the main legislation and laws guiding the relationships and activities and supports the urban governance system.

5.1 Introduction to Egyptian Urbanization

The total area of Egypt is 1,001,450 sq km (land: 995,450 sq km & water: 6,000 sq km). When one comes across old pictures of Egyptian main cities, or watch an old movie where multi-modal transport operates within widely spread and well connected street networks, or even listen to how grandparents enjoyed quality of their lives in productive, well managed urban areas one may then wonder; what had happened to the system that was once able to deliver worldwide top notch quality of production and management of urban systems and spaces?

Before the 1952 revolution, Egypt's urban areas were divided into 14 provinces under the authority of the Ministry of Interior Affairs and enforcing mandates of other related ministries. The revolution introduced new reforms changing the structure of the Egyptian society from dominance of the feudal system to strong industrial and socialist systems (Soliman, 2003). One of the important changes influenced by the revolution and the reforms was the establishment of field units in the central ministries as a first step toward decentralizing the urban

management of the country. These units were provided by necessary equipment, technical skill and full responsibility to carry out their tasks (UN-Habitat, 1993).

Another key important result of the revolution was the enforced better vision for the importance of urban development strategies in Egypt. However with the accumulated different types of social, political and economic instabilities, it was hard to cope with the growing urban problems that faced the society.(Yousry, 2010)

After the 1956 war, and as priority shifted to reconstruction of Suez Canal region development in other regions of the country was thus delayed with resulting negative impacts on the distribution in the country's resources and the conversion of some of the best arable lands (UN-Habitat, 1993).

In 1973 Cairo a specific agency of management and planning was transformed into national agency for regional & urban planning (GOPP) which is mandated with the planning and management of the physical plans in Egypt. The evolving economic liberalization gave main cities as Cairo and Alexandria the opportunities to associate with international companies and research agencies to be involved in the management of the city as a trial to revive the cities that were once of the world's best quality and standard.(Yousry, 2010)

After the 25th January 2011 and 30 June 2013 revolutions, the political transformation has opened up the opportunity for various social, economic and legal changes to take place. The current regime is strongly aiming for setting new standards for efficiency and development, yet the physical and human infrastructure in support are over exhausted. The change has thus become a challenge that faces the Egyptian government to enable the new construction of the institutions and to bring the change to generations that have multiply lost trust in the country.

Steps have already been taken, the new constitution have brought fresh notions for integrated development and human rights.

The following part will focus on the current urban management context in Egypt.



Figure 5-1: Pictures for Public spaces from Cairo and alexandria (1930s-1960s)

Source: Multiple documentary websites

Source: multiple online resources, and groups on Egypt in the past

5.1.1 Demography:

The Egyptian population has currently reached 90 million inhabitants, with urban population of more than 38 millions (42.7%) and a total population density of 89.2 pop./Km² (CAPMAS, 2016). The Egyptian population growth rate is estimated at 1.84% I 2014 and projected to reach 152 million inhabitants in 2052 (CAPMAS, 2014). The urban population growth rate (average annual %) is 2% ¹⁶, while the rural population growth rate (2010-2015 average annual %): 1.4%. Life expectancy at birth: 73.45 years (total population) and the percentage of population residing in urban areas in Egypt: 43% (United Nations Department of Economic and Social Affairs (Population Division), 2014). 98.2 % of the population in Egypt resides in the Delta and the Nile Valley, and the remaining 1.8 % resides in the desert - 0.7% in the western desert, 0.4% in the eastern desert, and 0.7% in Sinai (Egypt's National strategic plan, 2014).

5.1.2 Economy:

Egypt is considered a low middle income country with a real GDP of \$330.8 billion (Bank, 2015) and a GDP growth of 3.3 % (Bank, 2016). Inflation rates in Egypt has recently dropped to 9.8 from 10.9 in the 2015 financial year(Bank, 2016). The composition of GDP by sector of origin is agriculture: 14.5%, industry: 37.5%, services 48% and the distribution of labor force by occupation: agriculture: 29%, industry: 24%, services 47% (Center for Information and Decision Support, 2013). The unemployment rate for youth in Egypt is 13.4% (CAPMAS, 2014) and the poverty headcount ratio at national poverty lines (% of population): (25.2% in 2011, 21.6% in 2009, 19.6% in 2005, and 16.7% in 2000) (World Bank, 2014).

¹⁶ Rate of urbanization (2.04% annual rate of change) (2010-2015 estimate)

5.1.3 Local administration

Local government in Egypt is divided into five local administrative units, namely: governorate (muhafaza), district (markaz), city, urban district (hay), and village local administration. There are 27 governorates headed by governors who are appointed by the President.

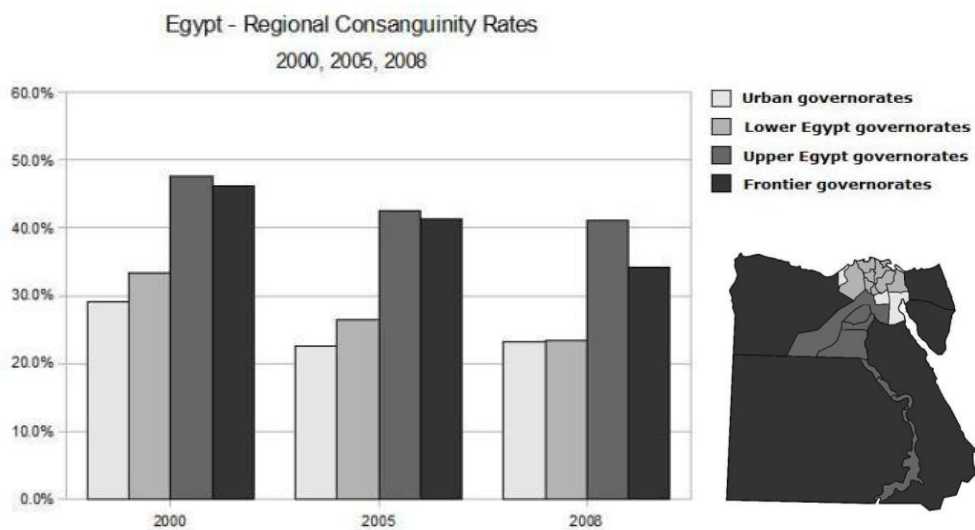


Figure 5-2: types of governorates in Egypt

Source: <https://hbdchick.wordpress.com/2012/05/12/mating-patterns-in-egypt/>

Administrative division



Figure 5-3: Administrative division of Egypt

Source: http://commons.wikimedia.org/wiki/File:Egypt,_administrative_divisions_-_de_-_colored.svg

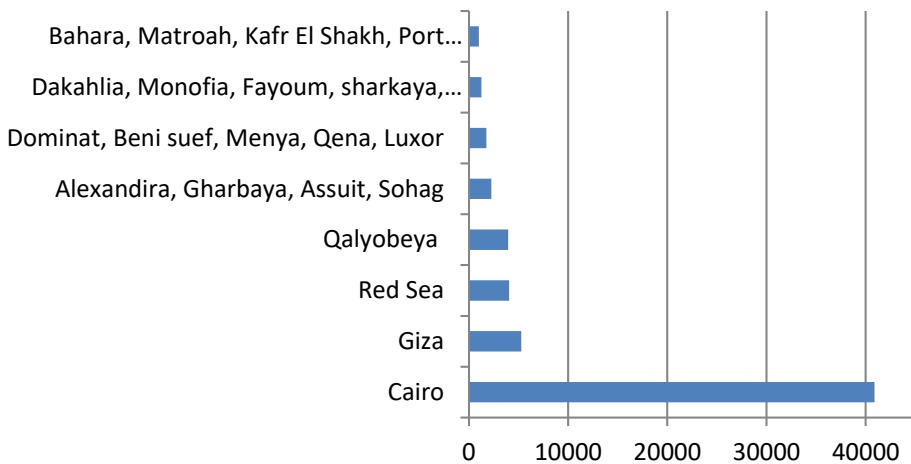


Figure 5-4: Average Population Density of Governorates in Egypt

Source: Description of Egypt by Information -based on census data (2006), The Egyptian government Information and Decision Support Center.

As per Decree of the President of the Arab Republic of Egypt, No. 495 of the Year 1977(Article I), the Arab Republic of Egypt shall be divided into the following economic regions as follows:

1. Cairo Region: Cairo is the capital. The region shall comprise Cairo and Giza governorates.
2. Alexandria Region: Alexandria is the capital. The region shall comprise Alexandria and Behira governorates as well as the Nobareyya area.
3. Delta Region: Tanta is the capital. The region shall comprise the governorates of Monufeyya, Gharbeyya, Kafr Al-Sheikh, Damietta and Daqahleyya.
4. Suez Canal Region: Ismailia is the capital. The region shall comprise the governorates of Sinai, Port Said, Ismailia, Suez and Sharqeyya, as well as the northern part of the Red Sea governorate up to, and including, the Gulf of Suez.
5. Matrouh Region: Matrouh is the capital. The region shall comprise the governorate of Matrouh.
6. Northern Upper Egypt Region: Menia is the capital. The region shall comprise the governorates of Bani Suef, Menia and Fayoum, as well as a northern part of the Red Sea governorate.
7. Asyout Region: Asyout is the capital. The region shall comprise the governorates of Asyout and New Valley.
8. Southern Upper Egypt Region: Aswan is the capital. The region shall comprise the governorates Sohag, Qena and Aswan, as well as the southern part of the Red Sea governorate.

5.1.4 Population density and growth:

- The inhabited area in Egypt is about 50,000 km² and with an average density of 1850 inhabitant per km².
- In Cairo, the density has reached 36,000 inhabitant per km² in 1996 and in 2006, the density has reached 41,000 inhabitant per km². Also in 2006, some of the urban neighborhoods have reached a density of 100,000 inhabitant per km² (Egypt's National strategic plan, 2014- based on census data).



Figure 5-5: Economic Regions of Egypt

Source: <http://gopp.gov.eg/>

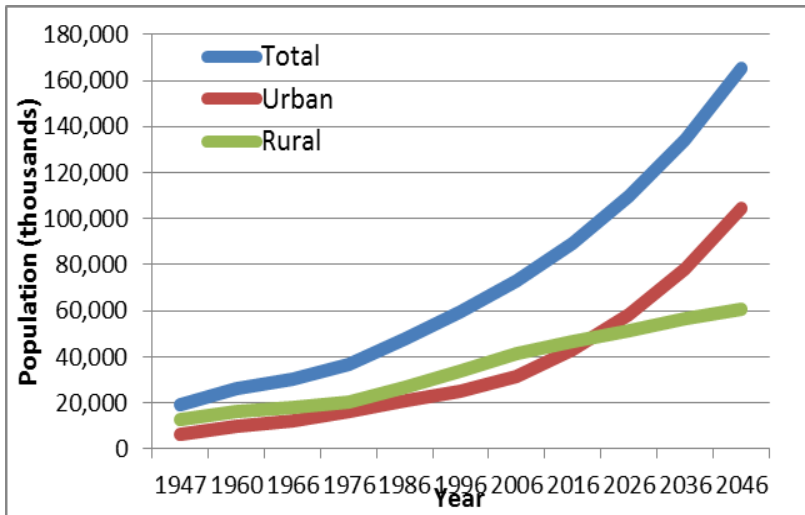


Figure 5-6: Population growth in Egypt

Source: CAPMAS, Censuses of Population and Housing, 1947, 1960, 1966, 1976, 1986, 1996 and 2006, Cairo, Egypt and World Resources Database, World Resource Institute, 1996

5.1.6 Informal development:

- Population of Informal Areas in Cairo estimated to be 8.3m(German Technical Cooperation (GTZ) and Participatory Development Programme in Urban Areas (PDP), 2009)
- 2005: Population living in Informal Areas is estimated to be 6.2m (GOPP)
- 2007: Approximately 1,171 Informal Areas in Egypt; Total population of which is ~15m; 40% of which live in GCR (MOLD)

5.2 Urban management system in Egypt

As explained in chapter three and particularly concluded in Figure 3-21: Urban Management System is composed of Main actors and processes. Reflecting on the Egyptian case study, the following table and explanation following shall reflect on the main components forming the formal urban structure in Egypt.

Table 5-1: 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 (Socio-economic Management)	GOPP (Spatial Management)
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	Central(MOP/ Sectorial Ministries) + Local Administration units	Central (GOPP)
Human Resources ¹⁷		
Financial ¹⁸	Chapter 6 in the Budget	Not Funded
Material resources ¹⁹	Facilitated by Local Units	Strong organizational structure but no powers given
Institutional ²⁰	Sectorial Ministries, units and departments	Structured integrated studies and consultants
Informational ²¹	Based on sectorial informational analysis	
Budgeting	5 years and annual budgets	Trials to link to annual budgets failed
Coordinating	Weak sectorial and planning coordination levels	Coordination happens at the planning stage
Operation	Weak operational management	No operation
M&E	Weak M&E	No M&E

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

¹⁷ Amounts and skills (Particularly Management, coordination, planning, monitoring and evaluation), capacities and attitudes (Impartiality, honesty, service orientation, self-motivation, risk-taking and efficiency consciousness.)

¹⁸ income generated (For the government sector mainly from taxes, user fees, license fees, and betterment levies), grants from outside, and loans

¹⁹ may include Land, facilities, equipment and physical materials

²⁰ Including Organizational structures, legislation and power.

²¹ Essential for the creation of effective management strategies and supports possibilities for judging performance

5.2.1 Planning for urban development in Egypt

As illustrated in the table above, planning for Urban Development in Egypt is done centrally through a number of authorities that are often not linked though the tasks and visions shall be integrated. Planning for development is conducted through two main plans; the socio-economic development plan defined by the law 70 for the year 1973 and conducted by the Ministry of Planning, and the strategic urban development plan defined by the law 119 for the year 2008 and applied by the Ministry of Housing and specifically the General Organization for Physical Planning (GOPP). Additionally local level development and services is governed by law of local administration 34 for the year 1979.

The planning for urban development is done through the MOH, specifically through the GOPP central organization. However, the effect of the socio-economic plans on the urban development context cannot be ignored; since all services and investment projects defined by the annual socio-economic plan guides and redirects urban development and status.

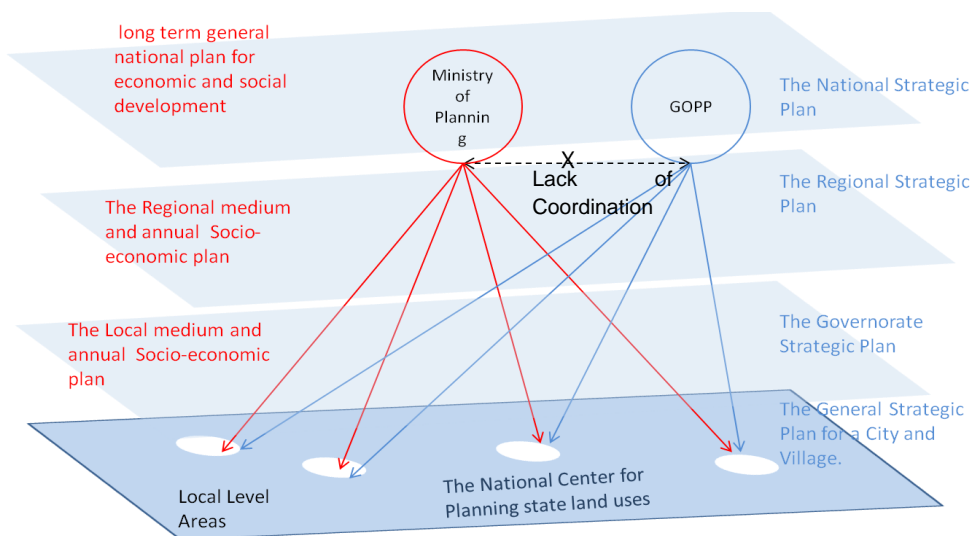


Figure 5-7: The lost link between strategic urban and socio-economic plans at different levels

Source: Author adopted from (Abdel-Baki, 1993)

Accordingly and as expressed in the figure below, both strategic plans and socio-economic plans are very interlinked in concept but separate in reality. This result in projects that may be located in the same regions but are not planned in an integrated manner and thus leads to loss in efficiency and resources.

The two planning systems will be explained briefly each on its own in the following part and additionally Annex 3 shows Guiding Principles for the Development in Egypt and annex 4 shows the Planning Processes according to the Building and planning laws.

5.2.1.1 Socio-economic Planning

Planning for Socio-economic development in Egypt is done through the MOP which calls for the requests of various agencies and authorities to submit their requests for investment projects according to the local needs before the formulation of the annual plan. Since the different agencies acknowledge that their requests would be minimized, most of the requests are exaggerated and sometimes manipulated according to powers of local popular councils' representatives or stronger influence of certain heads of executive bodies²². After receiving all requests, and according to the Budget guidelines defined by MOF, MOP defines the socio-economic plan and negotiates it with MOF and submits it to the PM then to be approved by the parliament.

5.2.1.2 Strategic Planning for Urban Development

The Planning law 119/2008 has changed the main planning methodology of the GOPP from the previously comprehensive master plan approach to the strategic planning approach for urban development. The law identified clearly the levels, methodology and goals for the plans; but vaguely mentioned implementation or adoption of the resulted plans and development projects. Thus a huge number of strategic plans were produced since the issuance of the law, but no clear developmental results

²² According to interviews with local socio-economic planning and monitoring and sectorial departments in Luxor and Ismailia as part of the activities in The National Strategic Development Project, UN-Habitat, 2014.

Table 5-1, MOP has funds allocated for the socio-economic plans while the plans prepared by GOPP are not funded. *Article 5* of the planning law indicates that it shall be taken into consideration when preparing the general budget of the state to comply with the objectives of the annual plan. The funds for investment usages stated in the general budget of the state may not be amended except according to the rules endorsed by the Cabinet and in a way that shall not violate the priorities stated in the plan. *Article 6* additionally prohibits being tied to any of the projects or special works for economic and social development or funds them or executes them in violation to the plan's general accredited framework.

MOP allocates finances through negotiation with the MOF from the annual budget (Chapter 6 of the National Budget) to implement its annual plans for socio-economic development via sectorial ministries, agencies and local authorities.

Figure 5-8 shows the main components of the National Budget of Egypt and distribution of the main expenditures and revenues.

The financing of the annual Budget takes place through negotiation of sectorial ministries with MOP for their budget allocations. This happens through the requests from lower level sectorial departments from city/village levels through the planning and follows up department on the Markaz then the governorate level to the central level sectorial ministries. After receiving all requests, MOP decides on the final budget allocation for investment projects of various economic bodies through the final socio-economic plan including the budget allocations which often differs from the exaggerated requests by various sectors and thus does not respond to real needs of local people in reality (Finance, 2013).

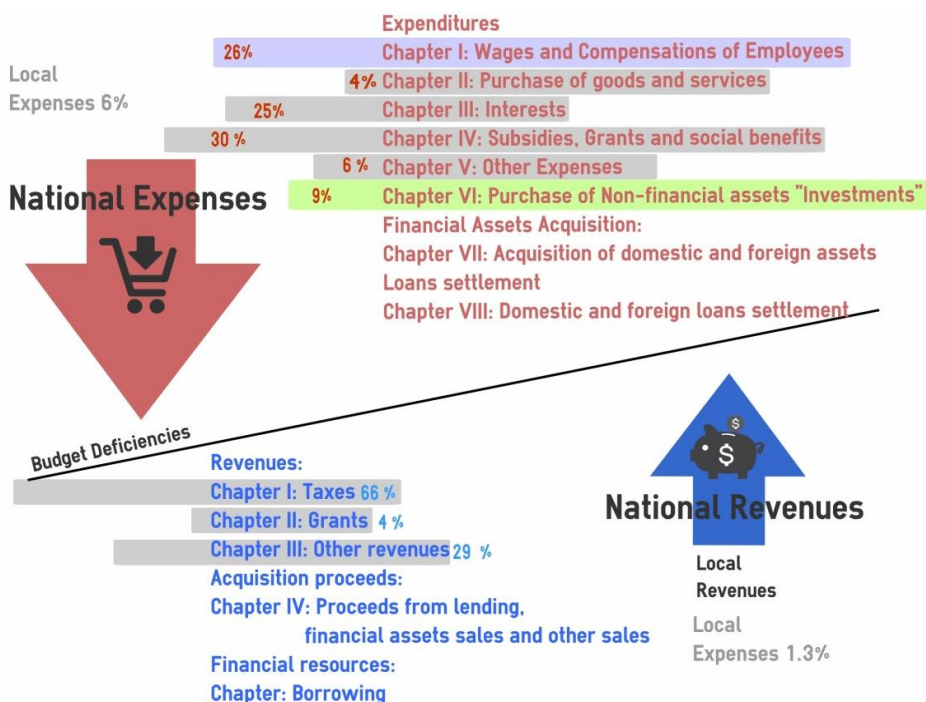


Figure 5-8: Egyptian National Budget Main components

Source: Author adopted from (MOF, 2012), (Dumian, 2014) and (Beet El Hekma, 2012)

It is worth Mentioning that GOPP is one of the organizations that are funded by the annual plan to conduct the strategic plans for various levels, however the outcome development projects from these plans are not funded since the organization is not mandated by implementation. Trials have been conducted to link all outcome projects of strategic urban plans to the socio-economic annual and 5 years budgets, but the main following challenges were detected²⁴

- The real needs resulting from strategic plans are often far beyond the limited budgets allocated for those certain areas

²⁴ According to the Pilot project of Planning at Markaz level by UN-Habitat, Egypt office (2009-2014)

- Land allocation problems prevents requesting any required public services if public land allocated for this service is not available
- The time lag between finalizing the strategic plans and the annual financial budget²⁵.
- The fragmentation of authorities and unclear responsibilities of investment authorities leads to the vague understanding of how to finance economic investment projects on both local and higher levels.

It is also important to highlight the local finances are only budgeted for 5 programs mentioned in the law of local planning:

- *Roads and Transportation Program*: covers expansions, extensions and new construction, and paving roads in rural areas and slums.
- *Environmental Improvement Program*: Includes environmental sanitation projects aimed at improving the cleansing aspects of canals and drains. Also building an integrated system to deal with the collection and recycling of solid waste, as well as slaughterhouses.
- *Electricity Program*: Includes electricity supply networks and lighting equipment to localities as well as disadvantaged areas and slums.
- *Local Units Support Program*: This includes women-development projects and competency building, in addition to health, educational, cultural and social services projects in Egyptian villages.
- *Security, Firefighters and Traffic Program*: This program aims to provide the governorates with modern equipment and devices that contribute to upgrading performance of these services, and thus create a secure environment facilitating the achievement of economic and social development goals.

²⁵ In the survey questionnaire by Yousry (2013), more than 50% of respondents believe that the strategic plans in Egypt take from 3 to 5 years to be finished due to numerous causes namely the long data collection phase and approval procedures.



Figure 5-9: Socio-economic planning finance

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

5.2.2.2 Human and institutional Resources

In general human resources within the urban management system is in most cases centralized and adequate in numbers while lacking qualitative requirements of management (coordination and communication) and lacks technical and managerial skills on the local level. Most recommendations on this regard calls for building more capacities with special focus on the local formal sector and better definition of tasks and responsibilities of the various stakeholders.

As for the institutional and power structures, . visualize abstractly the complicated structure of actors relating to the development management

in Egypt, straight lines reflects direct relationships and hierarchy while dotted lines means formulation of authorities or reporting relation.

It is clear from the vertical coloured columns that three main development actors exist, namely:

- Ministry of Housing (Urban development)
- Ministry of Planning (Socio-economic development)
- Ministry of Local administration (Local management and development)

Additionally an important role of the New Ministry of Urban Renewal and Informal settlements formulated in 2014 is expected to lead on development of informal settlements and the less powered National Organization for Urban Harmony lead by Ministry of Culture.

To understand the relationships and the general structure better, summary of the main roles of key actors is listed below.

The Ministerial Cabinet

Is headed by the prime minister and brings together all ministers in Egypt. Among the key roles of the cabinet in relation to planning is reviewing the draft general framework of the long and medium term socio-economic development plan in light of the state general goals before being submitted to the parliament to be issued as a law. The draft annual plan, together with the draft state general budget is also submitted to the Cabinet in preparation for the referral to parliament to be issued by as a law.

The Parliament

According to the constitution, the parliament is responsible of approving the National Socio-economic Plan. The draft plan prepared by MOP is submitted to the parliament after being approved by the Cabinet. Relevant sectorial committees within the parliament are responsible for scrutinizing their relevant section within the plan, and discussion occur with the relevant minister to justify relevance and efficiency of the programs and the projects suggested. The draft plan is submitted to the parliament along with the draft budget prepared by the Ministry of

Finance. The law only request the approval of the parliament on the annual plan; however the midterm (5 years) and the long term plan (usually 20 years) are not presented to the parliament for approval, according to the planning law.

The Supreme Council for Planning and Urban Development (SCPUD)

Presided by the Prime Minister, according to Building Law No. 119/2008, with membership of competent ministers, the directors of the bodies concerned with urban development and state land and ten experts specialized in relevant issues. Though this council is mandated by highly important responsibilities that endorsed integrated development objectives and coordination between ministries and bodies concerned with urban development, in addition to setting forth the execution of the national and regional strategic plans and its evaluation and most importantly to endorse and to accredit plans, programs, priorities, execution mechanisms, and financing sources for the new urban development projects which are established outside the borders of the accredited urban boundary for the city or the village²⁶. However the real duties performed by the council is minimized to deciding on law bills and discussing urban development issues presented by the cabinet according to their invitation.

Ministry of Housing

Relevant points stated the objectives of the Ministry of Housing and Utilities according to the presidential decree number 164 of year 1996 included drawing the main policies of housing and urban development, supervising the preparation and the execution of developments plans on the national, regional and local regions, in addition to public services provisions.

²⁶ According to the governorate strategic plans, and outlined regions that are accredited in the national strategic plan. It shall be undertaken the necessary procedures to issue its establishment decree by the President of the Republic

The General Organization of Physical Planning (GOPP)

The General Organization for Physical Planning (GOPP) is the governmental entity responsible for the urban planning process for all levels, besides preparing planning guidelines, urban development programs and coordination of the planning processes all over Egypt. Despite being mandated with improving the implementation mechanisms of the strategic plans at its different level alongside with the detailed plans but there is no clear mechanism within the organization for implementing this key role (www.gopp.gov.eg).

New Urban Communities Authority (NUCA)

According to law 59/1979, New Urban Communities Authority is established, which according to Articles (1, 2 and 27) is a governmental sector in charge of the establishment and development of new urban communities, which are intended to mean all human and integral grouping aimed to creation of new urban centres, realizing social stability and economic prosperity (industrial, agricultural, commercial and all other purposes) for the purpose of redistributing the population through preparation of new regions of attraction outside the existing towns and villages (www.newcities.gov.eg).

Ministry of planning monitoring and administrative reform (MPMAR)

Mandated by the planning law to undertake the general framework of the long and medium term development plan, as well as preparation, monitoring and evaluation of the long term, midterm and annual national socio-economic plans. To undertake that, Ministry of Planning is mandated to coordinate and assess the synergy between the investment programs of the different ministries and central authorities, as well as the investments made by the private sector and other non-state actors. In addition, the Ministry of planning is mandated to present to an annual follow-up report to the parliament after its approval by the Cabinet (www.mop.gov.eg).

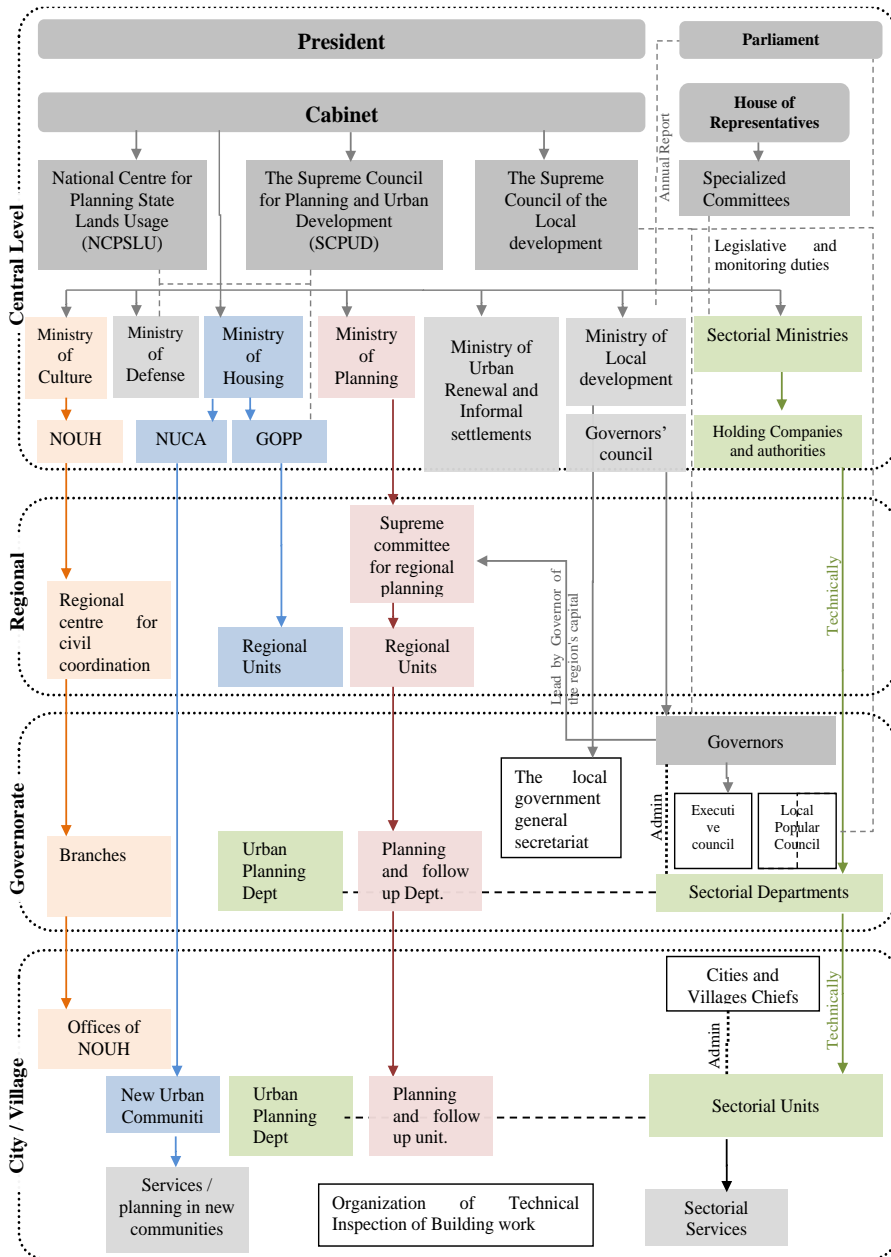
Supreme committee for regional planning and regional planning authorities

Article 8 and 9 of the planning law states the establishment of supreme committee for regional planning and Regional planning authority in each economic region to coordinate between the governorates plans and monitor their implementation in addition to linking local levels to the central Supreme council for local development. However, regional units of MOP and GOPP are very weak and thus create a gap in the horizontal management levels of urban development.

The Regional sectorial representation

Despite being of limited functioning, ministries have regional sectorial offices which are aimed at coordinating the regional operation, management and ensure implementation of regional visions as per the sectors' laws.

Figure 5-10: Structural relationships of main development actors



Source: Author based on Laws 118/2008, 34/1979 and 70/1973

The Local administration General Secretariat

As per Article 6 from the Law 43/1979, Subject to the concerned minister of the Local administration, this secretariat shall take charge of the joint

affairs of the local units, as well as assisting the minister in preparing the studies, and researches connected with the subjects submitted by it to the Cabinet, and the Supreme Council for Local Government, and notifying the resolutions to the local units, and following up their execution.

The Governor

Law 43/1979, Articles 26-29 states the governor, within the scope of the governorate is the head of all local utilities and manages the execution of local development plans in addition to the supervision of the national utilities within the boundaries of the governorate and also all the branches of the ministries, whose competences have not yet been transferred to local units (this has only been active for the ministry of housing), except for the judicial authorities and their assisting bodies.

The Governorate Local Popular Council²⁷

According to the law 43/1979, the Governorate Local Popular Council takes charge of carrying of the general plans regarding local development and their follow up, in the manner indicated in the law and the executive regulations. Article 10 of the law 43/1979 states that: In each governorate, a local popular council shall be formed of ten members from each district, or administrative division, one of them at least is to be a woman.

The duties of the Governorate LPC are listed in articles 12-18 of the Law 43/1979, within the general plan and the authorized budget the governorate LPC shall be responsible for the following:

- Determining the projects of the social and economic development plan, and the proposal for the annual budget of the governorate, following up its execution and the approving of the proposal of the final statement account.
- Specifying and determining the plan of popular participation by self-help and possibilities for supporting local projects.

²⁷ The popular councils are currently not functioning after the 25th January 2011 revolution but shall be back to operation after the parliament is elected.

- The approval of the general projects which fulfills the requirements of housing, construction and proposing projects of rebuilding, planning, and reconstruction.
- The approval on establishing utilities which will bring about, public benefit of the governorate.
- Determining the establishment of local productive projects, and especially the projects connected with food security.

Executive council of the governorate

Conceptually this council shall play a key role in in aligning the implementation and development of sectorial projects within the governorate and has a similar one on the Markaz level too. Article 32 of the planning law states that an executive council shall be formed in each governorate headed by: The assistants of the governor, Leaders of Local Units and Secretary General of the governorate, who shall be the secretary of the council. Article 33 of the Law 43/1979 lists the duties of the executive council of the governorate:

- Following up the work which is entrusted to the executive machineries of the governorate, evaluating the level of the performance and the agreeable level of execution of the projects and services on the governorate level.
- Preparing the governorate budget and the distribution proposal of the credits allocated for investment, after approving them, on the local units.
- Assisting the governor in laying down the administrative and financial plans of the governorate and for putting decrees

Practically in most governorates this council only meets to solve people's problems and emerging issues, however in few cases (such as Ismailia governorate) the council plays its key role to try to coordinate sectorial projects and follow up the implementation of the development plan.

National Centre for Planning State Lands Usage (NCP SLU)

The National Centre for Planning State Land Uses has been established to guarantee complete coordination between state authorities to achieve the maximum possible exploitation of state lands, to follow up the development of these lands, and to protect them against the assaults that

be fall upon them. The Centre is also responsible for studying major national projects to assure and maximize revenue and incite the investment to reach the desired development rates through the general policy of the country. The Centre was established according to the presidential Decree No. 153 of the Year 2001.

Article (2) of the decree states the Responsibilities and Specializations of NCPSLU:

- Counting, preparation of maps and the reformation of state lands outside the reins and the preparation of the general planning for their development within the framework of the country general policy.
- Giving each ministry maps of the lands specified for the uses of its activities. Restricting and handling annual programs of development and the uses of the lands of each ministry.
- Coordination between ministries concerning land pricing rules and the system of their sale.
- Participation in selecting and specifying sites necessary for new major projects for the country (roads, railways, air and sea ports, economic regions , etc.).
- Strengthening cordon borders of cities and the villages and preparing studies related to their expansions or modification to governorates with or without a desert back.
- Assisting specialized authorities in executing the property registration law.
- Providing expertise opinion in the disagreements that arise between the ministries and the public authorities and the local administration units.
- Preparing technical and environmental research studies necessary for state land uses.

5.2.2.3 Land resources

A key challenge within the urban management system is the land availability for public services, the land management mechanism in Egypt is however a very challenging sector. The regulations guiding land management in Egypt vary in areas within boundaries of governorates

(governed by the building law 118/2008) and the lands out of these boundaries governed by the desert land law 143/1891.

-Inner Areas land provision for Public services or development projects:

Inner areas within the administrative borders of cities or villages is within the mandate of the governorate, however currently a key challenge in requesting services projects within the MOP socio-economic plan is the stopped Local popular councils that were mandated with allocating lands for public services in addition to the endorsement of detail plans after the approval of the General strategic plans for Cities or villages.

- Land resources outside urban boundaries:

As per the desert land law, the land extending beyond the two kilometers from the urban boundary (Zemam), are administered by the National Centre for Planning State Lands Usage, leaving governors without the ability of taking decisions for major agriculture reclamation projects, creation of industrial and touristic areas, or the establishment of new towns - which are all competencies reserved for the central authorities. This is illustrated further in the figure below.

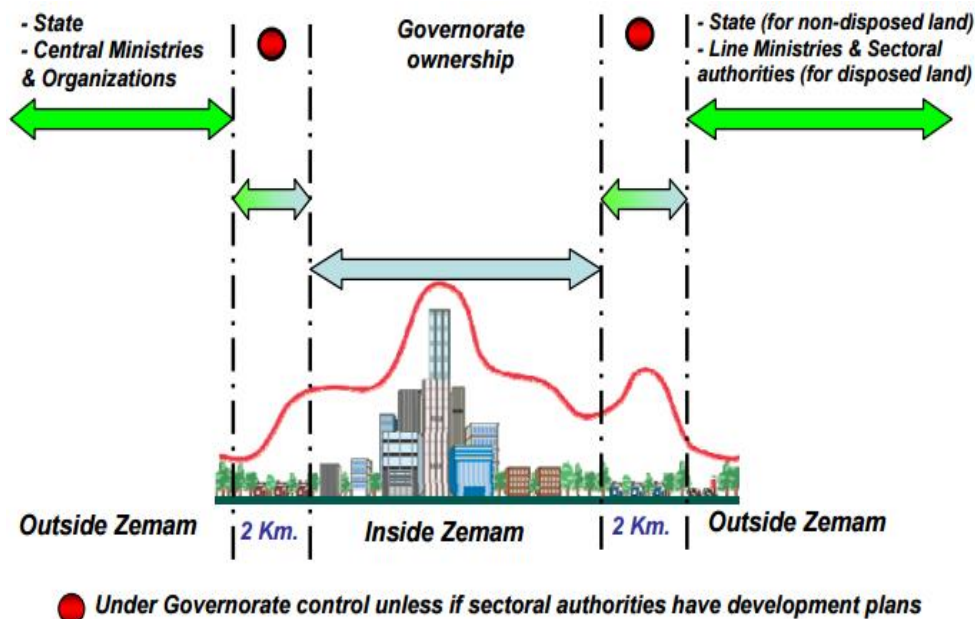


Figure 5-11: A typical profile of control over public land in an Egyptian City

Source: (The World Bank, 2006, P.20)

5.2.2.4 Official Informational resources

A- Informational Resources for the Socio-economic Plans

Sectorial Needs Gathering from local levels: The main source of information that guides the management of the socio-economic system comes from the data collection from the local levels, where needs are collected and raised in each sector reaching the central level. This process is done on yearly basis and aligned with the national budgeting process for sectorial ministries' budget allocations (Beet El Hekma, 2012). The requested needs is unfortunately most of the time exaggerated to guarantee better allotment of resources and projects for the various sectors and locations²⁸.

²⁸ Based on meetings with local officials and information provided by Ministry of Planning an Expert Group meeting conducted by UN-Habitat in 2014 to discuss challenges of implementing Egyptian Development Plan.

The National Planning Institute: conducting the researches and studies necessary for solving the problems of socioeconomic development, developing planning methods adapted to the local conditions, training the employees working in the planning agencies and increasing the planning awareness of the community. This makes the institute a centre for scientific research directed toward socio-economic development (www.inplanning.gov.eg).

Central Agency for Public Mobilization and Statistics (CAPMAS): As per the presidential decision 2915/1964, CAPMAS assists the national ministries, government authorities, private sector and research groups in obtaining data and statistics relevant to different mandates in Egypt. The authority lays down particular rules for data gathering and circulation and prohibits some of those related to national interests and security (www.capmas.gov.eg).

Articles 21 and 22 of the planning law forces provision of data by MOP; The Ministry of Planning has the right to obtain all confidential information that are necessary to prepare and follow up the plan's execution and shall not be used for other than the purposes stipulated upon in this law.

B- Informational Resources for the Strategic plans for Urban Development

The informational resources for preparing the strategic plans for different levels are embedded as a part of the task of the planning. Thus the strategic plan starts with the data collection and informational phase which is guided by previous studies and plans created by the GOPP or sectorial data gathered from various formal entities or from the ground via quick urban surveys.

Article 23 of the building law executive regulation states that the detailed plan shall be prepared based on the study of the population, labor force, services, economic activities, land uses, environmental, social, economic and urban studies that constitute the general strategic plan for the city or the village. It shall also be based on other detailed studies of the current

and future situation, and within the framework of the approved general strategic plan for the city or the village.

5.2.3 Implementation of outcome projects

After the Planning and resourcing phase the implementation of those plans and programs shall take place according to the following framework.

5.2.3.1 Implementation of Socio-economic plans' outcomes

Article 13 of the planning law (70/73) require the executive parties to comply with the accredited framework of the annual plan, its objectives, the defined mean in it, and to prepare the bills of laws and decrees which it shall issue within the scope of this framework. These parties shall have to especially undertake:

- The execution of investment projects within the estimated costs for them and on aspects defined in the plan.
- The achievement of the objectives of the commodity and service production quantitatively and qualitatively together with observing the special rates of the production requirements and their cost.
- The achievement of the plan's objectives, as regards the local income and its distribution between the diverse factors of production and also as regards labor, the volume of wages, their average and the productivity of the worker.
- The control of the final consumption within the limits of the plan.
- The achievement of the imports and exports' objectives stated in the plan.

Figure 5-12 explains how MOP links its long and mid-term strategic objectives to executive annual plans. However and as explained by the MOP advisor (2014), the execution authorities keep changing the plans along the financial year causing a new layer of shifting in original objectives and goals.

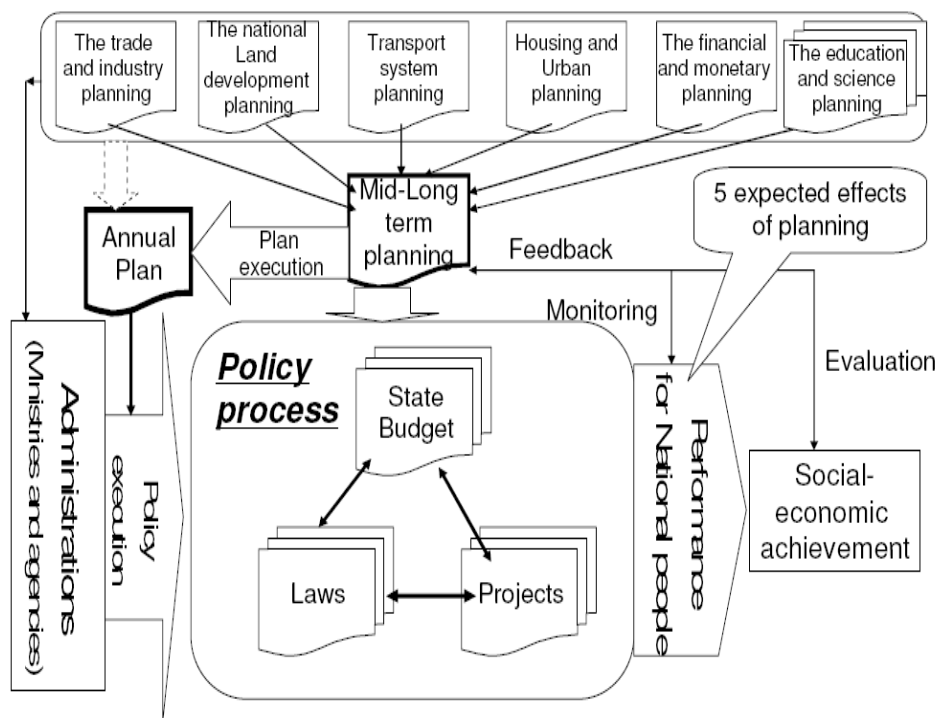


Figure 5-12: Linking Mid-Long term plans to policy execution

Source: (MOP, 2012)

5.2.3.2 Development of strategic plans' outcomes

Article 21 of the executive regulations of the building law requests the preparation of detailed plans for cities and villages according to the general strategic plan by departments for planning and urban development through the assigned experts, consultants, architecture and consultant firms and bodies registered at the GOPP. **The Detailed Plan** is the executive plan for the building and planning regulations and the executive programs for the different land uses and infrastructure in the general strategic plan that is accredited for the city or the village. Article 6 of the building law states that the GOPP is to develop the execution mechanisms for the strategic plans of their diverse levels and detailed plans.

However, approval and finalization of detailed plans suffer from numerous obstacles in Egypt, most importantly:

- The old cadastral maps and fragmentation of land ownership in new urban expansion areas (previously being agricultural areas) resulting in land disputes
- The preparation of detailed plan without the participation of land owners' result in plans that are not approved by the owners since percentages of their lands shall be taken away for public services, roads and open spaces.

Despite having no clear implementation mechanism for strategic urban plans few cases have shown that strong political will and local leadership of well-connected governors can lobby for the implementation of key outcome projects from the strategic plans. This was the case in Luxor for example when the Governor created a local fund for the implementation of the comprehensive development plan for Luxor (2004-2011) and was indeed able to implement a number of development projects in upgrading of inner areas, beautification of main heritage plazas and access roads in Luxor at that time.

5.2.4 Operation, Monitoring and Evaluation

Operation of outcome projects resulting from development plans is often opposed by numerous factors that hinder the efficient functionality and production of the developed project. In interviews with local sectorial units and departments in Luxor, Fayoum and Ismailia²⁹; a common operational challenge was the lack of coordination among central sectorial authorities that lead to the mal-functioning of operation. Numerous examples were given such as hospitals that coasted millions of Egyptian pounds but never gained doctors or equipment to operate.

²⁹ These interviews were conducted as part of the internal evaluation of the National Strategic development Support project in Egypt in 2015, designed by Forbed Davidson.

Table 5-2: Sectorial Organization implementing infrastructure

Infrastructure Sector	Key Responsible Organisation(s)
Water and sanitation	HCWW Holding Company for Water and Wastewater
	NOPWASD National Organization for Potable Water and Sanitary Drainage
Electricity	EGELEC Egyptian Electricity Holding Company
Roads	HOLDROADS Holding Company for Roads, Bridges and Land Transportation Projects
	GARBLT General Authority for Roads, Bridges & Land Transport
Waste Management	Governorates

Source: (Sims and Abdel-Fatah, 2015)

It was thus recommended to either provide local authorities with the power to enable this communication and coordination on the local level, or create a functioning platform for this coordination on the central level.

5.2.4.1 Monitoring and evaluation of Socio-economic plans

Article 16 of the planning law addresses follow up, monitoring and evaluation stating that the Ministry of Planning, following the approval of the competent ministerial committee, shall review the executive measures for the annual plan according to the internal and external changes in the state of affairs and which shall not breach the general framework of the plan. Article 17 Additionally oblige The ministries, the organizations, the public institutions, the central authorities, and the regional units shall make a periodical report to the Minister of Planning every three months, and also every year, that includes work progress in executing the plan the extension of progress to achieve its targets, including in this the private sector's activity that is connected with its competency. The Minister of Planning regulates by a decree from him the methods of preparing the periodical reports and of following up the execution of the plan. Article 18, require The Minister of Planning to submit the annual follow up

report to the parliament after its accreditation by the Cabinet and within a period that shall not exceed one year as from the date of the financial years' termination. MOP (2014) explains the proposed Monitoring and evaluation system which shall base upon uploading all data and information into an integrated network linking MOP (Monitoring unit) and National investment bank as illustrated in Figure 5-13.

However it is still noted that even with the aspiration of applying this M&E system to the key sectors that provides services to the population (Health, Education, water and drainage) within the existing capacities and process of Urban Management, and the variety and vaguely defined indicators and baselines for progress evaluation, it is expected that the value of M&E would remain inefficient despite of its increasing costs.



Figure 5-13: Proposed M&E mechanism for socio-economic plans

Source: Author adopted from (MOP, 2012)

2.2.4.2 Monitoring and evaluation of Strategic plans for urban Development

According to Article 5 of the executive regulations for law 119/2008, The supreme council for planning and urban development shall assess the results of the implementation of the national and strategic plans according to the annual report prepared by the General Organization for Physical Planning (GOPP), which contains those suggested programs and projects in the national and regional strategic plans, which were incorporated in the five-year plan of the state. It shall further assess the role of the bodies concerned with management and implementation and specify the most important achievements, and the (practical or financial) hindrances to the implementation operation. The council shall assign ministries and concerned bodies for the monitoring of implementation. However and as earlier stated, this role is not enforced, and accordingly implementation, M&E of strategic plans is very week.

5.3 Analysing the Egyptian Management system ability to achieve improved city Prosperity: the 2012 National development Plan

Having analysed the Egyptian urban management, the following part reflects on the ability of this sector in relation to other management systems to improve the Egyptian city prosperity. Since planning and management of cities in Egypt is practically conducted on the central level, this analysis is based on analysing the National development Plan. As explained earlier in the chapter, 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. However, once these plans are reflected to lower levels (governorates, Marakez and cities) they are more difficult to access or analyse. Lower level plans therefore do not represent real development plans since they are only reflection of the national plans distributed by central authorities.

5.3.1 The plan objectives and description

The following part will therefore analyse the 2012/2013 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.

Analysing 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 to achieve the required change.

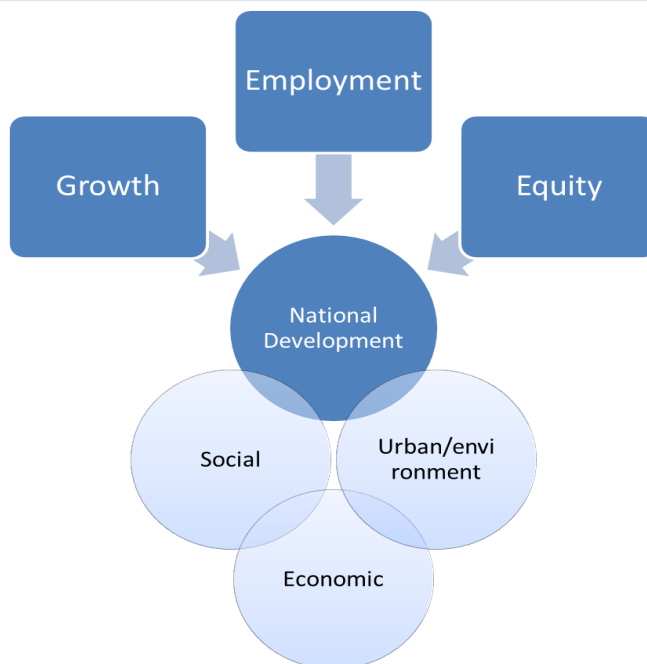
It is also clear from the distribution of investments (shown in the figure below) that the biggest portion of investment is done through the

governmental sector, which in many cases could be inefficient, especially when cross linked with the figure after where most of these investments are spent on housing and public facilities where multiple models of including other stakeholders can be introduced. This shall greatly affect the distribution of the scarce financial public resources.

From the figures 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 the health, education and social development with total investments 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 from the GDP (National planning document (MOP, 2012)).

Figure 5-14: General framework for the National development plan of Egypt 2012

Especial focus on policies and tools supporting social care for lower income groups



Integrated geographic, Sectorial and levels' plans for sustainable development

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

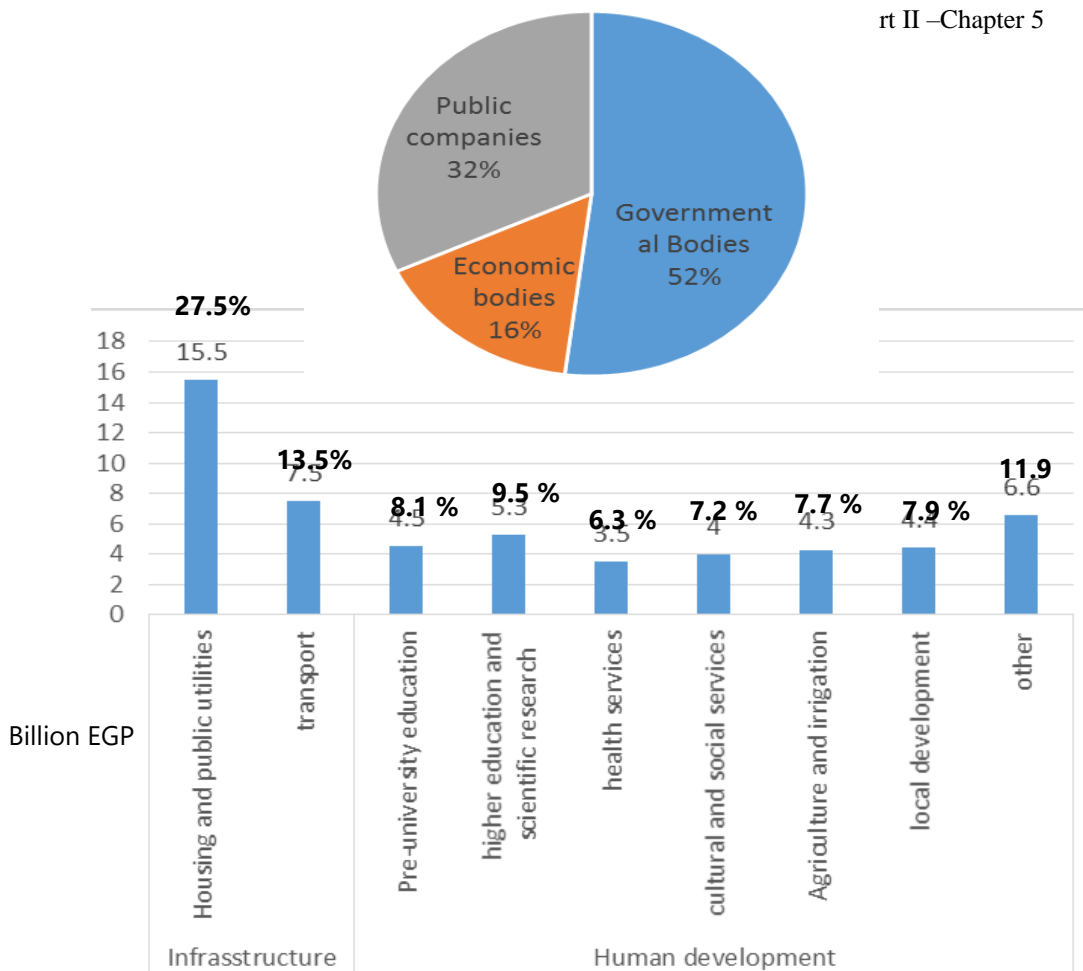


Figure 5-15: The structure of public investment for the Egyptian National Plan 2012/2013

Source: translated from The National annual plan, MoP, 2012

It is well noted that the National plan was very well written, it is assumed that there was great support from the RBM unit³⁰ to produce this plan. Table 5-3 shows the proposed change by the plan to introduce new thinking.

³⁰ From the available information, and as per the RBM project document (<http://www.eg.undp.org/content/dam/egypt/docs/Governance/CD4RBM%20ProDoc%20Signed%20Attachments%20Final.pdf>) includes capacity building and technical support to key senior management on RBM

Table 5-3: New thinking proposed in the National Development plan 2012

Planning Elements	Traditional thinking	New Thinking
Government Role	Owner and operational	Monitoring and economic regulator
Priority goals	Total economic balance Economic growth	Human development, targeting poverty, unemployment and inflation and cure internal and external disparities
Investment strategy	Unbalanced growth	Balanced growth
Significant feature of the Egyptian economy	Productive economy (depending on natural resources)	Knowledge based economy
Engine of growth	Comparative advantages	Competitive advantages
The foundations of the economic base	Factor endowment	Total Factor Productivity (TFP)
Developmental perspective (time frame)	Short and medium terms	Long term “ Sustainable development within and integrated environmental system”
Resourcing for development	Governmental allocations for infrastructure and social services	Active participation of Private sector, civil society and local units.
Planning methodologies	Mandatory planning for the public sector Guiding planning for the public business sector Indicative planning for the private sector	Participatory Planning/ cooperative between different stakeholders
Planning dimension	Sectorial	spacial
Planning perspective	Project planning	Programmatic bundles
Management style	Central decision making	Decentralized decision making and activating the role of local authorities.
Working style	Common and overlapping Roles and responsibilities with difficult computation and assessment	Disclosure, Transparency, Accountability (Good governance)
Planning experimenting	Focusing on the negative aspects of previous experiences (fear and frustration and withdrawing from new ideas)	Benefiting from pervious experiences to redirect and conclude lessons learned from successful experiences.
Development constrains	Seen as development constrains on the short term	Constraint relaxation through future development alternatives
Performance Evaluation	Quantitative goals	Quantitative and Qualitative goals and Quality of life

Source: Annual National Plan 2012/2013 (MOPMAR)

5.3.2 The plan Outcomes and prosperous result analysis

From the detailed analysis of the 2012/2013 plan that defined sectorial targets, and comparison with the later annual plans and reports, direct outcomes and results were assessed. Key reflections from these analysis is explained against the main pillars of city prosperity (identified in chapter 2 of the research).

5.3.2.1 Productivity Index (P)

From the available analysed data on productivity, it is noticed 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 5-4: 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)	Economic growth to exceed 3.5 %	276 Billion EGP (2012/2013)	Economic growth in 2012/2013= 2.1 %	Little control and influence over 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 reference differentiating existing and additional job opportunities	Increasing unemployment rate

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

5.3.2.2 Infrastructure Development Index (ID)

From the available analysed data on infrastructure (based on national sectorial reports and annual socio-economic plans (2014-2015)) development information, it is concluded that water and sewage connectivity are the best quantitatively efficient elements in the Egyptian city prosperity records.

Table 5-5: 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 areas costing 1.5 billion EGP	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	The most recent data shows 41.4%	Un-met rates
	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	Weak connectivity in many areas but no clear study

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

5.3.2.3 Quality Of Life Index (QoL)

From the available analysed data on Quality of life index, it is noted that 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 5-6: Analysis of the Egyptian progress towards Quality of Life 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 are less optimistic for the plan 2014	Very bad public health services (Quality and quantity)
	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)	No record Whole new program (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, 2014a) and Egypt National Plans (2012-2013 and 2013-2014)

5.3.2.4 Equity and Social Inclusion Index (ESI)

From the available analysed data on Equity and Social Inclusion, it is noticed that 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 recognised.

Table 5-7: 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)
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, 2014a) and Egypt National Plans (2012-2013 and 2013-2014)

5.3.2.5 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 5-8: Analysis of the Egyptian progress towards Environmental Index (ES) 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

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

5.3.2.6 Urban Governance and Legislation Index (UGL)

From the available analysed data on Urban Governance and Legislation, it is concluded that the government has not yet well adopted good governance approaches including transparency of information and decentralized governance..

Table 5-9: Analysis of the Egyptian progress towards Governance and Legislation Index (UGL) 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, 2014a) and Egypt National Plans (2012-2013 and 2013-2014)

5.3.2.7 Conclusion from the result-based analysis of the Egyptian plan 2012/2013

From the analysis shown above to the Egyptian plan 2012/2013, it is noted that the outcomes relating to quantitate implementation (activity based plans) were well achieved. This is clear in the infrastructure sector, for example, where most of the targets were met. However, and linking back to the RBM concepts, this does not mean that a real improvement in the sector was achieved. In many cases water main networks are extended for numerous Kilometers but household accessibility remains challenging. In other cases, there is lack of defined plans and framework for certain targets that are internationally acknowledges, such as accessibility and availability of public spaces. It is therefore concluded that it is generally difficult to monitor the progress of the Egyptian urban development, especially from the result-based lens.

5.4 Conclusion of the Egyptian Urban Management

From the above review of the Egyptian urban Management system, it is clear that urban management approach is not yet adopted by the Egyptian government which focuses on the planning stage for urban and socio-economic development. It is obvious that the duality of planning systems, adopted by the Egyptian government, 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, the weak sectorial coordination leads to the loss of economic investments and hinders the potential positive effects of integrated developmental objectives which 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 practical and easily measured indicators that shall be used for various development programs to monitor their progress towards aspired results is seen critical for the inclusive understanding of where these actions and activities shall direct. These indicators shall remain measurable and result oriented to achieve the effective monitoring objective.

It is thus concluded that a transparent and inclusive definition of baseline situations and progress indicators and provision of adequate budgets for monitoring, evaluation and redirecting development is required. Additionally, having clear institutionalized urban management roles and responsibilities shall trigger the development towards achieving real on the ground changes and impacts on the lives of the inhabitants. This conclusion calls for the need to shift the thinking of GOE from activity based to an integrated developmental result based approach for its rapidly growing urban sector.

5.4.1 The need for knowledge based assessment and situational analysis

One of the main challenges facing the Egyptian Urban Management system is the knowledge management sector. Information that is transferred to decision makers is often biased, exaggerated or incorrect, and this had often led to manipulated policies and estimates.

It is therefore recommended that regardless of the situational analysis tool, there is pressing need to develop and invest in an open access database for urban information that is segregated sectorial and geographically. It is also important to clear the methodology of calculation to enable better use of this information and cross linking with other sectors.

5.4.2 Planning for implementation versus planning for results

From the analysis of the sectorial socio-economic plans, it is concluded that some of the development plans were well-drafted. The analysed year plan suggested a new shift towards a more result based and effective methodology that included phases of development and encouraged knowledge based decisions. Additionally, financial resourcing for the

outcome projects covered the estimate costs and was collected from public budget, private sector, loans and gifts. It is however noted for a number of sectors (such as roads and local development) that the plans are all activity based and that the reflection of these sectors on the ground is not clear. Other sectors (such as public spaces and urban governance) does not have identified development programs to address challenges in those sectors.

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 exists with adequate quality, however their fragmentation and dis-orientation brings their effectiveness to the minimum.

Table 3-1 explained the suggestion and need to change the planning terminologies from activity to result based. The figure below reflects on the analysis, using the previously proposed Result cycle for prosperity oriented urban management.

Operational strategy “Result Chain”

Although it is concluded that the planning and programming phase in Egypt is conducted well, it shall be noted that some improvement in this context shall be directed to efficiency and integration. Despite being very challenging, improved prosperity will not be achieved through improving one driver of the wheel and having the rest behind. The prosperity wheel –as a tool- was developed to reflect on the need to integrate improvements in order to have an effective result.

From the Analysis of Cairo CPI shown in the Figure 5-16, it is illustrated that environmental component is the worst and that the city overall 5 dimension index is a solid one compared to other developing countries.

However, it is important to apply customized extended indicators to specific cities to ensure the meaningfulness and reality of the measurement tool. Directing programs and activities towards grouped

outcomes and Expected accomplishments shall improve effectiveness of the used policies. This integration could start at the National planning level and implementation can be done locally or sectorally with adequate coordination.

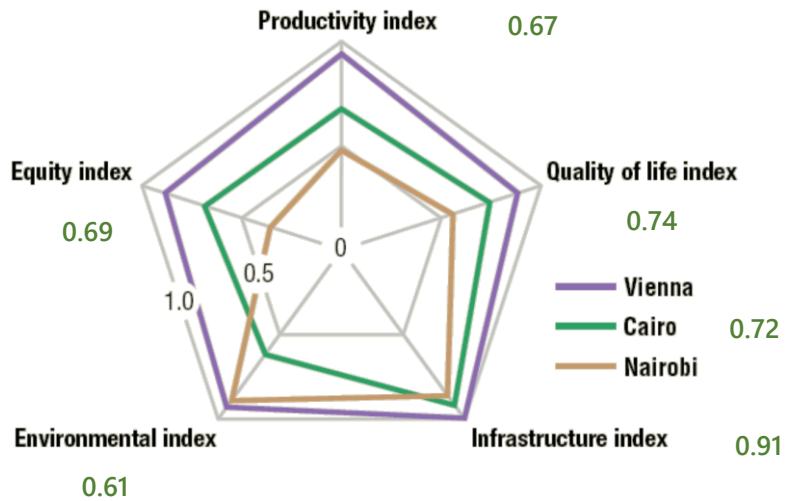


Figure 5-16: Cairo's Prosperity index

Source: (UN-Habitat, 2013a)

Result Measurement and verification “Horizontal logic”

The Horizontal logic in the Egyptian system is the real challenge. There is a pressing need to address the measurement of progress towards results accumulatively through defined and resourced indicators. Unless the programs have well defined baseline, benchmarks, targets and progress indicators; the implementing policies will depend on the implementing manager 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.

In the Egypt vision 2030, Key Performance Indicators (KPIs) were defined for various sectors. However these indicators were characterised by being activity based, unrealistic and unmeasurable.

Example from the urban development sector, KPIs were stated as following:

- Increase the Urbanized areas in Egypt about 5 % of its total area (Unrealistic compared to the programs defined for urban expansion and the dedicated resources)
- Establish 7.5 million housing units (Activity based)
- Solve the problems of slum areas (Objective not KPI, undefined)

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. 5.4.3 Efficiency of Implementation and operational management

As reflected in **Error! Reference source not found.**, transferring plans to operation is the main breakpoint in the Egyptian urban Management cycle. In the previous analysis, most of the projects were brought into implementation but did not achieve its targets or were not monitored to follow up progress³¹.

It is therefore concluded that the second main challenge facing the Egyptian Urban Management system is the operational management. This includes *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.

5.4.4 Financial management

It is also important to reflect on the challenge of the financial management in the Egyptian system. Chapter 5 had reflected on such challenge within the national budget scale. This is even more complicated on the local implementation scale which greatly influence the efficiency

³¹ The only two sectors that were able to achieve its defined targets were water and sewage, which already has very high rates of connectivity in Egypt but the quality of connections is not addressed.

of implementation through the flow of operational resources. This challenge relates strongly to fiscal centralization and the local administration capacity to manage operational finance, in addition to the regulatory frameworks for subcontracting procedures.

5.4.5 Effective reporting

Referring back to the knowledge based decision making and efficiency of monitoring and evaluation processes, it is also observed the lack of effective reporting systems. Evaluation local units focus only on financial disbursements and central monitoring is also done through the Accountability state authority, which is also a financial monitoring authority. Therefore, there is a lack of technical monitoring and evaluation of descriptive nature that would draw lessons learned, evaluate various output/outcome levels or provide recommendations for next phases and related sectors.

5.4.6 Coordination and regulatory framework

Finally, the cross cutting challenge of lack of coordination between interlinked sectors which also links to regulatory urban framework. As clearly explained earlier in this chapter, since 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. Despite the continuous efforts by the Government to align these plans (either by linking socio-economic plans geographically or by aligning outcome projects of strategic urban development to the five year and yearly socioeconomic plans) these efforts is not realised. There is currently additional potential through a common legal committee of producing a unified planning law, however results of this work is not yet clearly announced. Unless these regulations are aligned –or combined- each entity will remain focusing only on its role according to its law and the vision to the wheel of Egyptian Prosperity will remain incomplete.

Chapter 6: Managing the Housing sector for the Egyptian cities

Having analysed the context of Egyptian urban Management and the association to prosperity index, this chapter will utilize the defined framework in Chapter 4 to analyse actual results and progress of this management system on the in-depth case study analysis.

This shall play an important role in assessing the gap between planned development and actual results achieved. To enable understanding these complex relations, housing sector is chosen as a key theme to be analysed. In this chapter, reasons why housing sector was chosen and in-depth analysis will be conducted on the public housing development plans, actual implementation, and results achieved.

6.1 Why housing sector? The role of housing in building prosperity: Conceptual framework

As thoroughly explain by Tibaijuka (2009), housing is a central driver for social and economic development. And as much as this brings importance to selecting the housing sector in this research, it is also a challenge to address the various factors affecting and affected by the housing sector. However, from a result-driven perspective, **housing can be a real trigger to social, economic and environmental prosperity**, and therefore it crucial to understanding the importance in building policies from a result based perspective. The figure below also summarises the strong implications of housing policies on environmental, social, economic and cultural dimensions for various national. Regional, city and neighbourhood scales.

Despite the impression that prosperity results from upper-class housing, one of the key issues relating housing to prosperity are the **social housing programs** targeting the urban poor. These programs aims at enhancing equal opportunities to access adequate shelter and basic urban services

and strongly support poverty alleviation and job creation and thus very well link to supporting enhanced city prosperity.



Figure 6-1: Housing as source of prosperity

Source: Author, back graphic from <http://advitamaeternam.org/?p=1461>

The reasons why the housing sector is selected for the in-depth analysis can be summarized as following:

- The important role of housing in enhancing city prosperity as a main driver of prosperity (explained in Tibaijuka (2009)**Error! Reference source not found.**)
- The complexity of housing sector in relation to various prosperity indexes (Productivity - Infrastructure development - Quality of Life and heritage Equity and social inclusion - Environmental sustainability - Urban Governance and legislation)

- The relative data availability in the Egyptian case on Public housing (explained as a programme) and ability to relate to a result (informal settlements)
- The main linkage to urban development sector.

The selection of housing as the in-depth case study therefore links strongly to enhancing the prosperity of Egyptian cities. The following part summarises the role of housing in supporting various prosperity indicators on multiple local, regional and national levels.

6.1.1 Housing and Productivity

Housing can trigger city productivity on various levels. As expressed in the table below and the analysis along this chapter, it is clear that various housing policies and typologies influence greatly the status of productivity within cities and in different neighbourhoods and areas.

Table 6-1: Housing as a trigger for City Productivity

Macro (National)	Articulating housing productivity within national economic systems Improving housing supply and effective demand, stabilizing housing markets Improving housing finance options Promoting innovations in housing Stimulating necessary technology developments for sustainable housing
Regional, city	Managing economic activities and growth by strengthening housing provisions and housing markets Providing serviced land for housing Strengthening entrepreneurship of communities, local building industry and enterprise Promoting local and traditional building materials and techniques. Promoting regional and urban regeneration
Micro (Neighborhood, Household)	Ensuring housing affordability for different social groups Providing adequate residences to raise labor productivity, ensuring housing is integrated with employment Supporting domestic economic activities and enterprise Promoting petty landlordism and self-helping housing Housing management and maintenance provide local job opportunities Strengthening resilience and future proofing of homes

Source: Author based on (Golubchikov and Badyina, 2012)

6.1.2 Housing and Infrastructure development

In the Egyptian national budget, housing is often linked to basic infrastructure and they are managed within the same Ministry. Housing is very much related to provision of basic services and can highly trigger city Infrastructure development on various levels as expressed in Table 6-2.

Table 6-2: Housing as a trigger for City Productivity

Macro (National)	National housing programs and housing provision for various groups National Distribution of main infrastructure units according to population and housing growth Supporting innovative infrastructural solutions within housing programs for various housing levels
Regional, city	Housing allocation and integration within regional and city plans Provision of necessary infrastructure and basic services to housing Achieving good location and density for residential areas and access to infrastructure. Accessibility and linkages for various housing projects
Micro (Neighborhood, Household)	Promoting integrated neighborhoods which are well connected and serviced. Encourage community service projects and initiatives to support infrastructural solutions Support maintenance systems for infrastructure through local labor and management mechanisms

Source: Author based on (Golubchikov and Badyina, 2012)

6.1.3 Housing role in the Quality of Life and heritage

Quality of life and heritage are very much related to the direct living environment. Accordingly, housing can encourage Quality of Life and heritage on various levels as expressed in Table 6-3.

Table 6-3: Housing as a trigger for Quality of Life and heritage

Macro (National)	Promoting links between housing and knowledge base and cultural economies Promoting traditional, indigeNUOs and local knowledge Protecting cultural heritage Ensure balanced uses and open spaces within national codes
Regional, city	Promoting urban creativity, culture, aesthetics and diversity. Shaping values, tradition, norms and behaviors Protecting housing heritage and familiarities of city Encourage improved quality of living in various housing programs and typologies
Micro (Neighborhood, Household)	Culturally responsive settlements and housing planning and design. Improving aesthetics, diversity and cultural sophistication of the built environment and residence. Helping community creativity Assisting people’s transition from rural and slum areas to decent housing or multifamily housing

Source: Author based on (Golubchikov and Badyina, 2012)

6.1.4 Housing affecting Equity and social inclusion

With its direct relation to services and quality of living, Housing can encourage Equity and social inclusion on various levels as expressed in Table 6-4.

Table 6-4: Housing as a trigger for Equity and social inclusion

Macro (National)	Fulfilling the right to adequate housing and promoting the right to the city Ensuring affordable, decent and suitable homes for all, including disadvantaged groups Developing social housing provision Promoting choice and security of tenure
Regional, city	Promoting integrated communities, and ensuring trust in communities. Providing communities facilities, preventing segregation and displacement Regenerating and reintegrating ‘neglected’ areas into regional/, urban fabric \Ensuring infrastructural integration of housing into wider areas Upgrading inadequate housing and slum areas
Micro (Neighborhood, Household)	Empowering people and ensuring public participation. Ensuring health, safety, well-being in residence. Creating a sense of community, sense of place and identity. Meeting specific needs and wants in housing Providing access to infrastructure and public spaces

Source: Author based on (Golubchikov and Badyina, 2012)

6.1.5 The role of Housing in Environmental sustainability

With the rising pollution and power consumption in housing construction and operation, Housing plays an important role in support Environmental sustainability on various levels as expressed in Table 6-5.

Table 6-5: Housing as a trigger for Environmental sustainability

Macro (National)	Housing support Climate mitigation and adaption efforts Mainstreaming greenhouse practices and innovations Ensure energy and resource efficiency in the building industry Integrating national housing energy systems
Regional, city	Serviced Land in environmentally safe locations and green areas. Protection of ecosystems and biodiversity Promoting sustainable and low-carbon urban infrastructure, public transport, and non-motorized mobility, energy systems Waste management and recycling
Micro (Neighborhood, Household)	Ensuring energy efficiency, micro/generation, water and resource efficiency. Green Design, using suitable local construction and materials. Sanitation, prevention hazards and pollution materials. Affordable use of resources Improving resilience and adaptation of homes

Source: Author based on (Golubchikov and Badyina, 2012)

6.1.6 Housing, Urban Governance and legislation

Housing can support Urban Governance and legislation as expressed in the table below.

Table 6-6: Housing as a trigger for Urban Governance and legislation

Macro (National)	Institutional capacities for sustainable housing markets and housing development Inclusive participation in deciding national housing programs Transparency and accountability in selecting priority groups for national housing programs (Low cost housing)
Regional, city	Enhanced regional and city housing management structures Participatory decisions on housing projects extensions and maintenance programs Legislation supporting decentralized housing decisions.
Micro (Neighborhood, Household)	Contributing to housing and neighborhood decisions Creation of housing cooperatives to manage and govern housing projects Revolving funds and access to loans for housing and neighborhood enhancements

Source: Author based on (Golubchikov and Badyina, 2012)

As reflected in the previous tables and in line with the research objectives, this part of the research will analyse the management process of the Egyptian housing sector through assessing its ability to achieve improvement towards development results, namely improved housing conditions and reduction of informal/slum population.

Therefore, the analysis of the housing sector aims mainly at responding to the research main questions and *defining the main elements hindering the Egyptian management system to achieve improved prosperity*. More specifically, in the housing case study, this part will assess the ability of the current management system to achieve two main housing-related indicators.

The first indicator relates to the infrastructure development dimension (explained in Box 6-1) within the wheel of prosperity, *specifically to the Improved Shelter indicator (Basic CPI)*. It is very important to note that UN-Habitat (2014a) identifies the improved shelter indicator by the households occupying non-durable dwelling units. *“A prosper city seeks to avoid the presence of non-durable housing to guaranty safe living conditions to its population.”*

Box 6-1: Improved Shelter Indicator

Proportion of households living in a housing unit considered as ‘durable’, i.e. built on a non-hazardous location and has a structure permanent and adequate enough to protect its inhabitants from the extremes of climatic conditions such as rain, heat, cold, humidity. The Quality of construction (e.g. materials used for wall, floor and roof) should be considered when categorizing housing units.

$$\text{Improved Shelter} = \left[\frac{\text{number of households living in a house considered as 'durable'}}{\text{total number of households}} \right] \times 100$$

Durability of building materials is to a very large extent subject to local conditions as well as to local construction and maintenance traditions and skills. Which materials are considered durable under local conditions has to be determined by local experts. This is also true for the common problem that dwellings in the semi-urban outskirts of cities of developing countries often follow rural construction patterns by using materials, which can be considered non-durable under urban conditions.

Source: (UN-Habitat, 2014a)

This is also proven in the Egyptian context, it also very valid to address the quality of houses rather than addressing only informality. As reflected in Figure 6-2, and from the analysis offered by the National Urban Observatory (GOPP, 2012), formal low income housing has worse building conditions than majority of informal areas. Therefore, it is important to consider also the quality of housing not only security of tenure. It is clear from the geographic analysis in Figure 6-3 that in some cities (like Alexandria and Tanta) the structure of the buildings are very close in formal and informal areas, while in Cairo and Assiut, a large variation is seen.



Figure 6-2: Distribution of buildings by structure condition by housing level

Source: (NUO, 2011)

It was also difficult to find correlation between building ages and structural condition, which will be addressed in the maintenance section below.

Additionally, the second indicator related to the housing sector in the CPI (explained in Box 6-2) calculations lies in the *equity and social inclusion dimension*, the calculation of slum (Expressed in the Egyptian context as the informal areas) households as percentage of total population. This indicator is related to the previously explained one, since most inhabitants of slum areas live in non-durable dwelling units. However, this is not applicable to a large portion of the Egyptian informal areas are of good

structure. The report by UN-Habitat (2014a) explains the important role of management within the rapid urbanization context to avoid causing informal expansion and poverty. The report highlights the importance of sharp policies to monitor and analyse informality and reduce spacial inequalities.

Within the variations in the slum/informal and unsafe definitions, and difficulty in data collection, the following part will utilize all relevant available data to draw conclusions. It is however important to note possibility of inaccuracy due to the very limited information provided especially for informal areas.

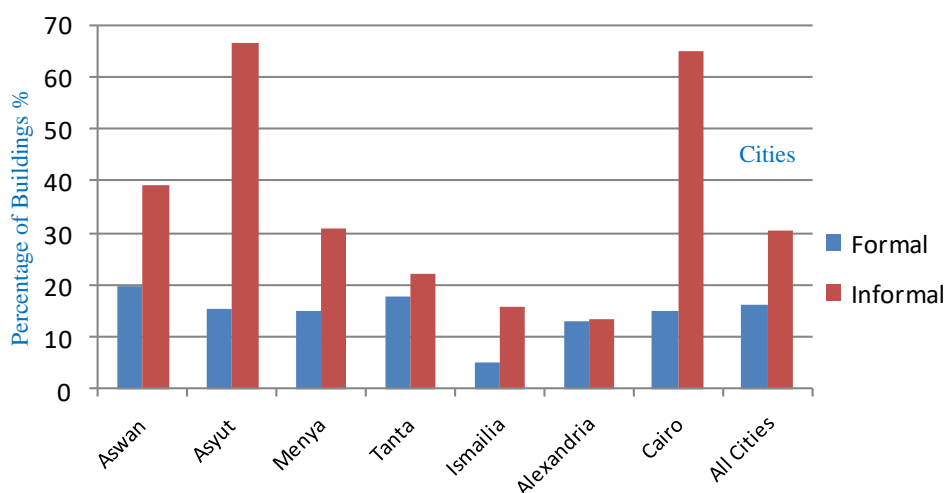


Figure 6-3: Percent buildings of poor structure in the cities' formal and informal areas

Source: (NUO, 2011)

Box 6-2: Slum Households indicator

Proportion of households, which lack one or more of the following: Durable housing, sufficient living space, easy access to safe water, access to adequate sanitation, and security of tenure, United Nations (2007) proposes the following definitions.

Access to improved water: A household is considered to have access to improved drinking water if it has sufficient amount of water for family use. A sufficient amount is the availability of at least 20 liters/person/day. The following criteria are used to determine the access to improved water:

- Piped connection to house or plot
- Public stand pipe serving no more than 5 households
- Protected spring
- Bore hole
- Protected dug well
- Bottle water (new)
- Rain water collection

Access to improved sanitation: A household is considered to have access to improved sanitation according to the following criteria:

- Direct connection to public sewer
- Poor flush latrine
- Pit latrine with slab (new)
- Direct connection to septic tank
- Ventilated improved pit latrine

Sufficient-living area, not overcrowded: A dwelling unit is considered to provide a sufficient living area for the household members if there are fewer than four people per habitable room. Additional indicators of overcrowding have been proposed: area-level indicators such as average in-house living area per person or the number of households per area; housing-unit level indicators such as the number of persons per bed or the number of children under five per room may also be viable.

Structural quality/durability of dwellings: A house is considered as ‘durable’ if it is built on a non-hazardous location and has a structure permanent and adequate enough to protect its inhabitants from the extremes of climatic conditions. The following criteria are used to determine the structural quality/durability of dwellings:

- Permanency of Structure
- Compliance of building codes
- The dwelling is not in need of major repair
- The dwelling is not located on or near toxic waste
- The dwelling is not located in a flood plain
- The dwelling is not located in a dangerous right of way (rail, highway, airport, power lines).
- Permanent building material for the walls, roof and floor
- The dwelling is not in a dilapidated state
- The dwelling is not located on a steep slope
- Location of house (hazardous)

Security of tenure: Secure Tenure is the right of all individuals and groups to effective protection by the State against arbitrary unlawful evictions. Secure tenure can be made evident through formal or informal mechanisms in codified law and in customary law. The following criteria are used to determine security of tenure:

- Evidence of documentation that can be used as proof of secure tenure status
- Either de facto or perceived / protection from forced evictions

$$\text{Slum Households} = \frac{\text{Number of people living in slum}}{\text{City population}} \times 100$$

Source: (UN-Habitat, 2014a)

6.2 Data collection and analytical framework

As explained, the analysis of the housing sector in Egypt will be conducted on both national and city level along the management cycle. **Quantitative** analysis will be also checked with **Qualitative** criteria concluded from the main result-based management principles. Since housing in Egypt is a very interlinked and complex issue, a number writings have addressed the subject. The references ranges from merely

descriptive literature on the production of housing units and public support to the system, others analyse the main reasons behind the declined access to affordable houses, but very little literature addresses the monitoring mechanisms for financial and social effectiveness of the programmes.

The framework of analysis is based on the identified process and elements of urban of urban management, explained in Chapter 5, and reflected on the housing sector housing sector in

Figure 6-4. This Part of the study will try to use to available information to create the link and assess some information on the effectiveness and efficiency of the Egyptian housing sector, and its ability to produce planned results. In addition to the secondary data, interviews were

conducted by the researcher with key officials in the Ministry of Planning and National urban observatory unit in the MoHUUC³² and local directorates in Luxor, Ismailia and Fayoum³³.

³² These interviews were conducted specifically for the research to understand further the reality of planning and evaluation of the housing sector from their perspectives.

³³ As part of the National Strategic development Support project in 2014-2015.

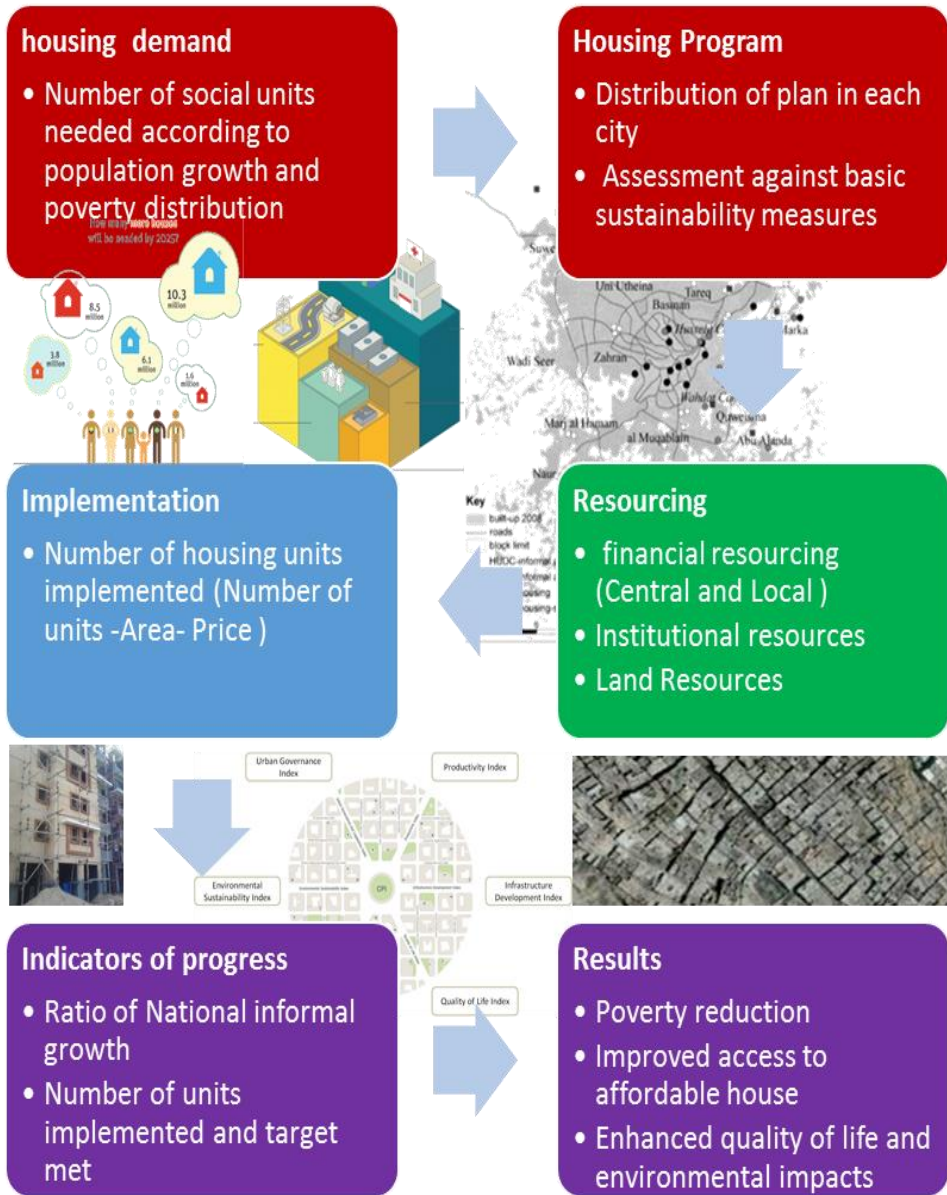


Figure 6-4: Analysis of housing on national and city level

Source: Author

The analysis of the housing management cycle and will relate housing production to informal growth. The aim of the analysis is to whether these polices are affecting the housing market and absorbing the housing needs or if they are just activity based production that does not respond to the demand.

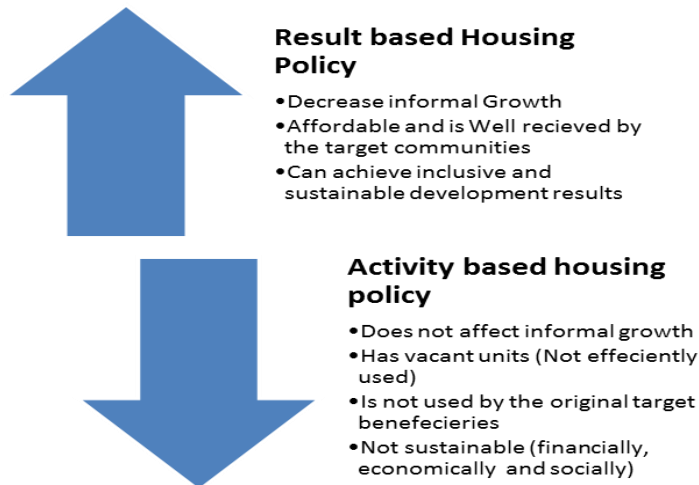


Figure 6-5: Housing Policies in Egypt: Result of activity based?

Source: Author

6.3 Analysing the Egyptian Housing management framework and results

To enable better understanding of the Egyptian housing sector and its relation to informal growth, an initial tracing of main housing and informal growth policies is illustrated. These policies, were framed according to the analytical framework concluded in chapter 4 and will be further analyzed in the next part of the study.

Table 6-7 Key National housing policies, upgrading efforts and informal growth

Time interval	1952- 1981	1982-2005
Informal Growth	<p>Starting 1960s Spread of informal areas mainly on the peri-urban and desert fringes of the main cities (After building the high dam and decreased flooding)</p> <p>Dividing agricultural land into small plots with reflected urban pattern</p>	<p>Slowed horizontal expansion on exposed fringes and concentration in less strict areas.</p> <p>Price of urban land is around 10 to 20 times agricultural land</p>
Informal Upgrading Policies/ Projects	<p>1992: national Program for Urban Upgrading</p> <p>upgrading focused on 909 areas in six investment sectors: electricity, planning and organization, municipal cleanliness, water, sanitary drainage, and road paving</p> <p>LE 1915 million spent on informal areas by 1999 (51% on greater Cairo) (40% for sewage systems)</p> <p>Focus was also given to prevent building on agricultural land</p> <p>Project based initiatives</p> <p>1978 : First upgrading initiative (Hay El salam, Ismailia)</p> <p>1986: Nasseria in Aswan, Hadayek zenhom and Mansheiyet Nasser in Cairo</p>	<p>Informal Settlements Development 21 Program (1994-2004) : Plans for developing slums in most of the Egyptian governorates, providing basic urban facilities (water, sanitary drainage, electricity, road paving and municipal cleanliness) for about 325 unplanned areas with total cost of 3.2 billion EGP</p> <p>In 1998 participatory urban development: Boulaq el Dakroul (Giza Governorate) and Manshiet Nasser (Cairo Governorate) with support from GTZ “community participation” + KfW-financed infrastructure projects</p> <p>In 2004, NDP Policy paper allowed for limited legal conversion of agricultural land as an alternate to informal growth through:</p> <ul style="list-style-type: none"> - Expanding village (Hayez) and cities (kordon) boundaries <p>Containing informal areas (tahzim)</p>
Housing Program	<p>1970s Open door economic policy: Disengagement of private and public sector from rental housing market</p> <p>Funds shift to military expanses and reconstruction of Canal region</p>	<ul style="list-style-type: none"> • 1980s New Towns policy and very large social housing estates were established • Starting 1982: tenure shift from rental to ownership under monthly instalments over 30 to 40 years

Source: Author Based on (Khalifa, 2015, Sims and Abdel-Fatah, 2015),

(National Scale/ 1950- 2015)

2005-2011	2012-2017
<p>After the 2000, informal expansion and densification continued.</p> <p>One-off towers (10-15 floors) started in Greater Cairo, Alexandria and Delta</p>	<p>After the 2011 revolution, informal areas exploded with the collapsed security and local government structures.</p> <p>Rate of conversion of agricultural land at least doubled +Vertical expansion.</p>
<p>In 2005: area-specific upgrading intervention (GIZ) in two informal areas in Helwan: Ezbet el Walda and Arab al Walda, in partnership with the Integrated Care Society and with considerable high political involvement.</p> <p>Informal Settlements Belting Program (2004-2008) which focuses on restricting the growth of informal areas by supporting local governments in preparing detailed plans to facilitate development efforts</p> <p>In October 2008, the Informal settlement development facility (ISDF) was established and mandated is to develop plans to deal with informal settlements in Egypt.</p> <p>“surveys informal settlements nationwide and proposes general policies for the development of unsafe areas and plans for improving slums”</p>	<p>In 2012, ISDF mapped out 372 unsafe areas including 207,233 housing units</p> <p>In 2012: Agreement between the European Commission and PDP to manage a grant of Euros 20 million for the integrated upgrading of four areas: two in Giza Governorate and two in Cairo Governorate.</p> <p>In 2014, this facility was developed to the new Ministry of Urban Renewal and Informal Settlements (MoURIS) focusing on developing slums: unsafe, unplanned and informal markets, and applying an integrated system for solid waste management (domestic and construction wastes), then turned back to ISDF to be within the MOHUC in 2015.</p> <p>- 400 Million EGP on the annual plan 2013/2014 to upgrade 67 unsafe areas.</p>
<p>Introducing new housing models, particularly systems for housing sites and services</p> <p>National Housing Program “the President’s Promise”</p>	<p>National Housing Program “the 1 Million unit”</p>

(The World Bank, 2008), (Maabady, 2014), Ministry of Planning annual plans, (Ministry Of Finance, 2015)

Table 6-8 Key National housing policies in defined management elements

Time interval	1952- 1981	1982-2005
<i>Planned units</i>	1.1 million units, with an average annual production of 37,790 units	1.26 million units, annual average production of 54,700 units
<i>Housing Investments</i>		• total of EGP 26.4 billion (Excluding services and infrastructure)
<i>Land availability and location</i>	State-owned land provided at no cost, increasingly in remote desert locations	Varied locations, but mostly remote and inappropriate
<i>Infrastructure provision and costs</i>		Problematic and costs not factored
<i>Construction costs and inflation</i>		Nominal units costs always exceeded
<i>Direct subsidy elements</i>		Large but at least 68 per cent of every pound directly invested by the State was never recovered
<i>Indirect & hidden subsidy elements</i>		Many, large, and confusing
<i>Multiplicity of providers</i>	governorates, the housing cooperative authority, and the new town agencies	Many and confusing
<i>Targeting and beneficiary selection</i>	No targeting, lottery (if demand exceeded supply)	No targeting, random luck
<i>Affordability of housing units</i>		Very good

Source: Author Based on (The World Bank, 2008), (Maabady, 2014), Ministry of

(National Scale/ 1950- 2015)

2005-2011	2012-2017
• 500,000, Average 85,000 unit/year	• 1 Million Unit, 200,000 unit/year
	<ul style="list-style-type: none"> • 7.8 Billion EGP in 2012 yearly plan (3.8 public treasury- 4 gifts, loans and self-financing) • 8 Billion for the year 2013/2014 for 175,000 Unit
Remote and inappropriate	In far frindge new cities areas or small parcels in rural areas or remote desert hinterland
Problematic but nominal costs factored	Probably will be very problematic and costs un-factored
Nominal unit costs exceeded but somewhat adjusted for inflation	Nominal costs will be exceeded, and no mechanism for adjustment
Less subsidy and clear (up-front)	Some subsidy and clear (upfront)
Less and smaller, but still confusing	Many, large and confusing
Fewer but still confusing	Only two providers for SHP (but many other government providers running in parallel) Inclusion planned, but probably will be very small
Minimal targeting plus random luck	Excellent targeting planned, but criteria somewhat exclusionary
Fair, Activating the role of housing finances organization (enhancing financing mechanisms)	Good in theory Social Housing Law (Law 33 of 2014)

Planning annual plans, (Ministry Of Finance, 2015)

6.3.1 Planning of housing programmes

As expressed in the tables above, housing programs since the 1950s were based on construction of new housing units specially associated with the open door policy and the involvement of the private sector in the formal housing sector. In the 1980s and with the introduction of new towns, social housing program was implemented as part of the presidential campaign and was named “The presidential promise”. This included multiple types of ownership units (family houses, dessert hinterland villages), rental mechanisms (awala bel reaya, and other rental units), and development by the private sector (ebny beetak and invertors units). Later in 2012, the new president promise was also accompanies by the new presidential campaign, with the slogan of the one million units project.

6.3.1.1. Regional distribution

During the 1982-2004, and after the introduction of the new town sover 69% of subsidized housing units built in the new towns was concentrated in the seven new towns surrounding Greater Cairo (excluding Tenth of Ramadan), even though Greater Cairo contains only 23% of the national population. This clearly reflects that housing plans are located according to the availability of state owned land not the need for housing production or availability of economic opportunities and supporting services. This will be further discussed in the resourcing analysis and reflected in the case cities’ analysis.

“Experience has shown that government housing estates which were remote and badly located (in terms of access from major towns and transport corridors and in terms of proximity to popular and dense urban areas) tended to remain largely vacant and depressed for years, regardless of the success in distributing units.” (Sims and Abdel-Fatah, 2015)

As illustrated in , planning for social housing is not related to poverty rates and need for the subsidised housing units. However no data is available that distributes the housing needs on the governorates which is also essential to define the distribution and respond to real needs. Instead, relation was laid with unsafe areas within cities, which also reflected un-equitable regional distribution of housing units. This is clear from numerous cases where the

ratio is not applied. This is in addition to the targeting challenge which will be discussed ahead. For example, In Ismailia, there is a large number of unsafe areas with little allocation of public housing. In other cases like in Sharkia and Giza, where large numbers of public houses offered, where there is no unsafe areas.

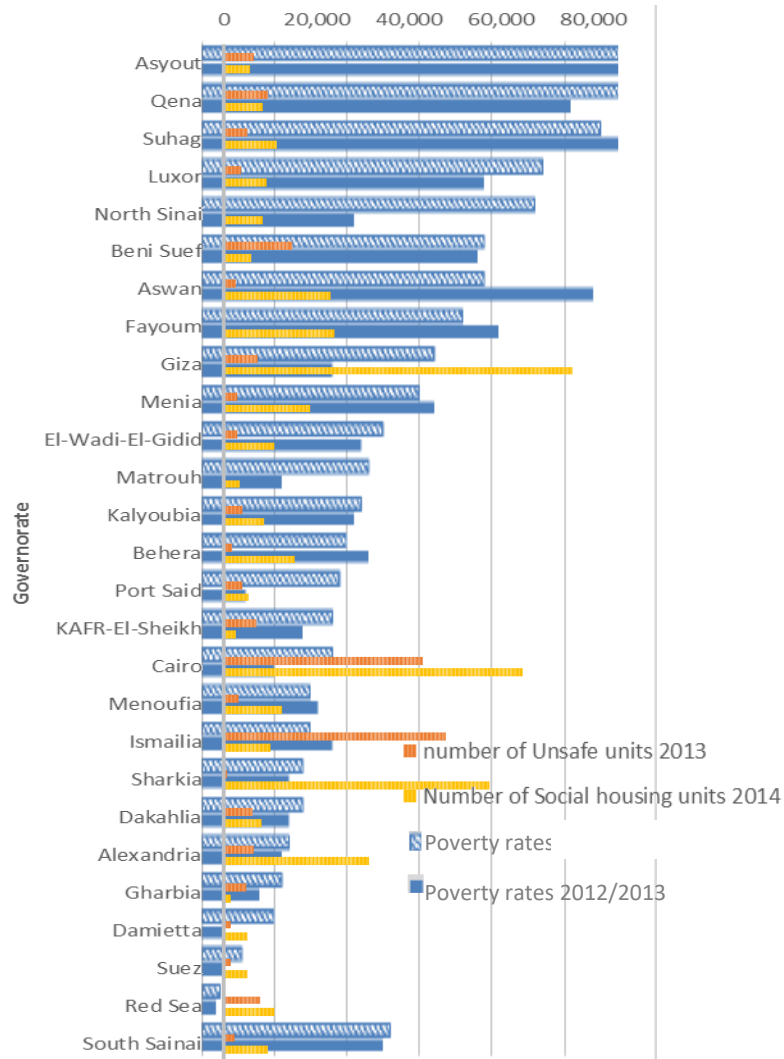


Figure 6-6: Relation between Percentage of unsafe units, National housing units and Poverty rates

Poverty Source: CAMPAS 2012/2013, housing Units' source: (Shawkat, 2014), Unsafe areas source: (ISDF, 2013)

6.3.1.2. Design and regulations: SHP and Informal regulations

The social housing units' designs had been criticized for the quality of building material and architectural configuration³⁴. It is ever critical to mention the need to have building codes especially for social housing and informal areas upgrading which allows for cheaper public infrastructure and operational costs. It is also noted that the social housing had remained single residential use, despite the fact that in many old social housing areas, such as in 6th of October, owners have changed usage of ground floors to other commercial uses.







Figure 6-7: Social Housing in New Cairo and 6th October new cities Vs old inner city and informal streets

Source: author and <http://www.misr5.com>,

³⁴ See architectural competition for social housing designs at <http://www.masshousingcompetition.org/>

The table below reflects the difference between units built for users and units customized by users. People want to live in a community and not only shelters, they adopt to their needs adding local transportation, small and medium economic activities and the result is often more liveable communities.

Table 6-9: comparison between formal and informal desings

	Formal	Informal
Zoning	Segregated different Land uses in social housing in 6 th of October	Economic Activities incorporated in their dwellings for additional income
		
Land subdivision laws	A lot minimum of 33 % of the land to public use	Minimized percentage with improved land utilization
		
Lot coverage laws	Limit the built up area to 60% of the lot	Uses 100% of the lot (Shafts used) making maximum use of the private land
Building codes	better standards, minimum dimensions .	Disregard codes, reduced standards and cost to suit their needs and means.

Source: Author based on (El-Sioufi, 1981)

6.3.1.3. Targeting

For all national housing programs, targeting remains a key challenge that was never properly addressed and which presents a main reason behind the vacant and speculative units' ownership. Due to the poor data basing and weak process management, it remains a challenge to ensure provided subsidies reach the correct target. However and as claimed by Sims and Abdel-Fatah (2015), the current GDF has shown big improvements in target selection³⁵. However the issues of proving real income levels and of households with little income proves remain unsolved.

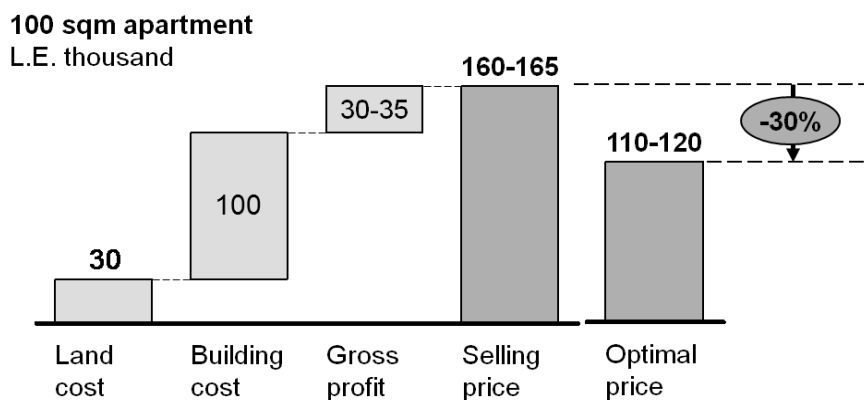


Chart 1:

Figure 6-8: The gap between offered housing and target group

Source: McKinsey and Company, May 2007

It is clear from Figure 6-8 and Figure 6-9 that the targeting plans cannot reach the correct target groups and that the selected policies which were supposed to target lower income groups, however they only reach the middle income due to the gap between the prices of offered housing and the affordability of such groups. As seen from Figure 6-8, there is a variation of 30% between price of public housing units in 6th October and optimal price according to income quantiles.

³⁵ For applications received for SHP units in Assiut, Sadat, and Tenth of Ramadan new towns by 30 September 2014, of out of a total of 33,769 applications only 15,039 or less than half were determined to have met all conditions.

Also on the programmatic level, the defined policies by the Egyptian government that shall offer support to the low income groups with high support needed, but actually reach higher levels of low and moderate income families.

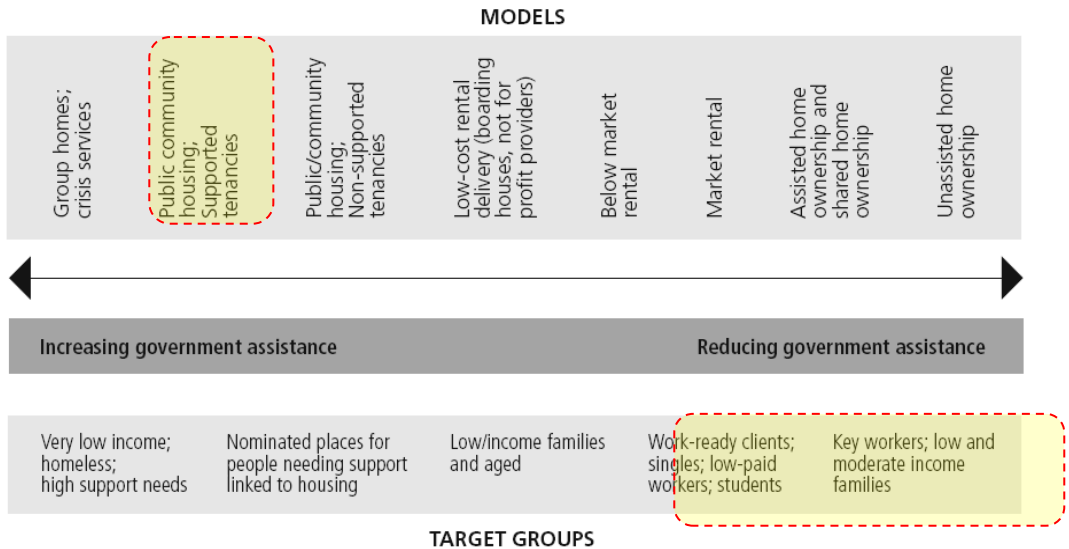


Figure 6-9: Provision of affordable housing options from the policy perspective (Egyptian case highlighted)

Source: (Golubchikov and Badyina, 2012)

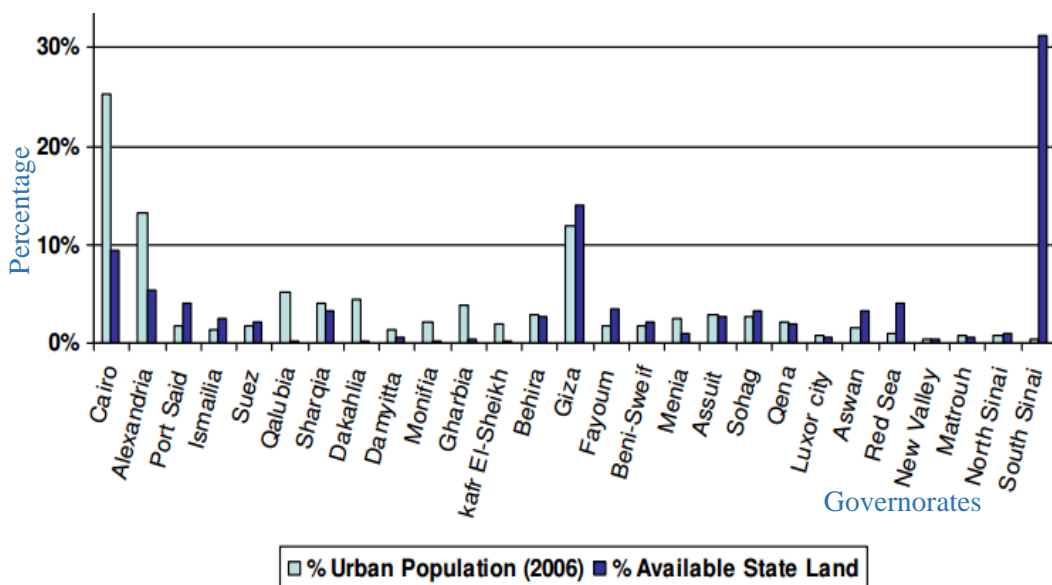
6.3.2. Resourcing for Social housing: Roles and Effectiveness

6.3.2.1 Land resources

A common observation for the national housing policies that have been applied in Egypt is the *lack of financing plan for land acquisition*, thus the programs had to be implemented in state owned land in *new cities or in the desert outskirts*. This adds up to the challenge of *affordability* with an extra commuting cost to most economic and social livelihood opportunities well gained in inner cities' informal areas. This explains the concentration of social housing projects in frontier governorates and low concentration in the delta and inner governorates (Figure 6-6) (Sims and Abdel-Fatah, 2015). The selection of remote locations also due to land availability had resulted in

an increased value of infrastructure provision or extending networks to reach such remote areas.

As seen in Figure 6-10, governorates like Cairo and Alexandria with very high population rates, but limited land availability. Otherwise, governorates like South Sainai with very little population have the largest share of land availability.



* Public land made available for the NHP in new towns was added to the Governorates in which they are spatially located (even if the new towns are administratively independent).

Figure 6-10: Governorates' share of Urban Population in 2006 Vs. of state Land Available for the NHP

Source: (The World Bank, USAID and TAPRII, 2008)

6.3.2.2. Financial Resources

Central financing

Social Public Housing projects are usually financed from the **central budget** through various mechanisms. Additionally, finances for main infrastructure often came from sectorial ministries which also creates an additional cost that is sometimes not aligned in timing with the housing implementation.

The problem of estimating construction costs within an unstable market affected the calculation of down payments, installments and subsidy mechanisms. This cause excess costs that exceeded the original plans and affected implementation of other alternate developments³⁶.

Table 6-10: MHUUD Investments through the New Towns Authority as percentage of Ministry's Total Investments

Sector	1st 5yr Plan 1982/83 - 1986/87		2nd 5yr Plan 1987/88 - 1991/92		3rd 5yr Plan 1992/93 - 1996/97		4th 5yr Plan 1997/98 - 2001/02	
	LE million	% of total	LE million	% of total	LE million	% of total	LE million	% of total
Water & Sanitation	271	10.2%	542	8.6%	1350	8.1%	2818	17.9%
Housing	492	5.1%	743	4.9%	1053	6.6%	2220	12.0%
Roads and Bridges	300	52.0%	473	51.9%	891	38.9%	2133	38.8%
Services	243	39.3%	902	67.1%	1852	69.8%	2337	74.4%
Total	1306	9.6%	2660	11.2%	5146	13.6%	9508	22.2%

Source: Mubarak wa al Amran: Ingazaat al Hadir li Bina' al Mustaqbil, MHUUD, 2008 (pp 21 and 22)

It is clear from the previous table the increase in investments targeting new communities in relation to the total rural/urban investments in the whole country. These formulate additional costs on the national budget with minimal revenues due to the limited occupancy and very weak tax collection. Or as reflected by The World Bank (2008), *the new towns, with far less than 2% of the population, are capturing over 22% of MHUUD public investments*. Additional costs to the infrastructure are subsidy costs, Sims and Abdel-Fatah (2015) explains that until 2005, the subsidies (direct

For example, in the *tamlík* model (Scheme 1) the cost of a 63 m² unit was set at EGP 50,000 in 2006, whereas by 2012 construction costs are far in excess of EGP 100,000 and it is government agencies which must absorb these costs, adding to the already high subsidy element associated with this model Sims, D. & Abdel-Fatah, H. 2015. Egypt housing Profile. Cairo: MOH.

and indirect have been very high) reaching 50 to 70 % of the housing unit's nominal construction costs³⁷.

Local financing

Additionally, there is the “local housing fund” which is assigned for the social housing projects. The management and organization of this account was released by the Prime Minister's decision 745/1995. This decision allocates amounts in this fund to finance low income (social) housing projects in accordance with the standards and specifications established by the National Plan for Social Housing. The financial resources available can only be used in construction works of the buildings and facilities and may not be used in the purchase except only in necessary cases and after the approval of the Local People's Council of the governorate.

The resources for this fund in accordance with Article 36 of the local administration law is explained by Shawi (2014) from the following sources:

- Proceeds of disposal of land intended for construction either owned by the state or the local administration in the governorate. The Governor may -with the approval of the municipal council of the province and within the general rules set by the Council of Ministers- to decide the rules to act in those territories.
- IPO (Initial public offering) proceeds in housing bonds referred to by law 107/1976 setting up housing projects fund.
- Proceeds from rewarding for usage (hak Al Entifa'), in cases of exemption from height restrictions in accordance with the law directing and organizing the construction work on the governorate level.
- Allocations for Social housing in the governorate by the central budget.

³⁷ With additional various sources of these subsidized funds, which included the National Investment Bank loans, governorate housing funds, cooperative housing loans, NUCA housing grants, and other sources.

- Loans - which is obtained to the account from "The National Investment Bank", which are the most important resources and are supported at a subsidized rate of interest from the public treasury.
- outcome of rents and ownership instalments
- subsidies and donations, gifts and bequests
- The outcome of investment of these funds. And the compensatory rent housing that was constructed in Canal cities and their ownership instalments.
- Fines prescribed by "directing and organizing the construction law," on the governorate level.

The remaining surplus from the account at the end of each fiscal year is moved to the next fiscal year's budget. Additionally, Finance (2013) states that Article IV of the attached rules as stipulated in the decision of the prime minister No. (745) for the year 1995 concerning the regulation of housing finance for social housing in the governorates and amended by Prime Ministers resolutions 235 and 516 for the year 2012 to allocate this account funds for housing finance for social housing projects in the governorates according to the specifications and standards approved by the State National Plan for housing and economic *as well as health and water, sanitation and electricity projects* and limited to construction and implementation of the buildings and facilities of these projects, and may not be used in the purchase except only in necessary cases and after the approval of the Local People's Council of the governorate.

Adding these infrastructure possibilities shall be a positive thing if aligned with the housing plans, however, since most of these funds are movements between loans and payments, it only complicates matters more.

Shawi (2014) explains that the main reason behind the mal-functioning of the low income housing account is the lack of feasibility studies for these projects which results in difficulty in implementation and occupation and therefore remains limited between loans and instalments payments, in addition to salaries and limited operational costs.

Another important note is that the value of the unit is considered investment, however this investment return to the owners that later own the apartments and not the government. This is clear in Table 6-12.

Table 6-11: Main local accounts expenditure for the financial year 2010/2011 (Fayoum Governorate)

Expenditure following budgetary titles	Local development and services account (Thousand LE)	Social housing financing account	Cleaning fund	Total
salaries	٢٧,٩٧٥	٢٤٨	٩٥١	٢٩,١٧٤
Goods/ Services	٣٧,٢١٠	٨	٢٩٧	٣٧,٥١٥
Interests	.	٤,٢٦٣	.	٤,٢٦٣
Subsidies, grants & social benefits	٤,٦٣٥	.	.	٤,٦٣٥
Other expenditure	٢,٩٨٥	.	.	٢,٩٨٥
Investments	٨,٣٧٢	.	.	٨,٣٧٢
Paid Instalments	.	٢٢,٠٥٥	.	٢٢,٠٥٥
Total	٨١,١٧٧	٢٦,٥٧٤	١,٢٤٨	١٠٨,٩٩٩
Percentage	٧٤%	٢٤%	١%	100%

Source: (Shawi, 2014)

Table 6-12: Distribution of expenditure within the Local economic housing fund for Ismailia, Fayoum and Luxor

Expenditure following budgetary titles	housing Economic fund in Fayoum		housing Economic fund in Ismailia		Economic housing fund in Luxor	
	-٢٠٠٩ ٢٠١٠	-٢٠١٠ ٢٠١١	-٢٠٠٩ ٢٠١٠	-٢٠١٠ ٢٠١١	-٢٠٠٩ ٢٠١٠	-٢٠١٠ ٢٠١١
Salaries	٤١٣	٢٤٨	٧٤٨	٤٦٢	٥٠	٥٩
Goods/Services	٢٣	٨	١٠٨٨٣	.	٤	١٧
Interests	٣١٩٠	٤٢٦٣	٧١٠٤	.	٥١٨	٥٣٠
Investments	٣٦٢٦	٤٥١٩
Paid Installments	٢٨٦٤٢	٢٢٠٥٥	٥٤٤٤	١٥٠٠	.	.
total	٣٢٢٦٨	٢٦٥٧٤	١٢٢١٢٦	١٩٦٢	٥٧٢	٦٠٦

Source: (Shawi, 2014)

6.3.2.3. Institutional resources

The institutional resourcing for implementing and M&E processes of national housing programs have seldom been addressed. However the planning process is always central and implementation through central and governorate authorities. The table below highlights the main actors, and reflex the complex inclusion of numerous stakeholders in planning, implementing and financing housing programs. The problem lies in the difficulty in coordinating these stakeholders, and as seen some agencies (like cooperatives, NUCA) are involved in the housing production but not the programming. This ensures the fact the most of these agencies are activity oriented and does not necessarily contribute to the thinking behind allocating and implementing the housing units based on local knowledge of demand and situations.

	Programming	Land Development	Housing Production	Financing	Risk & Guarantees	Subsidies	Targeting & Allocation
MHUUD							
NHP							
NUCA							
Cooperatives							
Joint Project							
Hsg Finance Fund							
HDB							
MOI							
GSF					*		
MFA							
National Banks							
CBE, Nat'l Inv							
Mortgage Finance							
Governorates							
Formal Private							
Informal Private							

* Role not yet activated

Strong role	Weak role
-------------	-----------

Figure 6-11: Egyptian Housing implementation Matrix

Source: (The World Bank, USAID and TAPRII, 2008)

It shall be noted also that on the local level (City/ village) there is usually very limited capacity with an engineer in the permits department that follow

up the housing works, and usually works under the housing unit in the governorate to check lands or monitor implementation.

6.3.3 Implementing Social housing program and informal units

6.3.3.1 Implementation of SHP

Implementation of social housing programs is often done through contractors within the Egyptian contracting laws and regulations through MHUUC, NUCA or governorates. The implemented units often varies from the original plan due difficulty of obtaining the land, infrastructure delays and high costs, construction cost inflation, and tendering and construction delays. This also led to excess costs which resulted in changing plans or reducing implementation units.

Implementation through local governorates was closer to the citizens needs but lacked capacity to manage and monitor implementation. The central implementation also in a number of cases lacked synchronization with sectorial services provision, which also lead to the delay in the finalization of the projects examine the implementation of the original plan of Mubarak housing program (2005-2011).

It is clear from Table that most of the excess in implementation (+41.5%) was allocated to desert hinterland villages. This is expectable due to the vast availability of land. However, Interviews were conducted with desert hinterland villages' occupants in Luxor in 2014 which proven failure of these villages to attract population, occupants complained from location and accessibility to these villages and the lack of services and economic opportunities.³⁸.

It is also noted from

Table 6-13, that the private investors' ownership units had the most unimplemented percentage (almost 75% of non-implemented units). This also clearly reflects the expected failures of the social housing projects especially in the chosen locations. Despite the facilitation provided for the

38 This was conducted as part of the activities within the preparation of Luxor governorate strategic plan, UN-Habitat.

private sector to build those units, it was still seen unfavorable by the private market to contribute.

The second share of unimplemented units is the rental public sector implementation which lagged far beyond the originally defined plan, with a share of almost 70% from the unimplemented units. Despite the real need for rental units to bridge the affordability gap, it is apparent that current rental policies does not manage the process well to ensure returning of investments to the government and also achieving the affordability for target groups.

Table 6-13: Percentage of implemented units in different housing programs for the 2005 NHP

Responsible	Type	Original plan till Sept. 2011*		Implemented until Sept. 2011**		Difference between original plan and implemented
		Number of units	% from original plan	Number of units	% of implemented	
Public Sector (Ownership)	Ownership	199,000	39.8	220,470	57.4	+10.8
	Desert hinterland villages	8,000	1.6	11,320	2.9	+41.5
	Family houses	3,000	0.6	3,020	0.8	+0.7
	Total	210,000	42	234,810	61.1	+11.8
Public sector (Rental)	Rental	26,000	5.2	12,301	3.2	-52.7
	Awla Bel Ra'aya	75,000	15.0	18,328	4.8	-75.6
	Total	101,000	20.2	30,629	8.0	-69.7
Total Public sector		311,000	62.2	265,439	69.1	-14.6
Private sector (Ownership)	Ebny beetak	89,000	17.8	93,405	24.3	+4.9
	Investors	100,000	20.0	25,511	6.6	-74.5
	Total	189,000	37.8	118,916	30.9	-37.1
Total National housing program		500,000	100	384,355	100	-23.1
* MHUUC, national housing report, 2009						
** MHUUC, National housing program 2012						

Source: (Shawkat, 2014)

It is also important to note that these figures *reports only on implementation and not inhabitance*, Sims and Abdel-Fatah (2015) explains that some units have not yet been completed/delivered, and that vacancies of delivered units remain very high. This will be explained in the next part assessing the outcomes/results of the implementation.

It is worth mentioning that Mubarak plan (analysed above) plan was amended to extend to 2012 were the number of units implemented exceeded 500,000, but during an interview with the Vice Minister of Ministry of Planning, it was confirmed that a portion of Mubarak national housing is still pending due to the inaccurate estimates of the construction cost. This lead to increased value of the units, and although people did pay their commitments, the project still owe banks millions of Egyptian Pounds that has not been originally planned for. This also related to the discussion on resourcing calculations mentioned before³⁹.

The annual plan for 2007 states that 87.3% of the new target was implemented, and 62.1% of the village houses. Sims and Abdel-Fatah (2015) explain that the delay in implementing the 2005 Mubarak housing program was mainly because of management and infrastructure provision reasons. The program was thus revised in 2012. However the focus on implementing the “President Election Promise” had resulted in a number of projects with very poor infrastructure, not yet finished inner roads resulting in a chaotic and scattered development.

³⁹ Interview with Dr. Hazem Fahmy, Vice MOPMAR, January 2016

Table 6-14 National Housing Program Schemes and Unit Targets

Schemes		Total number of units according to original plan 2005-2011	Total number of units according to the adjusted plan 2005 to September 2012
Home Ownership (Governorates/ New Cities)		199,000	327,141
Provision of small land plots for individuals in New Cities (<i>Ibni Beita</i>)		89,000	93,756
Provision of land for private developers in New Cities to build 63 m ² housing units		100,000	85,050
Family Home Ownership (<i>Beit El Aila</i>)		3,000	3,0200
Government Rental units	42m2 Units " <i>Al-Awla Bel-Re'aaya</i> "	75,000	46,750
	63 m2 units by Awqaf	26,000	37,807
Rural Home Ownership in Governorates and Desert Hinterland		8,000	14,563
Total		500,000	608,087

Source: (Shawkat, 2014)

This situation is clearly expressed in the southern extension of 6th of October city where a large mix of Social housing projects were located around a sewage treatment unit, city cemeteries and crossing regional railway⁴⁰. It is also clear that the implementation of the NHP in October had shifted the original social mix in the northern original city neighborhoods, the table below shows clearly the change of housing units provided to the city from the original plan. This also adds “Social inclusion costs and Land value costs of the surrounding areas”. As seen from Figure 6-13, most low income housing is located in new southern extension areas, causing imbalance in the original target levels distribution.

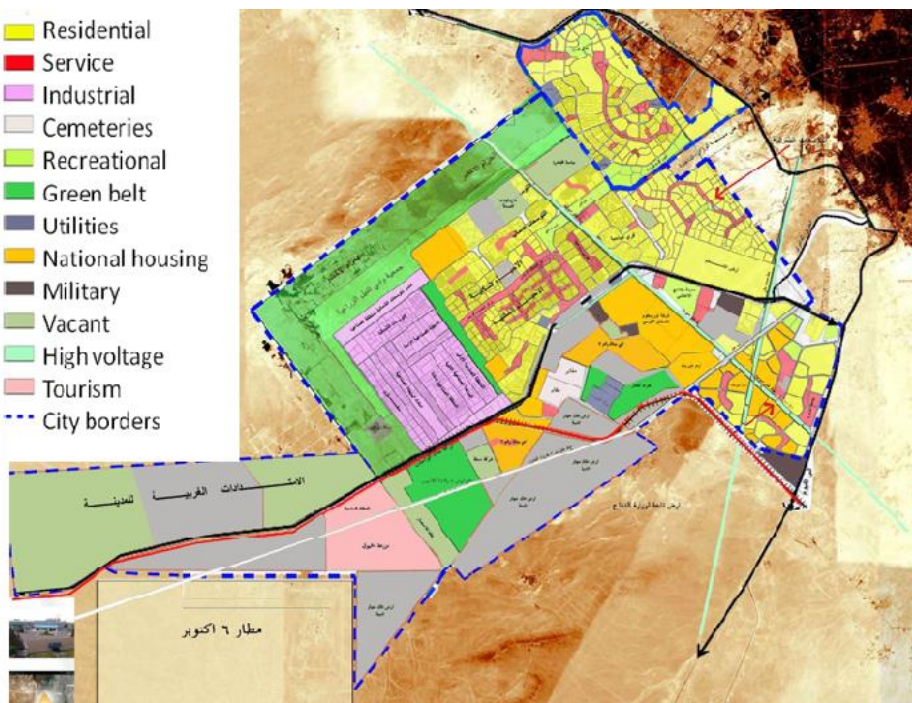


Figure 6-12: 6th of October Land use Plan

Source: Ministry of housing, 2010

⁴⁰ The Case of this area is explained thoroughly in Yousry, S. 2010. *Urban Transformations In New Cities In Egypt (Case study: 6th of October city)*. Masters thesis, Ain shams University. Where land-readjustment mechanisms proposed to face the current land use challenge.

Table 6-15 change in housing levels during execution phase

Residential district	Original plan housing level	Execution plan housing level
1 st	Upper –Middle upper	Middle Upper-mixed
2 nd	Middle upper- middle	Mixed
3 rd	Middle upper- middle	Mixed
4 th	Middle upper- middle	Mixed
5 th	Middle-economic	Mixed
6 th	Economic –low cost	Low cost
7 th	Upper-middle upper	Middle-middle upper
8 th	Middle upper	Middle-middle upper
9 th	Middle upper	Low cost
10 th	Middle upper	Low cost
11 th	Middle-economic	Low cost
12 th	Economic-low cost	Low cost

Source: Hazem ElKewidi,1998

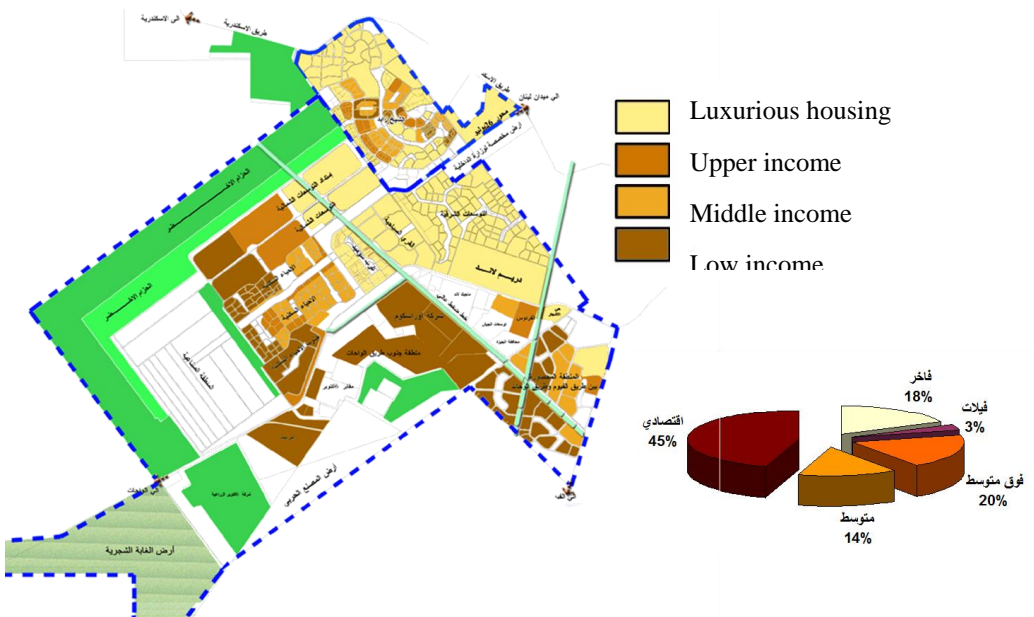


Figure 6-13: Levels of housing in 6th of October

Source: Ministry of housing, 2010

6.3.3.2 Private sector involvement:

As much as the involvement of the private sector in the housing production has been seen as an improvement offered in the 2005 NHP, this also came out at a high cost. First, and due to the lack of proper guidelines and monitoring to the implementation and second the inaccurate calculation of construction costs which lead to affordability and targeting challenges.

The alternate market responsible for housing production is the informal market. As expressed by Sims and Abdel-Fatah (2015), informal housing systems are currently *producing over two-thirds of new housing units in urban Egypt*. The available information on informal housing production is not clear and mostly focused on greater Cairo region. This represents a key knowledge gap to analyse the housing sector, but also provides a solid example of the government focusing on the production side and giving less attention to understand the dynamics and success factors of informal areas that absorbs most of the population growth.

At the early development of informal areas, no connection to basic services and infrastructure is available, small populations depend on local wells and primitive sewage solutions. When the areas grow enough they start requesting the services from local authorities and sectorial ministries which gradually responds by providing infrastructure and paving roads. However, these networks are often of less quality and overused by the rapidly increasing population.

6.3.3.3 Implementation of informal units

As expressed by Payne and Majale (2004), *“Informal areas often reflect the socio-economic and cultural needs for low-income communities more than the official forms of development favored by professionals and government agencies”*. This quite explains the reason behind this growing phenomenon, it also provides an easy symptom of poor housing strategies that is not efficiently responding to the correct housing demands. It is understandable that the support needed to enable formal housing for the poor might not be affordable for all governorates. However in the case of Egypt, the government has only tried the “supplying” mode of operation leading to enabling only around 10% of housing stock as per the table below.

Comparing the implementation of formal housing to the informal sector, the table below illustrates the differences.

Table 6-16 Urban Housing Production 1996-2006

<i>Sector</i>	<i>Units produced</i>	<i>and % share</i>	<i>Annual rate</i>
Public	409,877	10.5%	41,000
private	948,104	24.3%	95,000
informal	2,542,019	65.2%	254,000
total	3,900,000	100.0%	390,000

Source: (Sims and Abdel-Fatah, 2015)

It is clear thus that most of the implementation of housing units takes place in the informal sector followed by the private one. This clearly advises the government that despite the central housing policies in place, reality proves that the government –with all its political, economic and legislative support cannot be the main housing provider and should concentrate on regulating the housing sector.

6.3.4 Outcomes and Its

After analyzing the planning and implementation of the housing programs, it is of most importance to assess how these policies and implementation achieved the outcomes planned for.

6.3.4.1 Unmet targets of SHP

It is concluded that the main challenge facing the effectiveness of the Egyptian housing policies is the mismatch of target beneficiaries, which may have resulted from the poor national data basing system and thus the difficulty in deciding or ensuring income level of applicants. This had however, affected largely the effectiveness of such project in absorbing the housing need of low income groups and had instead benefitted groups that did not deserve the subsidy and was used for resale and renting to third parties (although illegal) and speculation.

Comparing the target governorates and the total saving in building and construction in Figure 6-14, it is clear that most of the targeted governorates' units went to the savings for the upper middle classes and thus did not contribute to solving the low income housing problems. Additionally and as

seen in Table 6-17 there are gaps in the market where some income quintiles are either not covered or only partially covered.

Table 6-17: Product Gaps in the Egyptian housing market

Quintile	1	2	3	4	5
Median household income (LE/Month)*	400	600	750	1000	1750
Market ownership					
Subsidized Ownership					
Rental Market					
Rent Control					
Informal					

	Fully served		Not Served
	Partially served	* Based on 2006 TAPRII housing demand survey	

Source: (The World Bank, USAID and TAPRII, 2008)

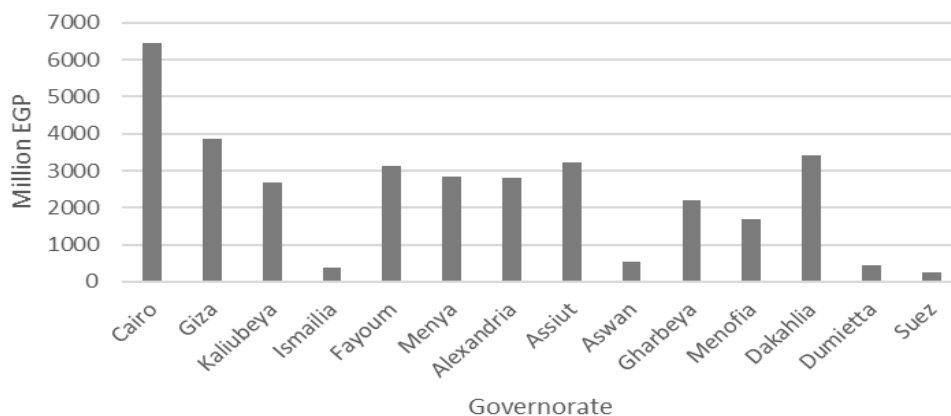


Figure 6-14: Total Saving in Building and construction sector (2012-2013)

Source: (MOPMAR, 2015) (<http://alaa5.icclients.net/Records4.aspx?t=tables>)

6.3.4.2 Affordability in the informal sector

As expressed in Table 6-18, the average 80m² informal tower apartments are affordable to most income groups, and also the space is adequate for most needs. The price is very close to the price of subsidized SHP apartments, however these apartments are very limited in number compared to the

demand, and thus needing families could wait for years for their deposits to turn to actual apartments (without even earning benefits from the down payment blocked amounts).

The available data on rental in informal areas is very limited, however Sims and Abdel-Fatah (2015) gathered information revealing that an average two bedroom apartment in informal area would rent between 400-600 EGP/month. *These prices are affordable down to the 25th to 55th percentile of all Egypt households (and down to the 20th to 50th percentile of urban households.)⁴¹*

Accordingly, *there is still a good portion of the population that cannot even afford rental prices in informal areas*, these groups are the ones requiring subsidized and well targeted rental systems as part of the Social housing programs which has not yet been advanced.

Table 6-18: Price to income ratios of housing units in Egypt

Type of Housing Unit	Unit Cost or Sales Price	Price to income Ration		
		Quantile 1	Quantile 2	Quantile 3
Average Annual salary		14,325	21,276	27,144
Type 1 Simple informal apartment of 40 m2	55,000	3.8	2.6	2
Type 2 Informal apartment of 80m2 in tower	110,000	7.7	5.2	4.1
Type 3 SHP core program apartment of 75m2	135,000	9.4	6.3	5
Type 4 Low-end private developer apartment of 110 m2	370,000	25.8	17.3	13.6
Type 5 Private Developer apartment of 130m2 in compound in new towns	600,000	41.8	28.2	22.1

Source: Author based on (Sims and Abdel-Fatah, 2015)

⁴¹ It is common for a rental agreement to include a significant payment of rent up front, and this then reduces the monthly rental amounts to levels that are much more manageable by poor families, especially those with unsteady incomes.

6.3.4.3 Vacant Units and Weak Incentives to Move

Additionally, and since most social housing units were given out by lottery, it was almost impossible to ensure acquiring nearby units for relatives or neighbors, and thus it adds up to the discouragement for informal occupants to move to these projects. The graph below shows the failure of the housing policies to respond to real needs -as discussed in the affordability part-leading to increasing vacant units over the years.

It is clear from Figure 6-16 that upper and upper-middle income groups are the main possessors of vacant units, and surveys in the same studies showed that most reason behind closed/vacant units are for future investment. This reflects weak taxing and regulatory frameworks and also economic instability which encourage people to invest in the housing sector rather using it as a basic service and need. It is also noticeable from Figure 6-17 that vacancy is more linked to the ownership tenure pattern (specifically in higher income groups as discussed).

In the interviews conducted by the author in 2014 to desert hinterland occupants⁴², it was clear the failure of these remote units to attract population. Despite the fact that construction of all villages were completed, there were only very little occupancy (not more than 10% of the houses).

All services buildings were finished but schools and health units were not delivered to sectorial ministries mainly because there was no employees assigned and very difficult access to locations. When interviewing one of the inhabitants, he explained that he, his wife and toddler had to walk for kilometers to find transport to work or services, and that the only reason they had to move in the new village is the lack of additional space in their family house.

⁴² As part of the activities of preparation of the Strategic Plan for Luxor governorate, UN-Habitat, 2014

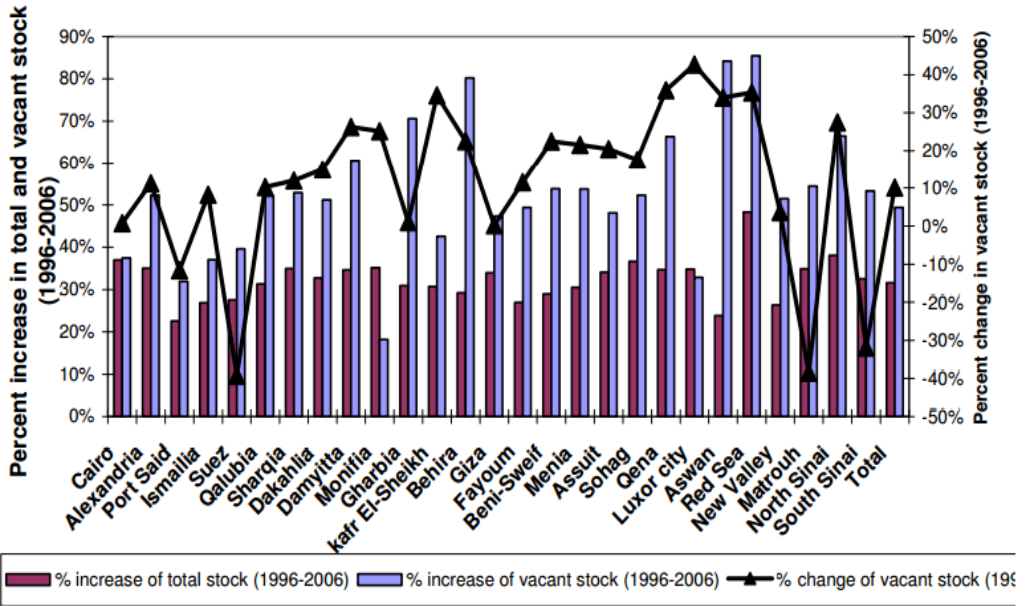


Figure 6-15: Change in Vacant housing stock (1996-2006) by governorate

Source: (The World Bank, USAID and TAPRII, 2008) based on 2006 Census

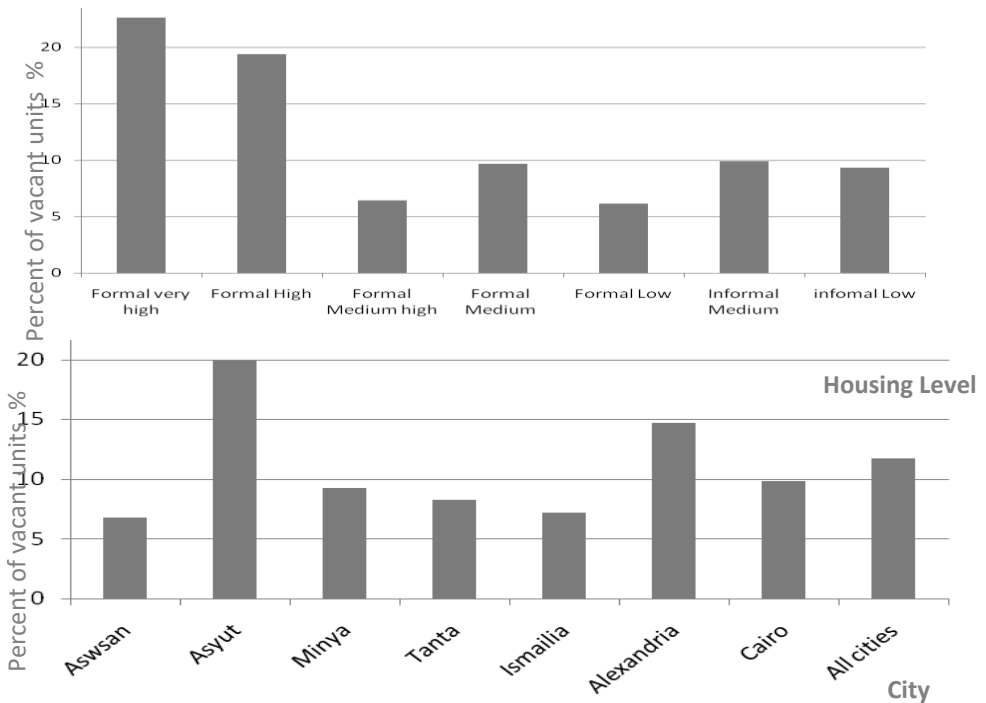


Figure 6-16: Percent vacant units by housing level and city

Source: (NUO, 2011)

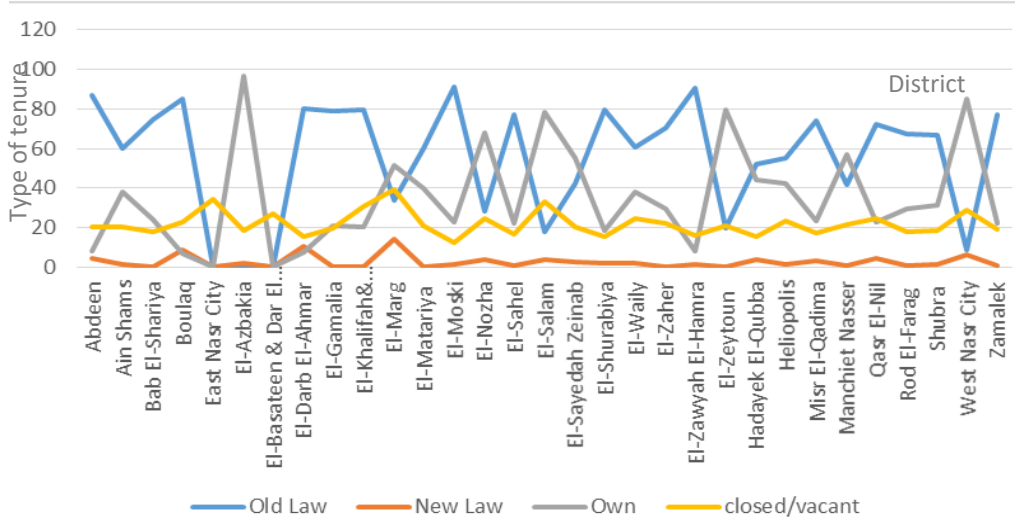


Figure 6-17: Vacancy and Type of tenure in Cairo Districts

Source: author based on (NUO, 2011)

The original plan of the hinterland village to provide 5 feddans of agricultural land with the house was not implemented, and thus the villages lacked economic base or employment attraction and remained unfavorable for communities to move. Additionally, some construction failures had appeared in the houses and services centers which were still not used.

It is also important to note that few kilometers away from these villages, huge desert land areas were being cultivated by youth aiming at putting their hands on the land and eventually owning it. This simply reflects the value of economic productivity habitat and shelter provision. Households are willing to move, even in far fringes if job opportunities, connectivity and basic services are met. Without having those main items fulfilled, expansion on informal land –that fulfils the need- will remain the chosen choice.

Similarly, new towns vacancy rates ranges between 50-75%, while in inner governorate housing –which has better access to economic agglomerations and social mix- this rate seldom exceeds 25%. (Sims and Abdel-Fatah, 2015). This strongly relates to low taxes collection, where real estate taxes presents around 1% of collected taxes (Ministry Of Finance, 2015).



Figure 6-18: Desert hinterland villages in Luxor west bank

Source: Author, 2014

6.3.4.4 National Value for investment

Beside the missed social benefit of the housing programs, the government is also investing too much money on the housing sector which has a very high opportunity cost compared to the income from the construction sector. This variation would have been accepted if these values contribute to solving the housing problems efficiently. However, with the increased production for informal areas to more than 60% of the national low income housing production (Table 6-16), the formal investments in construction thus remain inefficient and ineffective.

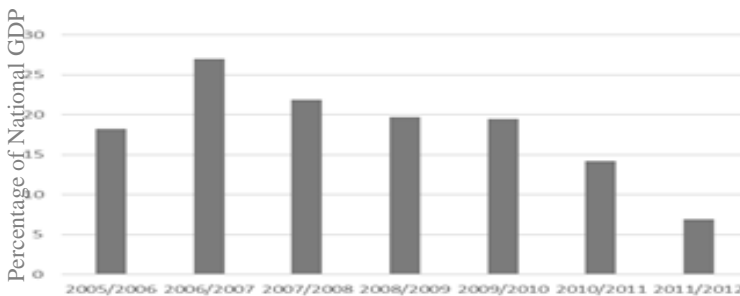


Figure 6-19: Building and construction National GDP

Source: (MOPMAR, 2015)

The table below summarized the resulting housing characteristics in Egyptian governorates, where 81% is deemed adequate, only 31% of streets are well paved, 64% of buildings have height over 1.5 of road width and only 6% of the vacant units are in market while 75% left vacant for speculation and future use.

Table 6-19 : Buildings and neighbourhoods characteristics, regional variations

Item of Comparison	Greater Cairo	Alex	Canal	Delta	Upper Egypt	Urban Egypt
Average Age of Building (in years)	17	33	23	36	34	27
Average Number of Housing Units per Building	9	9	10	4	4	7
Median Number of Housing Units per Building	6	6	6	3	3	4
Average Number of Floors per Building	4.6	5	4	3	3	3.9
Median Number of Floors per Building	5	4	4	3	3	4
Average building footprint (m ²)	157	138	178	108	99	132
Median building footprint (m ²)	116	110	150	90	83	100
% of Buildings Deemed Adequate	88.5	69	92	65	92	81
Average Width of Street (m)	7.6	8	11	9	6	7.7
Median Width of Street (m)	6	7	10	6	5	6
% of Buildings with Height to Street Width Ratio over 1.5	76	69	39	79	55	64
% of Streets Paved in Good Condition	34	45	57	25	18	31
% of Buildings in aashwa'i areas	44	34	24	36	53	41
% of Buildings Produced by Individuals	66	64	52	90	91	76
% of Vacant Units on Market	6	4	7	10	6	6
Average Number of Years Vacant Unit is Closed	5	5	5	5	6	5
% of Vacant Units Owned versus Under Old Rent	71, 17	73, 26	47, 4	86, 9	78, 7	74, 15
% of Building Landlords Leaving Units Vacant for Offspring	69	58	100	81	83	75

Source: (SIMS, KAMAL and SOLOMON, 2008)

It is also noted from the graphs in Figure 6-20 that in places like Alexandria, Tanta and Assiut, Land prices in Medium or informal areas are higher than land prices in formal areas. In Cairo land prices in lower level areas in both formal and informal areas are the same.

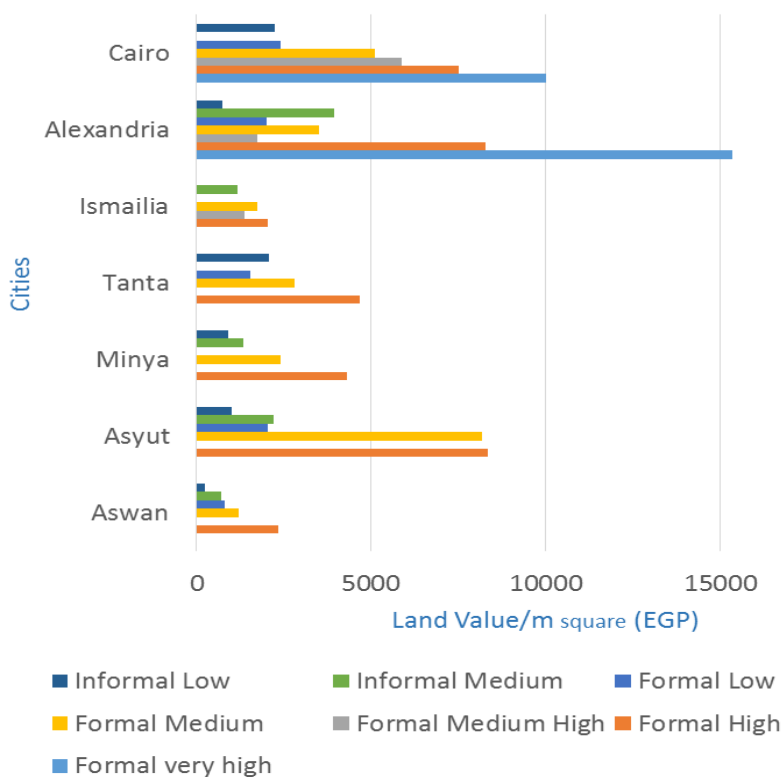


Figure 6-20: Land value (EGP per m2) by city and housing level category

Source: (NUO, 2011)

This increase in value of land from agricultural land or state-owned land only benefit the owners and the land users. The government does not benefit from this increase, on the contrary, sectorial ministries spend large budgets for services provision and upgrading.

6.3.5 Maintaining

As Explained in chapter three, maintenance is given less attention especially in developing countries. From a management point of view, maintenance might be more complicated than construction. This applies on housing units, policy directions or human/ institutional resources.

6.3.5.1 Maintaining housing units

It is clear from Figure 6-21 that lower level housing in Egypt is not only spread in informal areas, but also concentrated in older inner areas of Cairo.

However and as reflected by Figure 6-21, some old buildings are still of very good quality, like El Gamaleya, El Mataria, el Nozha, el Sa7el, El Salam and Shobra. While areas like Boulak, El-mosky, El Zawya El Hamra and Mansheyet Nasser has newer buildings but worse building conditions.

Similarly in Alexandria, it was also difficult to find a relationship between the type of ownership and building condition or the formality and informality (land tenure). It is however noted the strong relationship between new owned apartments and vacant units, also that areas with high El Dekhila, Montazah and Sidi Gaber are older areas with good building conditions, while El Labban, Karmooz and Moharam Bek are newer areas with worse building conditions.

It is therefore important to think of the housing maintenance system separately from the security of tenure issue. This can be managed through local authorities and lead by housing owners, but the government has to regulate and monitor the quality of construction and the maintenance system for the various housing types.

6.3.5.2 Maintaining housing policies

It is equally important to evaluate housing policies and revise them according to the changing needs and the tested experiences. This requires cross learning from various sectors and locations. Looking back at the housing policies since early 1950s (Table 6-7), it is clear that the housing policies have been revised within the various 5 years plans, however all the programs followed the same supply driven principles, except for the new rental law which introduced changes to the previously malfunctioning one. However, even this law was not assessed comprehensively and not revised to overcome challenges due to the duality of rental mechanisms.

It is therefore highly recommended that revising mechanisms to the policies and application are in place.

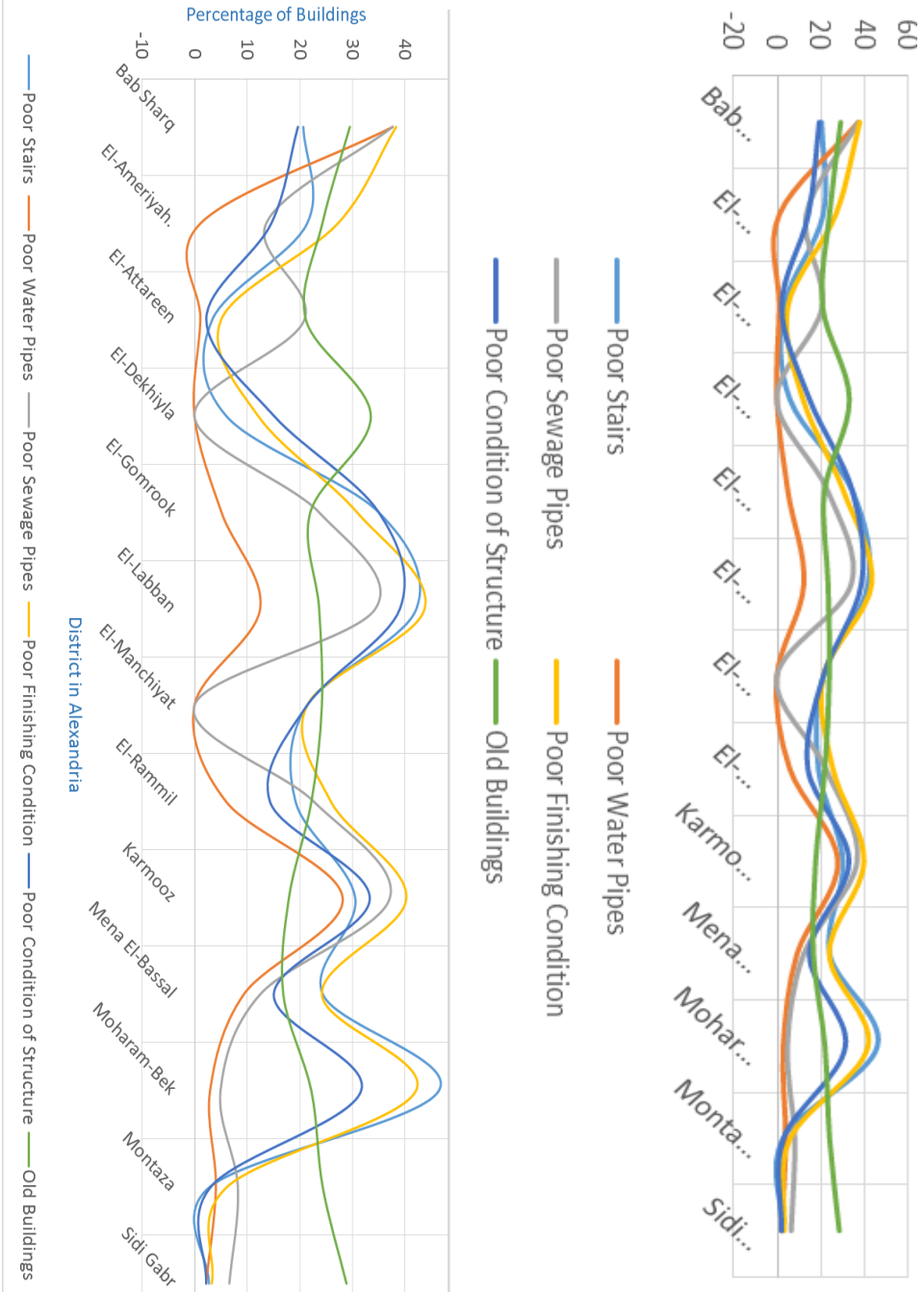


Figure 6-21: Old Building and poor conditions relation in Cairo and Alexandria

Source: Author based on (NUO, 2011)

6.3.5.3 Human resources and institutional maintenance

As much as it is important to maintain housing units and renting policies, it is also essential for housing development (and any other element) to continuously maintain the human resources and institutional capacities. It is observed from the governmental attitude over the years, that it has become easier for the government to create new organizations and sectorial initiatives than solve the problems of older ones. This has resulted in a huge public sector that lacks clear identification of responsibilities and often contradicting ones. It has also made the coordination task much more complex, costly and inefficient.

A clear example of this is the New Urban Communities Authority (NUCA) which was originally created to manage new communities in the 1970s and was supposed to shift management to local authorities once the new communities are complete. Until now, more than forty years later- NUCA is still in control and none of all the new communities returned to local authorities. This is one of many examples of duplicating same functions within the public sector.

It is thus important for the Ministry of Administrative Reform (currently within the MOP) to revise such a complex contradicting institutional set up and support effective responsibility implementation through updating the capacity building programs implemented at both central and local levels.

It is also observed that a lot of the capacity building programs are skills oriented, and does not fit specificity of various roles. This reflects on the lack of updated technical qualifications and also poor incentive for the employees to commit to those programs.

6.3.6 Monitoring, evaluation and Feedback

It is well noted that neither central government nor local implementers have general or specific monitoring frameworks for the implemented projects. Local planning and monitoring units focus mainly on financial disbursement of budget number solving any implementation constraints. Most of the data gathered for monitoring reasons were found in activist or development agencies reports. It is also noticeable that even regulations for transfer to third party is not monitored. This is also clear in the repeated mistakes of

affordability and design for long years, and the very slow learning within the housing policy making. However, the recently introduced GSF claims that the new SHF will include a well-structured M&E system that will also look into post-delivery issues (Sims and Abdel-Fatah, 2015).

Recommendations from various readings supports the idea of creating a housing information centre or housing observatory authority that creates data base and monitor the housing sector activities. This shall also support greatly the evaluation of housing policies and directing future decision making. Main housing information mentioned in Sims and Abdel-Fatah (2015) is:

- Better housing market information
- Better credit and housing finance information
- Management information systems for MHUUC
- Creating systems for proper feedback on housing interventions to inform government policies

6.3.7 Coordination among housing, services and upgrading efforts

As explained in chapter 3, coordination is a cross-cutting issue for urban management. The need to coordinate decision making level as well as sectorial decisions has become very challenging with the currently centralized and segregated public sector. The lost link between poor local decision making (linked to geographical locations) and sectorial oriented service policies have lead to lost resources and efficiency.

During the evaluating interviews conducted in Ismaila, Luxor and Fayoum⁴³, this was a common concern. Numerous examples were told by local authorities for million EGP constructed hospitals that was never assigned doctors and have been standing for years until the equipment and construction aged. Other examples of schools with bad access roads, or lack of teachers, roads that were redone because of coordination mistakes between local and central plans, among many other. These examples widely reflect the lack of coordination for decision making, leading to enormous lost of financial and social resources.

⁴³ As part of the Strategic National Development Support Project, UN-Habitat, 2014

Another clear example of the lost coordination is within the housing and informal sectors. Figure 6-23 shows that in Cairo for example the ration of building permits in informal areas almost as equal to the formal sector which contradicts any efforts MHUUC is exerting to face informality or encourage informal owners to move to the formal market. These permits actually does move them to the formal market and let go of any public right that was violated.

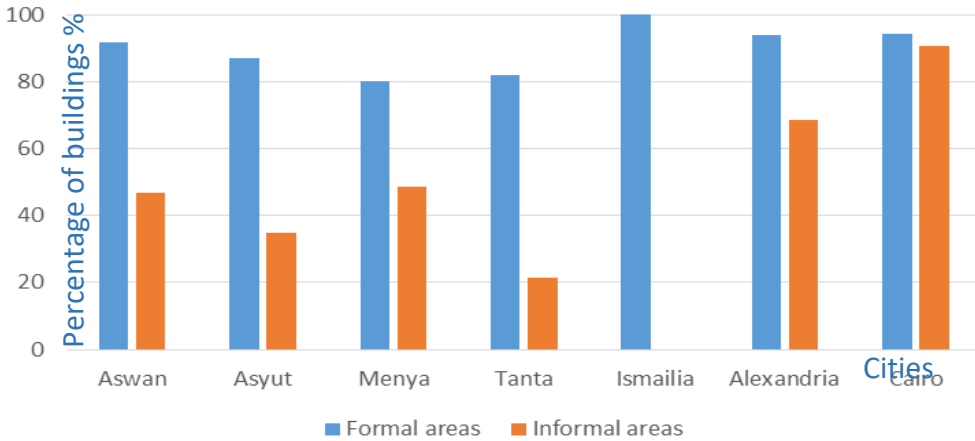


Figure 6-22: Percent buildings with permits in various Egyptian cities
Source: (NUO, 2011)

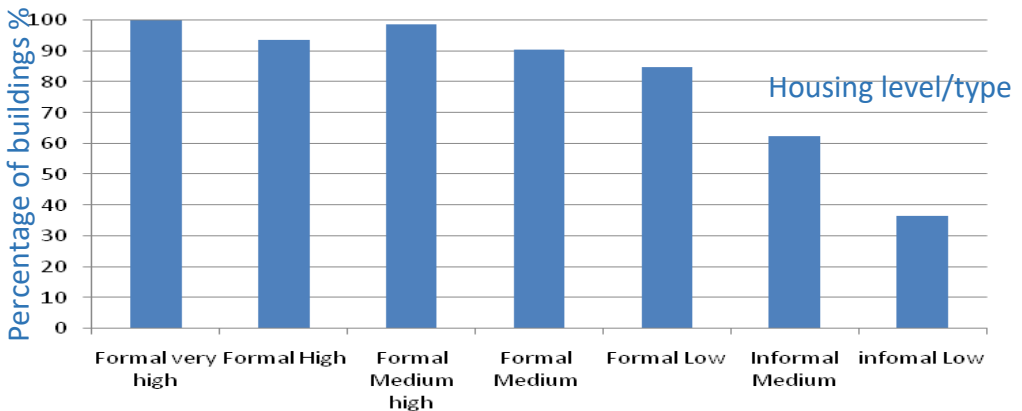


Figure 6-23: Percent buildings with permits by housing level category
Source: (NUO, 2011)

6.3.8 Legislation framework for the housing sector

As for the **legislative framework**, Sims and Abdel-Fatah (2015) explains the *lack a national housing act or document that specifically aimed at regulating the housing sector*. Most of the policies are based on Presidential or Prime Ministerial Decrees and had been incorporated in State budget planning.

Chapter five and Annex (4) Planning Processes according to the Building and planning laws, had explained the main laws and regulations managing the urban development. Most of these have direct effect on the housing sector, additionally Annex (5) Main Laws/ Regulations affecting housing sector in Egypt.

6.4 Analysis of housing sector using the Indicative measurement tool

Having analysed qualitatively the various elements of housing management in Egypt, the next part reflected on the created tool to measure and analyse main strengths and weaknesses of management systems. This is based on the indicative measurement tool explained in chapter 4 which is applied to the management elements of Egyptian housing sector (Section 4.3, Tables 4.1-4.4).

Scores were given to various elements in comparison to others and not in absolute values, therefore this is not an accurate evaluation of the system, but rather an indicative graphical representation of the strengths and weaknesses of the sector management. Lowest scores were given to the elements which affects the overall framework and results, namely, the lack of efficient and result-based measurable plans and the choice of land locations for the programs.

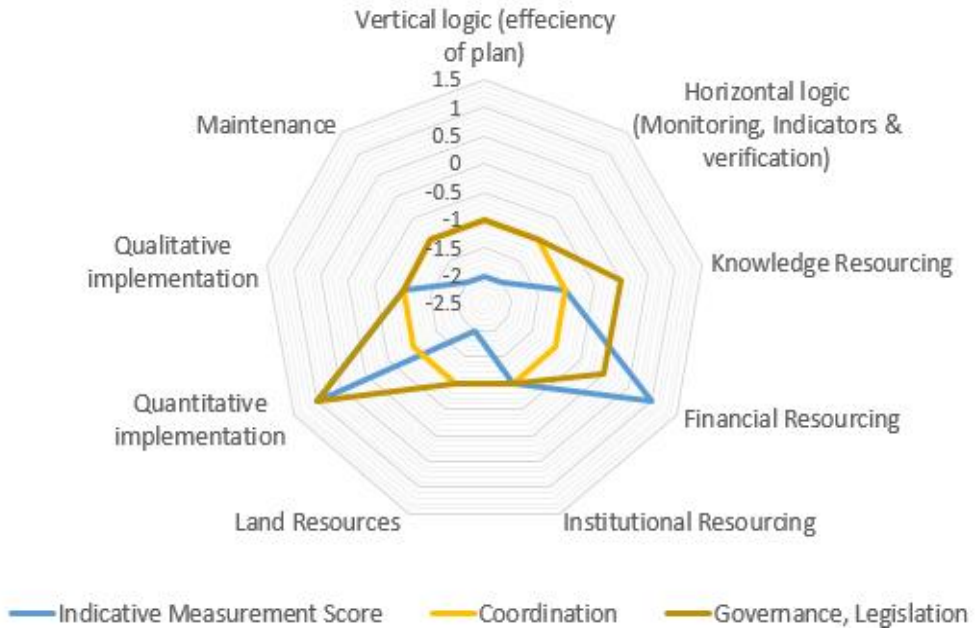


Figure 6-24: Analysis of the Egyptian housing management system

Source: Author

These factors are seen to be the core problems affecting the overall functioning of the program and resulting in the overall inefficiency of the program results. Other complementary elements like lack of knowledge bases, institutional capacities, and qualitative implementation comes in relation to the main items and were given a better score according to the less negative impact on the whole system. Finally elements which does not hinder the overall functioning and results of the system (financial resources and quantitative implementation) were given positive values.

From the analysis of

Figure 6-24 and Table 6-20, it is concluded that the overall management system is not up to quality and is not well equipped to achieve a real change on the ground. It is not likely that this system would enable efficient enhanced access to affordable housing for the urban poor and would thus act inefficiently in controlling informal urban growth.

Table 6-20: Indicative measurement of the Egyptian housing management

	Main Process	Measured Element	Indicative Measurement Score	Cross Cutting elements	
				Coordination	Governance, Legislation
Inputs	Planning and setting up M&E framework	Vertical logic (Efficiency and logic)	-2	-1	-1
		Horizontal logic (Monitoring, Indicators & verification)	-2	-1	-1
	Resourcing	Knowledge	-1	-1	0
		Financial	1	-1	0
		Institutional	-1	-1	-1
		Land Resources	-2	-1	-1
	implementing	Quantitative	1	-1	1
		Qualitative	-1	-1	-1
	Maintenance, M&E	Maintenance, M&E	-2	-1	-1
	Results	Outcomes	Efficiency & Effectiveness	-2	-1
Results		Positive intended results	-2	-1	-1

Source: Author

It is clear that the main strengths in the system are providing financial resources to implement the defined activities with the quantitative nature. Even these two strengths were not given best scores since the financial resources were not well estimated and also the implementation was not completely finished and not on time.

The graph above also show that the most weaknesses are the planning of monitoring framework (qualitative measures) and also the land resourcing which had largely affected the result of the programs basing on available land and not qualitatively selection of accessible land. It is also concluded that coordination in general between various stakeholders is weak, and that supporting governance and legislation are focused on supporting activities of quantitative values.

The detailed conclusion from the in-depth analysis is additionally explained below.

6.5 Conclusion from the in-depth analysis of housing sector in Egypt

6.5.1 Planning of housing programs

6.5.1.1 The lack of a developing plan not developer's plan

From the analysis in Table 6-7, it is clear that most five year housing or upgrading plans depend more on the decision maker or deciding organization than the development needs and changes. In both housing sector and informal upgrading, policies have been usually linked to presidential elections' campaign or a new assigned responsible that needs to publish a pro-poor plan that would encourage political stability. With weak monitoring frameworks and lack of transparent data available, it has become very difficult to follow the implementation and effectiveness of such published plans.

Addressing housing and informal areas cannot be solved in few years, they require commitment to long term visions and accumulation of investments towards these visions. Without this commitment, it is shall be impossible to address such issues only focusing on quick wins and political successes.

6.5.1.2 The failure to learn from informal successes

Despite the lack of integrated plans within informal areas, it is beyond discussion that these areas have proven social, economic and functional successes. The internal codes and regulations guiding construction and social relations are resources full of learning potential. And even if these codes do not provide the best quality of living for inhabitants, they have at least provided an affordable alternative without needing the government support or subsidy. This in its own requires learning and acknowledgement.

It is also important to note that the social needs of people are often best met in areas they had created themselves. And the wide gap between our formal building codes, laws and regulations and the informal developments proves

the need to revise those guidelines to respond better to the real need and bring the formality closer to the market needs which shall increase their probability of being implemented more inclusively.

6.5.1.3 The lost link between housing and upgrading policies

It is also noted from the analysis that housing and informal areas have usually been approached separately. Although the relationship is quite obvious, housing production and informal upgrading remained unlinked. Now that the ISDF is within the MOHUC, there are better hopes to link the upgrading policies (proactive actions) and the housing policies (Preventive actions) and link to respond to the needs.

This also links closely to the previous item, as learning from informal growth in one location shall affect largely the housing policies, designs and regulations in the same location. Within the currently Egyptian centralized system, this is yet difficult to be achieved, however National policies can formulate the general guidelines and allow for some flexibility in implementation and design for various local authorities.

6.5.2 Resourcing for housing programs

6.5.2.1 Financial resourcing: The Housing problem is not predominantly a financial problem

Despite the fact that the Egyptian budget is facing a lot of challenges, one of the key lessons learned from informal areas is that the housing challenge in Egypt is not a financial one. The percentage of homeless people that cannot afford housing (formal or informal) is very minimal and can only be represented by people without shelter.

This can additionally be concluded from the number of vacant units, total investments in construction in informal areas and total investments in upgrading and relocation that could have been reallocated if prevention strategies were strategized⁴⁴.

44 The Upgrading of the most in need villages is also considered a parallel mechanism that results from failure of sectorial services provision and well informed policies.

Table 6-21 Housing gap in Egypt as of 2006

	Number of housing units
Needs for housing units *	8,814,764
Unutilised housing units (unoccupied – vacant)**	7,899,084
Housing gap if utilizing vacant units	(915,680)

* Formulated from Units needed for households living in marginal housing, Units required for new household formation, Units necessary for replacement of run-down stock (1% of existing units or households), Additional “reserve” units needed for residential mobility (8% of occupied dwellings)

**Source: Study of Current and Future Housing Needs in Egypt (2007-2022) based on CAPMAS censuses of 1996 and 2006

Additionally it is also noted through a number of interviews with MOP representatives and through official records that sectorial ministries are often not able to spend the allocated investment amounts either due to difficulty of tendering and implementation processes, or the needs to align other sectorial resources which are often not present. For example and as stated by Ministry Of Finance (2015), the 2012/2013 plan for social housing programme allocated 7.8 Billion EGP, where up to 31 march 2015 only 7.4 Billion were spent⁴⁵(Ministry Of Finance, 2015).

Therefore the public housing sector is not able to spend the allocated amounts despite the very poor monitoring mechanisms on the efficiency of spending. This is another example on urban management failures; as resourcing only recognises the financial resources and does not look into human, land and aligning relevant various sectorial resources. It is also needed to stress on the lack of coordination mechanisms that would save resources and ensure effectiveness of investments.

⁴⁵ Additional allocations for 2013/2014 and 2014/2015 were added.

6.5.2.2 Knowledge resourcing: Information-based decision making and open access data bases

One of the main challenges facing the Housing market and system in Egypt is the lack of accessible and reliable information. While doing this research, it was very difficult to obtain financial information and also M&E information. Even basic production and locations were very difficult to obtain.

The lack of accessible information is a national problem and it is believed that main reasons behind it is either feeling strength with locking in information or doubting the quality and viability of information. Ministry of Planning has an online monitoring system, however it is only accessible for certain governmental officials. It is however fair to mention the recognisable efforts MOP and CAPMAS are exerting to avail accessible information, however most of these are not geographically linked and does not support decision making or research analysis. National Urban Observatory (NUO) within GOPP is also exerting efforts to monitor urban situations, however the unit has been functioning on project-base.

An example is quoted from Sims and Abdel-Fatah (2015), where the “Study of Current and Future Housing Needs in Egypt (2007-2022)” estimated the future housing needs over the period (2007-2022) at a total of 7.5 million units, with average annual needs of 470,870 units. Meanwhile, the “Strategic Framework for Economic and Social Development Plans to Year 2022”, published by the Ministry of Planning in November 2012, estimated the annual housing needs over a five-year period at 684,500 units. It is quite normal in many other cases to have such conflicting estimates and the problem is that sectorial decisions are taken accordingly differently. In the housing sector -and other vital sectors- there is no one method of calculation.

It is observed that the government is not yet ready to publish data that clearly contradicts with other public data sources, which reflect a real need for data management system within various organizations that is linked to an integrated, geographically linked software.

It is believed that MOP is trying to achieve this within the annual plans new system, however this needs to be managed and scaled up significantly to various units and organizations and can be managed by the Information and decision making unit reporting to the Prime Minister.

6.5.3 Cross-cutting coordination: Revising Roles and responsibilities and coordination mechanisms

Since market forces are controlling most economic –and often social- aspects, it has become impossible for governments to maintain direct control over land and housing. As advised by Payne and Majale (2004) and Shawkat (2014) and Sims and Abdel-Fatah (2015), the government needs to step back and focus on its regulatory function and work on creating the enabling environment for pro-poor and equitable development. The effect of such regulatory role is far more effective that interfering with subsidies or direct provision.

If the government still focuses to supply housing production, Sims and Abdel-Fatah (2015) calculates the global investment requirements for new housing to 2030 to a minimum of EGP 1,108.2 billion in current prices, or roughly 66 per cent of Egypt’s Gross domestic product (GDP) in 2012/2013. This implies that the average annual investments needed to construct new housing amounts to EGP 73.9 billion and additional land costs for around 35,180 and the off-site infrastructure cost. This is to implement economy 90m² houses.

However, this has been advised to governments long years ago. Governments seems to tend to apply direct provision policies because they can see and measure easily the social return of investments and report on that. As seen from Mubarak housing project, the monitoring and reporting on the implementation of housing units was difficult but seen and counted.

It is important for governments to learn how to measure regulatory results and achievements to encourage using such more effective policies. This leads to the last conclusion and links the housing case study in Egypt to the research core: Result-based management in the urban sector.

It is also recognizable the improved roles of private sector in development, however it still needs better control and regularization. Also NGOs and CBOs have become very active, yet requires consolidation and visioning for enhanced effectiveness.

6.5.4 The need to shift to result-based housing and upgrading policies

From the overall analysis of the housing sector and the detailed study of cause and result in specific areas, it is proven that the Public housing policies in Egypt has been supply driven (or as previously explained in chapter 3, “activity based policies”). It is also proven that using these activity based policies were not able to achieve an effective change on the ground or address the housing problems efficiently.

It is however important to note that –from governmental perspective- this does not mean that housing programs failed. Mubarak housing program aimed at implementing 500,000 units and it did implement more than 600,000 units. From the supplier side this is success. However, this could have been true if the policy and targets were set correctly. The government low income housing programs shall aim at improving access to lower income groups for affordable housing. This is a result based goal only missing specific targets.

It is understandable that measuring results is more complicated than ticking out activities, however this is the only way to enable assessing the effectiveness and efficiency of policies and thus redirecting future decision making.

Using RBM would also shift huge investments in construction, overhead costs, direct and indirect subsidies to management, capacity building, and regulatory auditing, monitoring and evaluation costs. And shall at the end enhance the pro-poor support provided. NUO (2011) concluded from the analytical study of the housing market that : *“The current situation reflects "operation management" rather "management of change," which is increasingly needed to guide future growth and development due, in part, to a rapidly changing economic and social environment.”*

The Social Housing Law (Law 33 of 2014) mandates the Ministry of Housing to “propose, plan and release social housing projects, and supervise their implementation, to secure suitable residence for low income citizens and land lots for middle income citizens” The Law also provides for the establishment of an implementing body, the SHF, a legal entity whose executive director is nominated by the MHUUC. (Sims and Abdel-Fatah, 2015).

The new housing approach will be supported by the Affordable Mortgage Finance Program, funded by the World Bank as a pilot since 2009 and implemented by the Guarantee and Subsidy Fund (GSF /MFF)⁴⁶. This brings in more hope in term of finance policy, however and as reflected in the mandate above, the program still seems to be activity-based focusing on housing delivery.

⁴⁶ For more information on MFF, (www.mff.gov.eg)

Chapter 7: General Recommendations and Policy advise

The research has started with the overall theoretical umbrella of urban management and city prosperity. The theoretical review enabled defining the main analytical framework concluded to reflect on management system of urban sectors. The framework enables identification and objective analysis of main strengths and weaknesses of the systems, and provide specific recommendations to integrate efforts towards enhancement and efficiency.

Following the literature review, analysis was provided for the urban management within the Egyptian case in relation to prosperity indices. Further in-depth analysis was then conducted for the housing management and informality growth in various Egyptian cities. The defined measurement framework was applied to the in-depth analysis case and conclusions were drawn accordingly.

This part of the study will draw base on the conclusions of the general and in-depth case studies to provide application of the results, and define specific and general recommendations for the research. Additionally, this final part will present respond to the main research questions and summarize the achieved results.

The recommendations will start with general conceptual framework on the relationship between result-based management of the urban sector, and improved city prosperity. Following the general recommendations, focus will then be given to applying the research conclusions on the Egyptian case study and reflecting from the analysis into a recommended framework that would enable improved urban management and enhanced prosperity in Egypt. Finally, further focus will be given to the public housing sector in Egypt. Recommendations on this in-depth case study will formulate a proposed framework for enhanced result-based management of the sector.

7.1 Conceptual Practice Recommendations and theory contribution

In line with the subject significance explained in Chapter 1, and positioning this research within the ideological landscape of the critical urban theory, and within the scope of the research hypothesis presented in Chapter 4. This part of the recommendations, will reflect on the theoretical and conceptual recommendation drawn from the case study analysis.

Despite building the understanding for this section on the knowledge of the Egyptian Urban Management case, the recommendations are however given for a general perception of conceptual linkages between public sector result-based management and improved city prosperity.

In light of reflexive nature of the critical urban theory *explained as the disjunction between the actual and the possible*, the recommendations provided in this section be reflected from both the theoretical and practical lens. The concepts of critical urban theory additionally calls from using practice to feed in the theory (and not vice versa), therefore practical reflections will be illustrated first, then the contribution to theory will be highlighted.

7.3.1 National Urban development within global perspectives (Practice recommendations)

7.3.1.1. Defining the change “Results” on different levels

Within the study of the result-based management and from the practical lens that aims to apply conclusions from the analysis, the first step to achieve real change and equitable national development is to determine the change that is needed to be introduce or the result to be achieved according to a clearly defined national agenda. This agenda shall additionally identify and distribute the available resources and clearly set up the measurement and monitoring framework, and to continuously adopt the national plans/policies 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. From the first Habitat global conference, where very little recognition was given to the role of

urbanization, till the current development of the new Urban Agenda (Habitat III).

During this long route towards providing global guidance to urban development, an achievement is to be market within the definition of the post 2015 Agenda, where Sustainable goal 11 was defined for cities to “*Make cities and human settlements inclusive, safe, resilient and sustainable*”. This marks a key turn point towards the new urban and sustainable global Agenda. The targets defined for this goal are quoted in Box 7-1.

From the mentioned targets, it is clear that both the SDGs and the city prosperity wheel tool symbolizes the positive change a city might want to achieve and provides measurement indicators that supports the verification of the progress towards improving the prosperities of cities. These indicators can be either amended or phased according to certain cities or countries priorities and resources. Therefore Prosperity or sustainable target indicators does 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.

It is also worth mentioning that these global objectives and tools are developed inclusively with representation from various countries. During its recent Egypt Urban Forum, 2015⁴⁷, declaration was aimed to include various voices of stakeholders to the National Habitat III report and voice local and National messages to inform the new Urban Agenda. This process is doubled by numerous efforts of online discussion blogs and specialized policy papers to ensure a participatory and inclusive approach for defining the New Urban Agenda.

⁴⁷ <http://www.egypturbanforum.com/>

Box 7-1: Targets for Goal 11 on sustainable urbanization

- By 2030, ensure access for all to adequate, safe and affordable **housing** and basic services and upgrade slums
- By 2030, provide access to safe, affordable, accessible and sustainable **transport systems** for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons
- By 2030, enhance inclusive and sustainable urbanization and capacity for **participatory, integrated** and sustainable human settlement planning and management in all countries
- Strengthen efforts to protect and safeguard the world’s **cultural and natural heritage**
- By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct **economic losses** relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations
- By 2030, reduce the adverse per capita **environmental impact of cities**, including by paying special attention to air quality and municipal and other waste management
- By 2030, provide universal access to safe, inclusive and accessible, **green and public spaces**, in particular for women and children, older persons and persons with disabilities
- Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening **national and regional development planning**
- By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to **climate change, resilience to disasters**, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels
- Support least developed countries, including through financial and technical assistance, in **building sustainable and resilient buildings** utilizing local materials

Source: <http://www.un.org/sustainabledevelopment/cities/>

Accordingly, these global targets (SDS, City prosperity and similar indicators) provide the global guidance to sustainable development, this shall be reflected and contextualised in local context to fit additionally the various local needs and relevance within well managed levels of urban development. It is concluded however, that the city is the key level of development, where good management can indeed achieve aspired sustainable results.



Figure 7-1: The city is the level where the battle for sustainable development will be won or lost

Source: author

Similarly, the presence and development of a clear national agenda for courtiers’ development is therefore critical to provide equitable distribution of resources (both geographically and sectorally), build on strengths and resources, decrease risks and vulnerability and bring more focus on impacts and overall results. This shall be accompanied by strengthened local mechanisms and bottom-up approaches that communicates local needs, integrate and coordinate various sectors, document and share practices, and lessons learned, and are better enabled to manage on the ground progress and results.

7.3.1.2 Progressing towards results (tools and approaches)

Having defined the result that needs to be achieved, from the practical lens of recommendation, the research supports the waves requiring shifting paradigms from focusing on planning to enabling strategic management.

As explained in chapter 5, Bishop and Williams (2012) challenges our preoccupation with long-term strategies and master plans and questions our ability to achieve these in the face of increasing resource constraints and political and economic uncertainty. Accordingly, this does not respond efficiently to the fast changing reality on the ground leading to the failure of the development plan to efficiently achieve the aspired developmental results and thus the decreased provision of adequate public services and infrastructure.

Additionally, in their latest vision to the changing world, (O'Donovan and Flower, 2013) explained that what is necessary today is a strategy that breaks free of static plans to be adaptive and directive, that emphasizes learning and control, and that reclaims the value of strategic thinking.

From the analysis throughout this research, it is confirmed that a compensating shift in the planning-focused paradigm needs to be applied.

It is therefore 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.

This is accompanied by the shift in the role of the Governments from direct service provider to a more effective visioning, regulatory and monitoring role. By doing so, the government would focus on tools that support pro-poor and equitable policies implementation and the monitoring and adjustments of these policies. As inspired early by (Mintzberg, 1994), the role of the planner –or the government- shifts from deciding the strategy to serving and contributing around the strategy making process and acts as the catalyst that support strategy making.

It is additionally important to track down the change in various sectors separately, but also to look into the relationship between those elements towards complementing each other and affecting the change required. 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.

7.1.1 The paradigm shift (theoretical lens)

Within the current debate of the role of urban planning in the neoliberalism ideology, it might be of a benefit that Egypt has still not fully adopted the strategic Management planning methodology. While the research has proved the need to shift focus from rational and collaborative methods to a more managerialism method, it is additionally timely to position Egypt in the core of the ideological discussion and identify the current potentials to adopt a more *prosperity oriented model*. The research analysis had led to identify the importance of the methodological means of neoliberal management, however the roles and planning end (Humanistic premise of planning) shall lean more towards postmodernist group interest; identified by the research as improved prosperity.

The research analysis and conclusion have therefore led to the recommendation of supporting the shift from from neoliberalism to monetarism. This is specifically related to the fact that open markets, within neoliberal contexts, have failed to provide equitable distribution of socio-economic benefits of urbanization. Accordingly, it is the government role to interfere in setting equitable objectives and monitoring the overall system progress towards these objectives using social capital and effective management tools.



Figure 7-2: Conclusion for the ideological approach to a system that is able to achieve real change to inclusive communities

Source: Author

Governments are to utilize the private market institutional and operational capacities to include privatization objectives within the benefits of the general population. It is also seen promising that the government utilizes efficiently the public resources (land, financial, and regulations) to provide incentives for various actors and direct their contribution to the process of progressing towards the defined inclusive objectives.

7.2 General Case Study Recommendations: Result Based Urban Management Strategy towards Improved City Prosperity in Egypt

Reflecting on the overall urban management system in Egypt and the conclusion drawn in chapter 5, It was concluded that the urban system in Egypt still focus on the planning stage and has not yet endorsed an integrated management approach. Additionally, the planning system in itself is suffering from further fragmentation of responsibilities and weak coordination of efforts misleading the accumulative progress towards results. It was also observed that regardless the NUO efforts to design and measure urban indicators, the use and spreading of such indicators remained very limited and they were never used for policy advice or decision making. Therefore, real testing of policies and decision were never accurately conducted or communicated.

It was difficult to frame the recommendation clearly on the general case study level because of multiple factors that can be summarized below:

- Highly centralized system makes it challenging in the current years to focus on city based management.
- The current fragmentation of roles and responsibilities present a great challenge towards enabling management and coordination of a well formulated Result Based Management National Urban Framework
- The lack of a clear M&E system avails little chance for integrated policy advice based on multi-sectorial analysis and verification.
- The weak capacities of human resources in the public sector brings a challenge for a proposed system that depends on multiple management skills.

However, it remains important to draw a framework and vision that incrementally change the operation of the Egyptian government from the activity based planning and reporting to a more result based management mode.

Figure 7-3 aims at describing this vision, where current institutions and laws are being used with few changes in main roles and coordination provided. The main components of the vision will be briefly described below.

7.2.1 Institutional Relations

To enable orienting various urban objectives, an overall organizational umbrella is needed. This is applicable in the Egyptian Example through the **Supreme council for planning and urban development** which now functions within a limit effect. This council is empowered as explained in chapter 5, but requires more supporting regulations to coordinate the overall national planning process, combining both spacial strategic planning and socio-economic funded plans.

This SCPUD is proposed to supervise three main sub-committees:

- **Central Planning committee:** Responsible for coordinating strategic and socio-economic/ sectorial plans on the national regional and local levels, led by the Ministry of Planning with strong representation of Ministry of housing.
- **Development, Implementation and Operational Management committee:** Responsible for managing operational issues and supporting coordination of implementation, financial management and integrating activities (not necessarily direct implementation but monitoring implementing stakeholders). This will be led by the Ministry of Local development.
- **Monitoring and Evaluation Committee:** Responsible for the data compiling and the measurement and verification across various indicators. This committee will be the main advising organization to the council for policy advice (through testing) and providing sectorial progress financial and technical reports. This committee shall be led by CAPMAS and formed of representatives from NUO, MOP and

key sectorial experts, in addition to financial management experts on both central and local levels.

Below the SCPUD and sub-committees, implementing agencies will then operate according to the coordinated National objectives/ strategies.

Lower Level Public Management will be responsible for the bottom up approach and feedback from the ground, as well as spacial coordination of activities and interventions. Collecting Monitoring data from the ground and site management will also be conducted through the local public management sector and their capacities shall be built accordingly.

Private sector and Local communities will have active roles in implementing projects according the provided policies and regulations, and will play additional monitoring support roles through well connected platform managed by the SCPUD operational committee.

7.2.2 Urban Planning and Management levels

The Proposed Framework is built on the current levels of planning, however more focus should be given to city level management. The main plans are described below:

- **National Trend (SCPUD):** 10 years targets with 4 revisions. These targets include strategic national objectives and linkage to global objectives.
- **Regional Investment Program (Economic Region +GOPP Regional office):** Defines main regional projects (Beyond the governorate scope) that building on comparative regional potentials and have 5 years target with annual M&E and redirecting.
- **Governorate Strategic Plan (Governorate with Ministerial sectorial representation)** Identify main investment opportunities (3 years with annual M&E and redirecting)
- **Local sectorial services plans (City/Markaz):** These plans are guided by the overall governorate vision and also the bottom up community, private sector and NGOs ideas and proposals. This scale is also where the city prosperity objectives are more linked. Sectorial authorities represented at the city levels shall work together (through the city

executive committee) to ensure the alignment of sectorial development and service project with each other towards improved city prosperity.

Local representatives from the M&E committee will support the directing of city level policies and decisions according to improved city prosperity; defined by standard and extended indicators. Standard indicators will be used for national and global comparison, while extended or specific city indicators shall be used for specific monitoring of certain elements relevant to the city⁴⁸.

These plans shall be conducted on annual basis with quarterly internal review and half year full review.

It is important to note that this framework is a deductive recommendation based on the initial analysis of the urban management system, as advised in the housing sector case, these frameworks shall be developed inclusively with various development partners to ensure capturing of potential roles and avoiding duplicating or overseeing a key role.

7.2.3 Result based management towards multi-level goals

It is important to note also the hierarchy of goals and objectives relevant to the management and planning level. These objectives shall serve both aims to enable monitoring internal progress in addition to ensuring regional and global competitiveness.

7.2.4 Building capacities and Management coordination mechanisms

Although the offered framework may reflect hierarchy of plans and responsibilities, it remains a challenge to ensure the integration and complementary roles within the current public sector capacities and legal base. MOPMAR needs to put in place a well-defined updated capacity building plan for the public sector on its various sectors. The plan should be closely linked to the functions and expectations from various organizations.

Additionally, revising the main roles for various institutions and clearing the tasks would simplify (on the medium and long terms) governmental institutions availing more resources for functioning departments and thus enabling attracting higher profile employees.

⁴⁸ Such as creating a specific index for a heritage city for heritage preservation or increased tourist visits, etc.

A gradual development plan towards decentralized decision making shall go in hand with the capacity building component and a detailed verification plan shall be put to measure the enhancement of public sector management and functional capacities.

On the long term vision, more focus shall be given to the city level operational management directed by the National and Regional visions and guidance.

Figure 7-3 illustrates the proposed framework that would support the transition of the current urban management system in Egypt to progress better towards prosperity and sustainability results.

7.2.5 Building on existing efforts

Despite the complex urban set up, the Egyptian government recognizes the challenges of its developing sector. It is important in relevance to the research to point out key efforts spent by the Egyptian government to overcome the challenges and how to build on those initiatives within the proposed framework.

7.2.5.1 Egyptian Urban Observatory (NUO)

As explained by Sagheer (2011), The first scientific symposium on urban observatories for the Arab States was held in Egypt in early 1998 under the auspices of the General Organization for Urban Planning (GOPP). In 1999, the GOPP was charged with preparing the urban indicators to Egypt, and in 2001, the Arab Urban Development Institute in collaboration with the United Nations program of technical support Tanta to create its urban Observatory unit.

In 2008, according to the building law, the GOPP was granted responsibility for the development and updating of the urban indicators in coordination with the information centres at various levels.

In the 2009 the Minister of Housing, Utilities and Urban Development issued a decree for the regional centres for Planning and Urban Development of the GOPP to establish urban observatory units in each regional centre.

The NUO – established within the General Organization for Physical Planning (GOPP) – coordinates among all agencies concerned with urban development processes in the collection and analysis of data necessary to

prepare urban indicators. A key mandate of the NUO is to provide all relevant data and urban indicators to decision and policy makers responsible for preparing and formulating national urban development policies⁴⁹.

As explained in NUO (2011), NUO “is not just a depository of information, but is a think tank that is able to use resources within GOPP, Egypt and abroad to produce profound analyses, and suggest applicable recommendations”. NUO has transformed from a unit within GOPP to a Directorate to enable performing this important role, however is it not yet clear weather these units are capacitated to inform policy in various units yet.

7.2.5.2 RBM Project

The other very important effort was the introduction of the RBM unit within the Ministry of administrative reform (currently within the MOP). This project was implemented by UNDP in Egypt and the project goal was:

- 1- To support the Ministry of State for Administrative Development (MSAD) in developing and finalizing a Multi-year Strategic Results Framework and Annual Workplan (with Impact, Outcome and Outputs level results and associated performance indicators and targets);
- 2- Streamline/improve RBM processes and removing technical hurdles to RBM application in the Ministry;
- 3- Develop a Programme and Operations Manual outlining results-based procedures in programme/project management as well as operations.

Information on the evaluation of the project was difficult to access, however the effect of the unit on national planning will be addressed in chapter 6.

⁴⁹ <http://163.121.56.10/marsd.htm>

7.3 In-depth Case Study Recommendations: Result-based Housing strategy towards improved access to affordable housing

After briefing on the conclusions from analysing the housing sector in chapter 6, this part shall reflect on the specific recommendation of this research. This will be offered through a suggested result based framework for the Egyptian housing system. This framework represent the reflection of the conceptual paradigm shift proposed by the research. Since the existing housing system in Egypt is not leading to controlled informal growth or improved housing conditions, this part will recommend a theoretically based proposal for a more effective and efficient management structure. This framework is built on the main gaps identified by the in-depth analysis conducted in the second part of the research. It also uses the main elements of result based management and the measurement indicators of the city prosperity.

Based on the linkages and conceptual understanding of the literature review, and analysis of various elements of Housing management in Egypt, the following logical framework (Table 7-1) applies the recommendation for the in depth housing sector as an incremental approach to reforming the housing sector utilizing result based policies and aiming at achieving real on the ground change, enabling enhanced access to affordable housing and better control of informal growth.

7. 3.1 Participatory Program design

Once you decide on the change, and set up the basic RBM framework, it is very important to first conduct inclusive workshops with stakeholders and avail a participatory planning exercise to take place. This exercise aims at:

- Building trust and transparency with various stakeholders and creating a platform for communication, feedback and knowledge sharing
- Complete the baseline and data verification method information with relevant stakeholders
- Organize sub-groups of common activities and targets

- Share responsibilities and accumulate achievements
- Assess the availability of resources (Inputs) to estimate realistic objectives

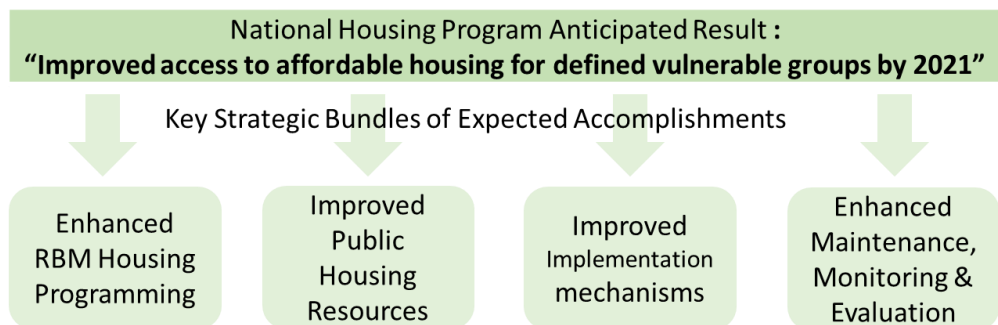
7.3.2. Creating Strategic bundles

In order to endorse the coordination and management mechanisms of such programs, it is important to start creating strategic bundles from the main outcomes or Expected Accomplishments. Based on the analysis expressed in Figure 6-24, the main bundles could be formulated as follows:

- Addressing efficiency of new land and housing
- Improved knowledge based decision making and monitoring
- Improving access to housing finance for vulnerable groups
- With two main cross cutting elements; Capacity and institutional building, and Legal and regulatory framework reform

These key bundles were transformed then into four sets of programme expected accomplishments, which are shown in the figure below.

Figure 7-4: Key expected accomplishments envisioned for the Egyptian housing sector



Source: Author

These expected accomplishments are then translated into a number of outcomes that shall integrate to achieve the envisioned accomplishments which in turn formulate the progress towards the overall result.

The outcomes and activities were derived from the presented analysis filling in the main gaps in the analysed housing programs. Within the logical

character of a result-based matrix explained in Chapter 3, these sets of activities and outcomes shall be checked in multiple stakeholders' meetings to ensure that they are integratively sufficient to achieve the defined result. Furthermore, once the program is in operation, applying the monitoring and verification could lead to recommended revisions and changes in the original work plan, the reason why the general framework is to be translated into an annual work plan flexible enough to respond to any required changes.

7.3.3 Phasing work plans and grouping task force

It is clear from the proposed sample of Result Based framework, that key activities serve multiple objectives and have wide effectiveness effect. These activities are mostly of human enhancement, or research analysis nature. As clear from the table, and was reflected by the city prosperity wheel, urban governance and legislations do lie at the hub of the wheel. Most outcomes depends on enhancing the effectiveness of laws, regulations and governance structures and therefore, trials to address the housing challenge without focusing on the policy and laws behind would remain inefficient and very costly.

It is therefore of key importance during the program planning to organize and bring together task forces that would conduct key activities serving multiple objectives. These tasks could be phased at the beginning of the program implementation to ensure benefitting from their results during later phases of the project.

7.3.4 Narrative, proxy and numerical result based Indicators

As seen from the proposed RBM framework, measurement indicators needs to remain -as much as possible- result based indicators. This is to ensure that the verification is conducted on results and not activities. This is can be supported by some quantitative checking on conducted activities and financial disbursements, but always from the lens of contribution to results. This does not necessarily have to come at high costs, some proxy indicators are based on simple observations and documentations. An example from the recommended framework, is noting the changes in housing policies to support the accessibility to housing, which indicates the regulatory framework improvement.

This is of course beside narrative indicators that could be conducted as part of research objectives conducted by universities or research organizations.

It is very important to include the measurement of indicators during the budgeting process and to identify whether this will be achieved locally within the project or externally through National Urban Observatory or other M&E organizational tool. The definition of final effective and practice indicators shall be conducted by the responsible authority in close coordination with the monitoring agency (suggested to be led by CAPMAS) to ensure the effectiveness of the indicator and the availability of budget and resources to measure it by the required frequency. Moreover, baselines and targets needs to be detailed according to available (or conducted) assessments and in relation to availability of resources to achieve the targets in the defined intervals, using the available resources, and well aligned with other general plans and monitoring framework on the national level.

7.3.5 Risk, assumptions assessment and mitigation

An important element that was not cleared in the table above, but should be considered during the program formulation is the risk/ assumptions assessment. As explained in chapter 3, it is essential to identify risks relating to activities and objectives and define mitigation measures for high and medium risk factors with potential effect on the project progress and results. These factors should also be revised alongside the M&E task to ensure their measurement and mitigation.

7.3.6 Measurement, verification and redirecting

After the operation of the program, the key tool of measurement and verification of progress towards result shall remain in focus. Although it is advised to have this monitoring entity outside of the implementing partners, it is also very important to include committee members from various implementing agencies to ensure the correct messaging and reasoning of progress and indicators. This measurement unit shall remain close to decision makers and inform policy and future programming of housing and other programs. Revision of National Programs shall be conducted periodically to ensure benefitting from the efforts conducted and knowledge based redirecting.

Table 7-1: Conclusion of the in-depth analysis recommending Log-frame to a comprehensive approach addressing the Egyptian housing sector

Result /Change : Improved access to affordable housing for vulnerable groups by 2021								
EAs	Main Outcomes	Activities (Examples Listed)	Performance Indicators	Baseline	Target (Year/ value)	Responsible	Consulted/ Informed	Means of verification
Enhancing Planning (Horizontal and Vertical)	Improved data base and identify indicators of progress	Support NUO to test the identified indicators and create an open access database	Number of indicators identified and tested % of data available as open access	2 0/2016	4/ 2018 100% /2018	MHUUC (NUO)	Local Information centers GOPP (strategic Plan) Sectorial Ministries	Reports , online open access website
		Define taskforce from NUO regional offices to collect and update data	Number of active offices Frequency of reporting Quality of reports produced	0 active offices	7/2020 Annual report			Reports, structure , policy changes
		Annual production of main cities urban / housing indicators	Number of reports presented Number of policies affected	1 /2011 0/2016	4/2020 4/2020			Annual reports
Enhancing Planning (Horizontal and Vertical)	Improved current occupancy rates and building conditions (utilization of current stock)	Data bases and analysis of all ownership, taxing and registration systems, occupiers unions	Reports including Main issues identification disseminated	0/2016	3/2018	MHUU C	Registration offices (MOJ) Target communities / data collection	Reports
		Policy Paper on possible reform of these laws from an integrated socio-economic perspective	Number of policy papers, committees and policy changes resulted	0/2016	4/2018 2 /2020	MHUU C	Sectorial ministries Higher council for planning	
	Improve housing Supply and efficiency	Study various approaches to cost reduction for construction and land	Number of innovative solutions % of cost reduced/ innovation Number of solutions adopted/ implemented	0/2016 0/2016 0/2016	5/2018 8/2020 25%/2021 12/2020	HBRC	MHUUC NUO, GOPP Private sector University/r research	Site visits Budget analysis
		Detailed analysis of involvement of private sector and CBOs, revolving housing funds, inclusive access to finance, etc.	Number of innovative partnerships created % of increased access to housing finance	0/2016 0%/2016	20/2020 25% /2020			MOHUUC, MOSS, NUCA
	Improved access to sustainable communities and job opportunities	Improve detailed planning and zoning processes	Number of approved plans	2/2016	20/2018 80/2020	MOHUUC	Registration offices (MOJ), survey authority, GOPP regional offices, GOPP, MoA	Authorized detailed plans
		Enhance implementation of spacial planning by linking to socio-economic plans	Number of integrated plans Percentage of implemented spacial project	0/2016 20%/2016	70% /2020	SCPU D	MOHUUD, MOP, local governments , sectorial ministries	Land use plans, local reports

EAs	Main Outcomes	Activities (Examples Listed)	Performance Indicators	Baseline	Target (Year/ value)	Responsible	Consulted / Informed	Means of verification
Improving Resourcing	Enhanced personal and institutional capacities of housing sectors for various central and local levels	Training programs on operational management	Improvement in implementation and operation %	50-70%/2016	90%/2020	MOPMAR	MHUUD, local governorates and cities	Training assessments, reports, site reports
		training programs on financial management	Improved financial reporting and disbursement	50-70%/2016	90%/2020	MOPMAR, MOF	Sectorial ministries, local government	Training assessments, budgetary reports
	Improve clarity of distribution of roles and responsibilities of various stakeholders	Revising the roles and responsibilities of various actors within the housing sector and legal reflections	Policy papers Laws changed # of roles separated / identified	0/2016 0/2016 0/2016	8/2020 3/2020 5/2020	SCPU D	Sectorial Ministries and organizations, Parliament, community	Policy Papers, draft laws, ministerial decrees
	Improved housing funds mechanisms and budget allocations effectiveness and efficiency	Improve Capacities of data basing and Monitoring mechanisms	% of non-target beneficiaries eliminated	40%/2016	90%/2020	MOHUUC (Housing dept.)	MOSS, local government, information centers, local communities and NGOs	Database, reports, news, analysis
		Define and create database for vulnerable target group and access to housing funds	% of vulnerable target increased Database created	20%/2016 0/2016	60%/2020 1/2020			
	Improved legal and regulatory resources	improved operational management laws and regulations	Number of Laws improved	0/2016	3/2020	SCPU D	Sectorial Ministries and organizations, Parliament	Policy Papers, draft laws, decrees
	Improved access to services land	Compile studies and test approaches	% of improved access to affordable services land	20%/2016	60%/2020	SCPU D	Sectorial Ministries, MHUUC	reports
Implementing	Implementation rates and quality improved	Integrated Programs to improve implementation management	# of integrated implementation units/committees % of implementation /plan	60%/2016	90%/2020	Local gov.	Sectorial Ministries, MOPMAR, MHUUC	Site reports, sectorial achievements
		Maintenance of urban areas housing and infrastructure improved	Address inner urban areas and city cores	% of building in bad conditions % of enhanced infrastructure in inner cities	30%/2016 20%/2016	10%/2020 60%/2020	Local gov.	NUH, MHUUC, MOP, NGOs local community
	Compile M&E of all sectors and feedback agencies		Number of changes processes according to M&E Number of updated indicators	0/2016 0/2016		NUO	Sectorial Ministries, NGOs local community	Reports, analysis

Source: Author

7.4 Research Reflections

After having reviewed the literature addressing the main objectives in part I, and analysing the case studies and drawing main conclusions and recommendations, this section finally reflect on the identified research questions and objectives and recommends areas of further research.

7.4.1 Main Reflections and limitations for the research process and results

The research main analysis aimed at the descriptive comparison of activities and results within complex situations. The improved access to affordable housing in the case study is logically directly related to decreased informality. However there are a number of other factors affecting informality in Egypt, which might interlink with the main analysed factors. It was additionally, difficult to obtain data that enables accurate monitoring of investments and housing units implemented in a certain city along the years, and the growth of informal areas in the same city and same years. This had to be replaced by detailed in depth analysis of various policies and results on both national and city scales.

The research therefore based on crossing both quantitative analysis (financial efficiency, resourcing, investments' distribution structure, number of implemented housing units, percentage of informality growth, costs of formal and informal housing units in various locations, affordability) and qualitative analysis (laws and regulations, building conditions, human resources capacities, target groups).

7.4.2 Answering research Secondary Questions

Having adopted the grounded approach and built the inquiry of information gradually, the research has answered the main questions defined at the research initiation stage.

To enable answering the main research questions and understanding potential analytical framework, the research reviewed literature related to the main elements of study.

Chapter 2 of the research explained various notions of prosperity, and the reason behind focusing on city prosperity within the fast global urbanization and increased importance of cities. The chapter had also reviewed the main indicators of the city prosperity tool and how it is affected by various socio-economic, environmental and governance situations.

Chapter 3 of the research explained the main concept of urban management. The chapter explained the need to shift focus from planning to management to cope up with the fast changing urban context and difficulty to predict long term situations. It has also explained the main elements of urban management from a process and actors points of view. Urban management process was identified by main elements which are: Planning for urban development, resourcing and budgeting, Developing, operating, Maintaining, Monitoring and Evaluation, and coordination (cross cutting). As for the actors; the chapter has explained the main actors contributing to the urban management, namely: Formal sector and Private and civil society. The relationship and roles of these actors were also analysed.

The chapter also illustrated the main concept of Result based management, and how this tool enables management of towards real change and enabling measuring and verification of this change.

The following part will brief answers of the main and secondary research questions throughout the dissertation.

What are the main input-factors controlling the urban management system in Egypt? (Governance, stakeholders, legal, financing and institutional)

This question was responded to in Chapter 5 of the research. Chapter 5 explained the Egyptian urban management context and elements through illustrating the identified elements of urban management (defined previously in chapter 4) within the Egyptian context. Preliminary conclusions were drawn from this analysis on main weak points within the Egyptian management process and system.

What are the processes related to the ability for achieving resulted prosperity?

Having analyzed the main elements and indicators of prosperity and the urban management system, it was concluded that not only the plans affect prosperity, it is more of the integrated system of management that can influence prosperity and cause real change. Despite the activity based plans, that might not lead to the best change, if plans are not well implemented, monitored and evaluated and well managed, they can not lead to enhanced prosperity/ Result.

Can result based Management lead to better match between needs, investments and results?

From the literature review and deducted conclusion, this question is confirmed. Creating and managing good result oriented frameworks increases the possibility of achieving results and enhancing efficiency and effectiveness of resources.

Can RBM improve the performance of the housing sector in Egypt and support decrease growth of informal areas?

Having in depth analysis of the housing and informality sector in Egypt, and through multiple interviews with official from MOPMAR, ISDF and GOPP, main challenges facing the Egyptian housing sector were identified. All the identified challenges can be significantly improved

through introducing and enabling a well-planned RBM program to the housing sector. Chapter 7 summarized all the conclusion and recommendation of the Egyptian housing sector and proposed a Result based framework that illustrated the key changes that can be achieved through utilizing such management tools.

What are the main hindlers within the Egyptian urban development approach to achieve improved city prosperity?

Reflections on the key recommendations for the wider Egyptian urban development were explained earlier in chapter 7, where Result based urban management strategy towards improved city prosperity in Egypt was reflected. It was identified that improving the prosperity of Egyptian cities shall be incremental and shall be planned in phases starting from existing management structures and capacities then incrementally shifting towards result based management and best utilizing measurement tools such as the city prosperity tool.

What are the main specific and generalised policy recommendations? (Legal, institutional, financing and processes)

As explained in the chapter earlier , Section 7.1 provided generalised research conclusion and recommendations. The Chapter explains the importance of shifting the urban planning paradigm to a more flexible management paradigm. It presses on the importance of the city in defining the future sustainable development Agenda, and the importance of enabling tools to manage this development towards improved living conditions and prosperity. It was additionally recommended to enable management on the city scale, where global targets and indicators meet bottom-up initiatives and aspirations.

Sections 7.2 in this chapter had then drew on main conclusions of the overall Egyptian Case study, which was also briefed in the conclusion of chapter 5. The main message from the Egyptian urban management has been the importance to bring more focus towards aligning development efforts and revise the currently fragmented institutional and legal systems. This was also reflected in a proposed framework suggested in Figure 7-3.

Finally, section 7.3 drew on specific policy recommendations for the Egyptian housing sector, beside the main framework suggested in Table 7-1/Figure 7-3, the main specific recommendations can be summarised as follows:

Importance of having a Participatory, inclusive Program design lead by an overall umbrella (Supreme council for urban development)

Creating Strategic bundles of key interventions (Capacity building to enable operational and financial management – Legal review and reform for rental, tax laws, detailed planning and affordable access to services land – pilot interventions and testing of enabling inclusive sustainable communities)

- Importance of including other financial resources and enhancing equitable access to housing finance especially for the vulnerable urban poor.
- Phasing work plans and grouping task force
- Narrative, proxy and numerical result based Indicators
- Creating clear and pragmatic Risk, assumptions assessment and mitigation
- Key importance of having Measurement, verification and redirecting (Can be within the National Urban Observatory Units)

7.4.3 Answering the research Main Question

Why isn't Egyptian Urban development management leading to better city prosperity?

Through detailed descriptive analysis, the research was able to answer the main question and provide additional conclusion on how to address it. The reasons why the Egyptian Urban development management is not leading to improved prosperity can be summarized as follows:

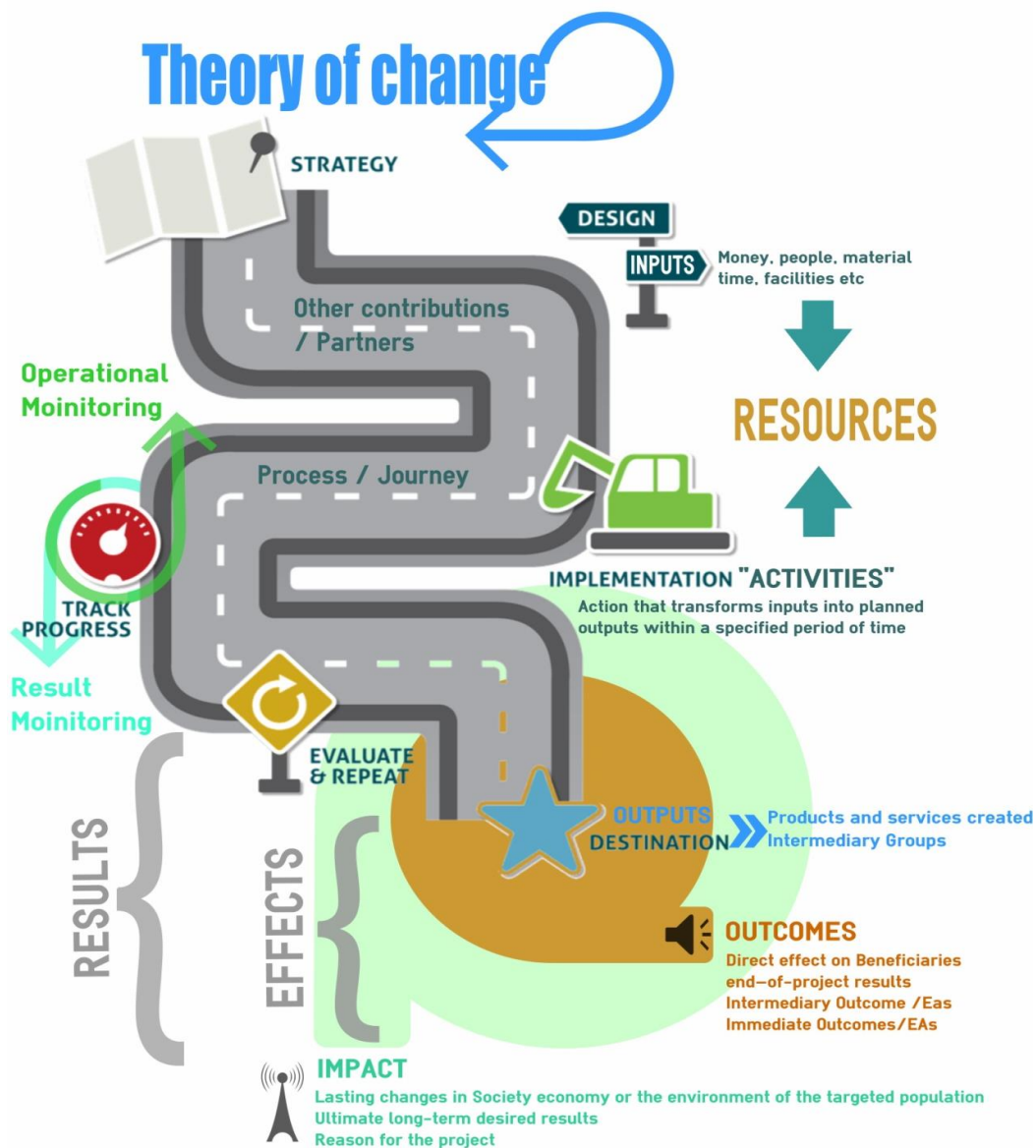
- There is no clear urban development management system in Egypt, the urban development sector focuses on activity based interventions and plans.
- There is a wide gap between planned interventions and on-the-ground implementation, accordingly, even if those plans were result oriented, change is not expected to happen on the ground.
- Weak Monitoring and evaluation urban system that does not measure effectiveness of policies applied
- Fragmented roles and responsibilities and laws managing urban development
- Un- efficient of distribution of land and financial resources.
- High centralization and weak management capacities on the local levels.

7.5 Recommendation for future research

This research has identified the main urban management tools that would enable enhanced city prosperity. Further research could address the following:

- Comparable analysis of governments operating under neoliberal operation and another applying monetarism approaches.
- Comparable analysis of RBM application in the private and public sectors.
- Analyse the detailed requirements and phasing that enables shifting the public management sector to result based and the subsequent financial and substantial results.
- Explore in-depth the required legal and institutional reform to support operation of the RBM tools effectively.
- In-depth analysis for other City prosperity indicators and specific indicators for the Egyptian cities to support monitoring of the progress of Egyptian cities within defined achievable targets in the Egyptian context.
- Cause-effect analysis of the relationship between housing and prosperity in various cities.
- Identify other result-cause relationships (beside housing and informality) and analyse the effect of management structures

Annex (1) Theory of Change graphical representation



Theory of Change

Source: Author based on (Muraguri-Mwololo, 2014), (Hivos International, 2009), (Habitat, 2014) and (SDC, 2011). Graphics format from (<http://bitmap2lcd.com/blog/?tag=scalable-vector-graphics>)

Annex (2) Examples of Analysis methodologies⁵⁰

The problems and their interactions in a given situation must be understood. Information from the assessment is analyzed and, if needed, completed using the relevant methodology and tools

Problem identification involves:

Stakeholder analysis, including preliminary institutional capacity assessment, gender analysis, and assessment of the needs of other vulnerable groups.

Problem analysis – establishing a profile of the main problems, including cause-effect relationships.

1. Stakeholder Analysis

The first part of the situation analysis is the stakeholder analysis, which provides an overview of:

- A. The actors (organizations, groups, individuals) that are directly or indirectly involved in or affected by the project to be planned;
- B. The interests, expectations, potentials and possible resistance of these actors.

⁵⁰ United Nations Educational Scientific and Cultural Organization 2011. Results Based Programming, Management and Monitoring (RBM) approach as applied at UNESCO. *Results - Based Management (RBM) Manageing and accounting for results*. Paris: Bureau of Strategic Planning. and ICRC 2008. Programme/project management: The results-based approach. and Muraguri-Mwololo, R. 2014. *RE: Results Based Management (RBM) Workshop*.

Tool: Stakeholder Analysis Matrix

This tool allows the analysis of different categories of stakeholders according to different criteria.

1. List potential actors and try to find useful categories, such as

- A. beneficiaries, users, target groups
- B. donors, executing organisations, partner organisations
- C. actors to be consulted or informed
- D. opponents: actors who will be negatively affected by the project.

According to the specific necessities of the case the categories might have to be further divided into sub-categories.

2. Agree on useful and relevant criteria for analysing these categories of actors such as their relevance for the project, their potential to contribute to solutions and the resistance which might be expected.

3. Facilitate the analysis.

Actors	Relevance interests, expectations of actors	Potentials of the actors to solve problems	Resistance to be expected from actors	Comments, possible solutions
Beneficiaries				
Donors				
Partners				
Opponents				

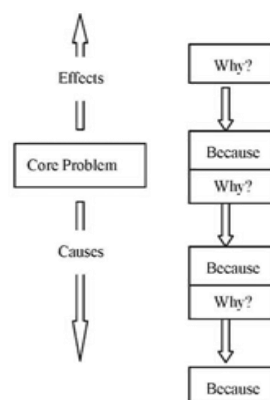
2. Problem Analysis

A problem is a matter or situation regarded as unwelcome or harmful and needing to be dealt with and overcome. Problems are neutral descriptions of concrete negative situations and should not be confused with the absence of the preferred solutions or a lack of money. The purpose of the problem analysis is to

- Develop a common understanding of the main problems that the project should help to solve.
- Make visible the cause-and-effect relationships between the problems.

Problem analysis using the problem tree

The problem tree is an analytical instrument that is very suitable for participatory problem analysis in workshop settings. This analysis is based on simple, linear causality and identifies the causes and consequences of problems. Although this linear logic is opposed to the principle of interdependent causalities used in systemic thinking, it is precisely this simplification, which makes this instrument suitable for participatory workshop settings. Depending on the situation, analytical tools that



delve deeper like PRA instruments, mind-maps or SEPO/SWOT analysis may be needed.

Steps

- A. Identify or re-confirm the so-called **core problem**. This generally has emerged during the project identification process.
- B. Identify the direct causes of the core problem. Arrange them below the core problem on the pin board. Step by step, participants look for the causes of these causes, and the analysis is thus continually refined.
- C. Identify the effects of the core problem. Place them above the core problem.

Hints

- The problem-tree analysis focuses on problems related to and felt by people. Sometimes it is helpful to state the stakeholders that are affected by a specific problem.
- Solving problems is a driving force for change, tapping potentials another.

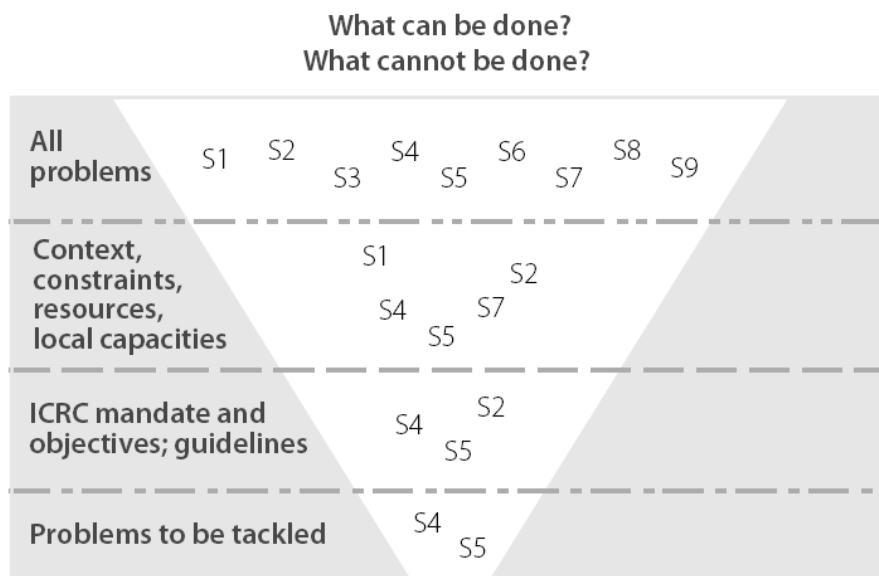
Step 2: Visioning

This second planning step consists of developing a common vision for the future and defining possible objectives. The guiding questions are: What is our vision of the future? Where do we want to be in 5 or 10 years? What do we want to achieve?

There are various methodological possibilities available. Here we limit ourselves to converting the “problem tree” into an “objectives tree”. Both “trees” are part of the original LFA methodology.

Steps

- A. Reformulate negative conditions of the problem tree as statements (objectives) that are desirable and realistically attainable.
- B. Check the links between means and objectives to see whether they are valid and complete.
- C. Improve the definition of the objectives. If necessary, formulate additional objectives to achieve the level of objectives above.



S = Solution

Filtering the objectives

Strengths

- It creates a common understanding of the future situation when the identified problems have been solved.
- It highlights the logical links between objectives (links between means and ends).
- It reveals possible alternatives or different options for the project.

Step 3: Alternative Approaches

The aim of step 3 is to identify different possible project approaches and to agree on the most appropriate one.

Steps

1. Establish the possible means-objectives chains on the objectives tree. They might become the project approach.
2. Circle and label the different means-objectives: e.g. training, production, infrastructure, integrated approach, etc.).
3. Assess the different approaches using specific criteria and select an approach. Assessment criteria could be:
 - Chances for success
 - Available competencies

- Sustainability
- Social compatibility
- Political acceptance
- Costs/benefits
- Available means
- Appropriate technology
- Institutional capacity

Remark: The process described above with the three steps Problem Tree, Objective Tree and Alternative Approaches structures the planning process from the perspective of deficits and not from the perspective of opportunities. Successful projects bring into play existing strengths and potentials of the stakeholders, and they look for and take up promising opportunities.

Step 4: Project Strategy

The better and more carefully the preceding analyses have been carried out, the easier it is to develop a coherent project strategy. The LogFrame depicts the causal links between the interventions and the expected results. It makes transparent which assumptions the cause-effect hypotheses are based on and how the success will be measured.

The LogFrame Matrix

		Hierarchy of Objectives	Indicators	Means of verification	External Factors (Assumptions)
Service delivery products	Effects	Impact	Impact Indicators	Source of Information	/
		Outcomes	Outcome Indicators	Source of Information	Assumptions
		Outputs	Output indicators	Source of Information	Assumptions
		Activities	Resources Inputs		Assumptions

The process of designing the project using a LogFrame is done in several steps:

1. Hierarchy of objectives or results-chain: Define the chain of cause and effects between activities, outputs, outcome and goal.
2. External factors: Assess the external factor – often risks – that are likely to influence the project. They are formulated as positive assumptions.
3. Indicators and means of verification: Define the indicators and sources of information to measure the success of the project.
4. Resources: Determine the means necessary to execute the project and define the timetable, the project organisation, as well as the project management methods.

A. Hierarchy of Objectives

The LogFrame can be divided into the two parts: the performance (service delivery and products) of the project and the intended effects.

Effects (impact and outcomes)

The planning of the project starts at the two top boxes of the left column, which describe the intended effects on the beneficiaries or target groups. The changes in their behaviour (people and/or organisations) should have a lasting **impact** on the life of the people. Like any other objective the impact statement should be formulated as concrete as possible. If it is farfetched and abstract, it is very difficult to establish a plausible causal relationship between impact and outcomes on one hand and the out-

Please notice the sometimes confusing difference between results and effects in the terminology of Results-based Management: Results include outputs, outcomes and impact, effects include outcomes and impact only.

Major Monitoring and Evaluation Methods

Core methods: These core methods are very often used in monitoring and evaluation because they are particularly suited to measuring and recording changes .	
- Stakeholder analysis - Documentation review - Biophysical measurements - Direct observation	- Cost-benefit analysis - Surveys and questionnaires - Semi-structured interviews - Case studies
Discussion methods for groups: These methods are particularly suited to participatory monitoring and evaluation processes. The card technique (pin board, cards) is particularly useful to stimulate and structure discussion.	
- Brainstorming - Focus groups	- SWOT or SEPO - Role plays
Methods for spatially-distributed information: These methods make it possible to record geographical aspects. These may involve land distribution and land use questions, but they may also be about spatial aspects linked to health, education or economic issues	
- Sketch (mapping) - Transects	- GIS mapping - Photographs and video
Methods for time-based patterns of change: These methods help with recording and understanding time-based change, e.g. changes from one month or year to the next.	
- Diaries	- Historical trends and time-lines
Methods for analysing linkages and relationships: It is essential in monitoring and evaluation to grasp changes in the relationships between groups (stakeholders, organisations) as well as between problems, production cycles, resources, cause-effect, and input-output.	
- Mind maps - Impact flow diagram (cause & effect) - Venn diagram	- Problem and objectives trees - M&E wheel - Input-output diagram
Methods for ranking and prioritising: Ranking is important, when information has to be compared on the basis of strengths, importance or pre-defined criteria.	
- Wealth ranking - Matrix scoring	- Ranking

Source: (SDC, 2011) from IFAD 2002, Annex D

Annex (3) Guiding Principles for the Development in Egypt

Guidelines for Strategic urban plans

Article 10 of the building law indicates that the guidelines of the urban strategic plans prepared by the General Organization for Physical planning (GOPP), decide methods, rates, and standards for the preparation and follow-up the realization of these plans.

Upon the preparation of the general strategic plan for the city or the village, the following basic rules, at least, should be taken into consideration:

- That it follows the manual prepared for the general strategic plan for the city or the village.
- The controls and conditions with areas of distinguished value for which is issued a decree by the Council.
- The content of the report prepared by the general Department for Planning and Urban development.
- *Law 199/2008 (Article2)* defines the strategic planning for the different planning levels. This falls within the overall framework of *The Sustainable Urban Development* which is explained as the management of the urban development process through the exemplary use of the available natural sources to meet the requirement of the current generation without affecting the opportunities of the coming generations.

This shall follow what GOPP undertakes of development studies in coordination with the competent parties involved in planning and development, taking into consideration the military's point of view, and the necessity for the safe defense of the state.

Article 2 prohibits erection of any building or structures outside the limits of the accredited urban boundaries for villages, cities or the zones which have no accredited general strategic plan, or to undertake any procedures regarding the division of these lands. This probation doesn't apply on the following cases:

- A. Lands on which, are erected projects servicing cultural or animal production within the plan for which shall be issued a decree by the Cabinet, upon the proposal of the competent minister of agriculture.
- B. The agricultural lands situated outside the urban boundary for both villages and cities' on which is erected an agricultural private residence or

a service - building. This is according to the controls for which shall be issued a decree by the competent minister of agriculture.

It is conditioned in exceptional cases which are aforementioned in both items (A) and, the issuance of a permit according to the rules of this law. The different planning levels of Strategic urban planning is explained by the same law as follows below.

Guiding principles for socio-economic plans

The first article of the planning law point out that Planning for economic and social development in the Arab Republic of Egypt aims at raising the standard of living, melting differences between classes through increase of the national income, expansion of the services scope till reaching a sufficient and just community, according to the principles of the charter, the constitution, and the national work program

Article 2 of the planning law describes the principles supporting comprehensive national income as follows:

1. The comprehension and integrity of the plan which guarantee for it the use of all national physical, natural and human resources according to practical , scientific and humane method.
2. Planning centralization together with safeguarding the widest participation by the local ruling units, the economic units and the public in the preparation of the plan, its execution and defining the execution responsibilities.
3. Control of people over all production tools, and to direct the excess through the bearing of the main responsibility for the development plan by the public sector, and the guarantee that the private sector shall exercise its role in development within the plan's framework without deviation or exploitation.
4. The economic, administrative and geographical distribution of the projects of the social economic development plan in a way that guarantees the establishment of economic regions beside the local administrative units.

Article 4 of the planning law explains that “The economic and social targets of the long term general plan, the medium term plans and the annual plans are defined within the framework of the general objectives of the state and in the light of the basic development of the main changes in the national economy

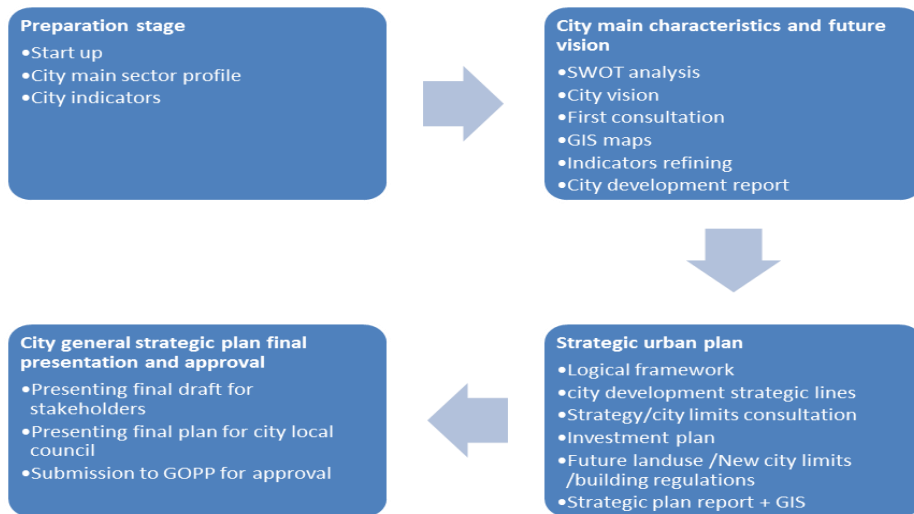
during the years of the plan. These objectives are decided on the gross national economy level, on the sectors level of the main economic and social activities and also on the regional level.”

Article 8 also indicates that The plan shall define the directions and dimensions of the economic equilibrium as regards the rate of the gross local production's growth, the growth rates of the commodities, distribution and service sectors ; and also the growth rate of labor, wages, final consumption, and the position of the balance of payment, which shall guarantee the correlation of the plan's objectives, and the continued growth of the economy and its development according to the targeted rates together with safeguarding the general level of prices. The plan shall have to observe the possibilities of coordination and cooperation with the diverse Arab countries.

Annex (4) Planning Processes according to the Building and planning laws

Strategic Planning Process

The strategic planning process includes three main stages illustrated in the figure below.



Source: Author adapted from (Khalifa, 2012)

Steps of preparing strategic urban plans for cities and urban villages

Article 13 of the executive regulation of the building law 118/2008, explains in details the preparation of The general strategic plan for the city or the village which is constituted of maps and reports according to what is stated in the guides issued by the General Organization for Physical Planning (GOPP). The following steps shall be especially taken into consideration when preparing it:

A. Preparation.

GOPP addresses the competent governor to facilitate the task of the contracted body that is assigned to provide him/her with all demographic, social, urban, economic, and environmental information, and the available infrastructure data. This is in addition to the maps for the urban development of the city or the village, the approved urban boundary, the city or the village's boundary, and other basic maps.

The contracted body shall prepare a time schedule for the preparation of the plan, provided that the regional center, the general department for planning and urban development, and the city or the village's council for intended to prepare a plan are notified with it. This time limit should follow the means stipulated in the book of conditions, provided that the time schedule shall be tied to the contracting period, and the time- stages for the preparation of the general strategic plan.

B. Defining the Actual Situation

The studies for the actual situation are prepared according to the following:

- **The urban studies** that include the historical development of the city, the land uses, including the specific properties of distinguished value that were determined by the committee for listing properties according to rules of law No. 144 of the year 2006, regarding the organization of pulling down buildings and establishments which are not dilapidated, to safeguard the architectural heritage, the uses of buildings and their conditions, the distribution of services, the distribution of institutions, and the economic activities according to type and building heights, the division of area (zones) according to population density and ownership of empty lands available for development whether the extension or zones inside cities, the delimitation of unplanned zones, the study of the city or the village and its relation and regional role in the surrounding cities and villages.
- **The Economic studies** which encompass the diverse local economic aspects of which are the study of natural resources, development potentials, handling of raw materials and diverse sources, defining the most important official and unofficial economic activities, assessment of work opportunities, institutions, and income and expenditures averages, in addition to observing all economic issues in the city or the village.
- **The infrastructure studies**, which encompass the study of roads and electricity networks, feeding with potable water, drainage and other utilities and infrastructure.
- **Social service studies**, including the studies of the social services, the population studies covering population growth and characteristics, population density and its evolution, the social and economic structure of the city or village population, the existing and targeted social services

in education, health, youths, sports, maternity, childhood, religion, social, mail, communications and security services, etc.

Studies of the existing situation should specify failure (shortage) aspects, distinct practices, current programs and projects in different development areas, projects and pioneering local initiatives which require future support.

Studies of the aforementioned existing situation should also deal with their impact on the following aspects:

- The protection of urban environment and the diverse aspects included in it, and to define the environmental effect of such sectors on the population.
- Women, the poor, and the marginalized, and to define their requirement of housing, utilities and basic social services.
- The suggestions especially for development of the civil community and the local government, determining the role of each of the local popular council, the city or the village's executive councils and the civil council in such suggestions.

C. Drafting Future Vision

The report should contain a futuristic vision for the city or the village over the planned time span, including its urban, social, economic, the basic urban services (BUS), environmental features. It should determine objectives, strategies, programs and projects of priorities that materialize this vision, taking into consideration the report submitted by the General Department for Planning and Urban development.

D. Draft General Strategic Plan

All steps stated in the manual for the preparation for the general strategic plan for the city or the village prepared by the General Organization for Physical Planning (GOPP) shall be followed. The following are considered its most important outputs at least:

- a) To set forth the strategic plan for the short, medium and long terms (targeted year) for the diverse development aspects for the city or the village, illustrating the following areas on the strategic plan and the urban boundary maps:
 - Residential areas, Archeological areas, Areas of distinguished value, Central districts (down town), Tourism zones, Industrial zones, Crafts zones, Commercial zones, Re-planning areas, Unplanned areas, Extension areas, Other areas deemed necessary to define by the body preparing the plan.

This is provided that the proposal for the touristic, industrial and commercial areas is brought before the competent administrative body to obtain its opinion regarding the establishment of projects appropriate to the nature of the given city or village. The plan should also include the implementation mechanisms and programs, and the sources for financing projects of priorities that are located in one of such areas.

- To set forth the urban boundary of the city or the village till the targeted year.
 - To set forth the plan for lands uses for all the current and future uses till the target- year, clarifying the land uses allowed by the strategic plan.
 - The planning and building regulations that define the most important urban features for areas, especially those elaborating the gross population density of the city or the village, provided that the following aspects should be taken into consideration when defining the gross population density: -
 - i. Cities and villages surrounded by agricultural lands or natural delimitations.
 - ii. Cities, villages and new urban communities which are established in desert lands.
 - iii. Cities and villages of special nature, such as those located in border governorates or those adjacent to Military establishments or facilities.
- b) To define building density and its relation to population density, and other building regulations which the body undertaking planning works considers necessary to bind them to the planning conditions for the city or the village.
- As for country estates, hamlets, or very small villages affiliated to the local units, the strategic plan components are limited to the following:
 - Specifying the urban boundary till the target year, stating the location of future urban extension and the areas of basic services, if found.
 - Specifying the planning and building conditions for such places according to what is stated in the general

strategic plan for villages to which they are affiliated such as hamlets, or small villages.

Approval of Strategic plans for cities and villages

As per articles 15-18 of the executive regulation of the building law 118/2008, The Regional Center for Planning and Developments receives the project for the general strategic plan for the city or the village, and review it against the book of conditions, works manuals, and other requirements of the review work. Then the said project is sent to the General Department for Planning and Urban development to present it to the citizens, the concerned bodies, and the local popular council according to the following procedures:

Inviting the development partners in the city or the village: the citizens, representatives of the civil community, the private sector, the domestic societies, the concerned local popular council as well as all the concerned departments in the local department for a **general meeting** attended by the body undertaking the planning works, in the presence of a representative for the regional center for planning and urban development to make a presentation of the general strategic plan for the city or the village and its outputs.

The invitation shall be according to the following methods:

- Advertising in two widespread daily newspapers about the completion of the preliminary strategic plan, specifying in the advertisement the date of the hearing session.
- Advertising about the plan and its outputs in a glass notice board in a visible place in the administrative body's building. The advertisement and the presentation of the plan and its output shall be carried out during a period that is not less than fifteen days as from the date of advertisement.
- The person in charge of the planning works shall answer queries during the meeting. The representative of the regional center for planning and urban development shall take notes of the comments made by the attendees.

The regional center shall, within two weeks from the date of the aforementioned meeting in the precedent article, compile the incoming remarks and bring them before the body undertaking the planning works to express its opinion and to make amendments accordingly. A working group may be formed of the participants in the meeting, by way of a decree from the competent governor.

This group shall be headed by the head of the competent administrative body to monitor the body undertaking the planning works and to ascertain the fulfillment of the comments and the implementation of the amendments which were effected to the project of the general strategic plan.

The entity undertaking planning for the general strategic plan and its outputs, after making the required amendments and bringing them before the working group, shall submit them to the regional center for planning and urban development to finalize the preliminary audit works within two weeks from submitting the plan and to the request of undertaking further studies, information, data or output ,together with undertaking the required amendments according to the referential work manual submitted for the project. The regional center for planning and urban development shall issue a letter to ratify the validity of the procedures and measures taken to prepare the plan, and to confirm that all necessary studies have been done as per the work manual.

The General Organization for Physical Planning (GOPP) shall send the project of the general strategic plan for the city or the village, where the urban space proposed by the following bodies is especially defined:

- The urban boundaries committee to express its opinion in the proposed urban boundary, to amend it or to endorse it according to rules and procedures especially prepared for this.
- The competent bodies in the Ministry of Defense to express the military point of view and the requirements of the safety and defense of the state. This is as regards the strategic plans for cities and villages in which there are military zones.

The General Organization for Physical Planning (GOPP) shall send the plan to the competent governor to submit to the local popular council after the endorsement of the urban boundaries committee and the competent bodies in the Ministry of Defense.

Following its presentation to the competent local popular council, the General Organization for Physical Planning (GOPP) shall complete the final audit works, endorse it obtain the approval by the competent minister. The approval decree of the strategic plan for the city or the village shall be published in the Egyptian official gazette.

As indicated in the Ministerial Decree no. 200/2010 , in case there are no general master plans, or before the approval of the general strategic master plans

for cities and villages, the governorates shall set tentative conditions to organize construction within two months as of the date of issuing the present regulations, provided that such conditions include the building densities that must be complied with. Such densities shall be as follows:

- A maximum of four times the total land area for the land parcels in villages.
- A maximum six times the total land area for land parcels in cities.

Planning process for socio-economic plans

Article 7 of the planning law indicates that in order to enable the finalization of the socio-economic plan, it shall be observed to estimate the following:

First: The National production quantitatively and value, gross and on the level of the sectors and activities of the national economy, and distributed between the public sector, the cooperative sector and the private sector, the requirements to achieve this production the national income resulting from it and its components, provided that the evaluation shall be according to fixed prices of the base year and the prices of the plan's year.

Second: The labor force and labor , the volume of the new job opportunities together with the volume of wages and their average , their growth rate, the production of the worker on the level of the national economy and the main sectors and activities' levels.

Third: The volume of investments uses necessary to execute the new projects, substitutions, and renovation distributed between a real investment, investment expenditure, and capital formation distributed between the fixed and changeable investment in the commodities stock. This is together with stating the investment of each of the public, cooperative and private sectors and distributing them between the main diverse sectors and activities of the economy, the schedule to execute it, the production, and income estimated from them, and also the regional investment distribution.

Fourth: The growth average and the household consumption size distributed between rural and urban and according to the commodities group, evaluated by each of the fixed price of the base year, and the prices of the plan's year, besides the rate of growth and size of the group consumption that represents the volume of the general (public) services.

Fifth: The size of local savings available for investment on the base of the economic equilibrium existing in the plan, also from the diverse saving vessels and the available foreign resources to achieve the investment and current objectives of the plan.

Sixth: The exports and imports quantitatively valued according to fixed prices of the base year, and according to the prices of the plan distributed according to the geographical zones, the industrialization degree, and the other importer and exporter sectors. Also the receipts and the payments for the diverse factors of production together with the standard numbers and the exchange proportion with the external world.

Procedures for setting forth the socio-economic plan and its endorsement

Article 10 of the planning law requests the ministries, the organizations, the public institutions, the central authorities and the regional units shall send through the competent ministers to the ministries of planning, finance, economy and external trade the projects of their plans that shall achieve the defined targets for each sector and its activities in the light of the plan's general framework, and also the projects of the cooperative sector and the opposite private sector for their activities in array and according to the priorities which they set and in the shape of integral coordinated substitute plans within the volume of investments allocated for each of them.

The Minister of Planning shall define the dates for sending the projects of the long and medium term plans to be effectuated. As for the projects of the annual plans, every party shall be committed to submit them on the maximum date of mid-July of every year.

The Ministry of Planning shall study the proposed plans, analyze all the projects stated in them, and review all the studies submitted by the executive parties. It shall be selected the projects that are proven their validity for execution from the economic aspect to enter it in the plan together with the statement of the annual plan's elements, provided that it is observed when listing these project the coordination and integration between them in a way that achieves the plan's objectives.

The following articles defines key procedures and decisions that supports the endorsement of the socio-economic plan.

Article 11 : The Minister of Planning has the right to form by a decree from him and in agreement with the executive parties joint committees from the employees in the governmental administrative authority, the central authorities, the public organizations and institution, which undertake the provision of information and reports that are required to prepare the plan or to study some of the planning problems, and in general to undertake all that is assigned to them of works by the Minister of Planning.

Article 12 : The annual plan's project shall be brought with the state's general budget project before the Cabinet in preparation to refer it to the parliament two months prior to the commencement of the financial year to endorse it and issue it with a law.

National Planning

National Socio economic Development plan
(Planning Law 70/1973)

Article 3 of the planning law guides Comprehensive Planning for the National Economy which indicates that a *long term general national plan for the economic and social development* shall be set forth. This plan is divided into time phases of *medium terms*, and these in turn are divided into *annual detailed plans* that have the necessary flexibility to confront what arises of developments during the execution of the plan. The medium term and annual term plans include the regional and local plans in a way that materialized the association and coordination of these plans within the frame work of the general national plan.

Article 9 of the planning law states that The Ministry of Planning shall prepare the general frame work of the long and medium term development plan in the light of the general objectives of the state, and this project shall be brought before the Cabinet, and the General National Conference of the Arab Socialist Union, the it shall be submitted to the parliament for its endorsement and the issuance of a law.

The National Strategic Plan (Building Law 119/2008)

As defined by Law 199/2008 (Article 2), The National Strategic Plan is the plan which defines the objectives, policies and urban development programs on the whole republic's space. It exhibits the national projects which shall be implemented, implementation stages and the role of each of the public and private bodies in this implementation.

Planning at the regional level

Socio-economic planning at the regional level

The Regional Strategic Plan

As defined by Law 199/2008 (Article 2), The Regional Strategic Plan is The plan which specifies the objectives, policies, and urban development programs for each the economic region, and exhibits the regional projects that shall be implemented, execution stages and the role of each of the public and private bodies in this implementation within the national strategic plan's framework.

Planning at the local levels

project of a local socio-economic plan

Article 118 for the local administration law 43/1979 states that Each governorate shall take^(*) charge of notifying - the content of the directions of the general policy and the mainlines of the State development plan - to the local units in the governorate circle.

The local units shall define their requirements, according to the studied priorities, collect and-coordinate them in a project of a local plan, to be determined by the concerned local popular council, and to be notified to the local popular council of the governorate, five months at least, before the start of the fiscal year.

The planning machineries in the governorate, in participation with the regional planning authority, and the concerned ministries - shall study the planning projects submitted by the local popular councils within their scope. Coordination and integration shall take place between the various sectors in the governorate for preparing the project of its annual plan, for its submission together with the project of annual budget to the local. popular council of the governorate, and also to the Supreme Committee of Regional Planning for its approval four months at least before the start of the fiscal year.

The Governorate's Strategic Plan

Planning GOPP central office supported by the governorate's executive council in cooperation with the regional centers for GOPP

Decision making MOP, Governor, sectorial ministries,

Implementation Sectorial Ministries, governor,

As defined by Law 199/2008 (Article 2), The Governorate's Strategic Plan is the plan which specifies the objectives, policies, urban development programs for each governorate within the regional framework that includes the governorate, and exhibits projects that shall be implemented, their priorities, their implementation stages and the role of each of the public and private bodies in this implementation .

Article 9 of the same law indicates that the governorate's executive council in cooperation with the regional centers affiliated to the General Organization for Physical planning (GOPP), shall prepare the objectives and the local urban policies on the governorate's level. This shall follow the requirements decided by the governorate's local popular council, within the framework of the objectives included in the national and regional policies.

Article 7 of the Executive regulation for law 119/2008 pointed out that in case

(*) Undertake.

The projects of plans of the governorates, after their approval by the local popular councils, and the supreme committees of regional planning - shall be raised to the Minister of Planning; and the minister shall take charge of connection and coordination between them and the State general plan in agreement with the minister concerned with the local government, and the concerned ministers for achieving the balanced development, according to the general development plan.

Each governorate within its scope - shall take charge of executing the approved local plan in the fixed dates, and the follow up bodies in the governorate, shall follow up, and value the execution, and raising monthly reports to the local popular council of the governorate, and the governor, according to the rules which shall be stated by the executive regulations.

there is an application for the establishment of a *new urban development project* outside the limits of the approved urban boundary of the city or the village in the strategic plans prepared on the level of the *governorate*, the applicant body shall prepare the necessary studies around the project, provided that it shall specially illustrate the following:

- The technical, economic, and social feasibility of the project.
- The necessary financial cost.
- The implementation mechanisms and time schedules.
- The financing sources.

The project and studies undertaken in its respect shall be brought before the technical secretariat of the Council, to study it in coordination with the Ministry of Defense, and the National Center for Planning State land Uses (NCPSLU), and a report is prepared to be brought before the council. In case the Council approves the project the issue shall be submitted to the President of the Republic for the issuance of necessary decrees.

The Council's technical secretariat shall also undertake the necessary specialized qualitative (specialized) studies. The Council has the right to form specialized specific committees to express their opinions in respect of issues brought before them.

The General Strategic Plan for the City and the Village

Article 2 defines The General Strategic Plan for the City and The Village as: The city or the village's plan which exhibits the future requirements for urbanization expansion, the projects and the economic, social, environmental and urban development plans which are necessary to materialize sustainable development on the local level within the future framework vision of the governorate's plan that includes the city or the village. It defines the urbanized space of the city or the village, land uses, planning and building regulations within the urbanized boundaries, programs, priorities, execution mechanisms, and financing resources.

Article 7 of the building law indicates that Every economic region shall have a regional center for planning and urban development affiliated to the General Organization for Physical planning (GOPP), General Organization for Physical planning (GOPP), which shall undertake the competencies of this authority in the region, follow-up, prepare and execute the cities and villages' plans in these governorates. A decree from the competent minister shall be issued to organize these centers and their competencies.

Chapter Three of the executive regulation of the law 119/2008 (articles 9-19) explains in details the preparation of strategic plans on cities' and villages levels, it indicates that The general strategic plan for the city or village shall aim at defining the major urban, economic, social and environmental features, and to deal with all natural constituents and elements lying within its boundaries.

The General Department for Planning and Urban Development shall prepare a report to be submitted to the regional center for planning and development, listing the requirements and priorities of the urban development on the local level, its suggestions as regards the necessary projects and the work-plan to materialize it.⁵¹

The regional center shall study reports received from the general departments for planning and urban development, and shall prepare the general strategic plan for the city or the village through experts, consultants, and specialized engineering and consultation bodies registered at the General Organization for Physical Planning (GOPP). This is done according to the tender and bid law, promulgated by law No. 89 of the year 1998. Such reports shall be considered as a part of tender conditions book and contracting documents.

⁵¹ This is attained with the participation of the competent administrative body, the local popular councils, the executive competent authorities, and the representatives of the domestic and civil community after its approval by the city's or the village's head, according to the manuals of the strategic plans for cities and villages.

Annex (5) Main Laws/ Regulations affecting housing sector in Egypt⁵²

There are a number of laws and associated regulations that have had some impact on the wider urban housing sector in Egypt and together can be considered an implicit expression of housing policies, and these are briefly listed here. It is important to note that this legislation applied to all urban housing and property and was not intended – either explicitly or implicitly – to promote the production of affordable housing or to help low-income families find housing solutions. That, as we have seen, was exclusively the role of the various government public housing systems.

(1) The New Urban Communities Law (Law 59 of 1979), which created the New Urban Communities Authority (NUCA) under the Ministry of Housing and gave it extensive powers to develop State lands and generate revenues from this development. These powers meant that NUCA was able to create urban areas in ways that neither governorates nor even other ministries could. It also gave NUCA the authority over all aspects of development in the new towns, including a direct role in housing provision, where over the years a very substantial amount of social housing (over 50 per cent) has been located. Not only do the new towns created over decades under this legislation underpin national urban spatial planning policy, they also imply that new housing estates should be of very high modern standards, with low densities, spacious landscaping, and none of the informal economy that dominates existing cities.

(2) New Rent Law (No. 4 of 1996); For rental contracts made after this date, a new system of term-limited, contractual rents was established. This greatly improved rental markets, allowing the landlord and tenant to come to voluntary contractual agreements that set the rent, the period of validity, and also allowed for special conditions. Long overdue, it replaced the previous rental control regime. The affects and popularity of this new form of rental relations between landlord and tenant have been considerable, although some landlords remain hesitant to use it. In 2002 a Presidential Decree was issued which modified some aspects of the Old Rent Law, such as limiting inheritance of fixed rent contracts to one generation.

⁵² Sims, D. & Abdel-Fatah, H. 2015. Egypt housing Profile. Cairo: MOH.

(3) The Mortgage Law (No. 148 of 2001) introduced, for the first time in Egypt, a system of property loans from banks and mortgage finance companies in which collateral for the loan was the property itself. The law and subsequent bylaws allowed for foreclosure of the loan and repossession of the property for delinquent payment, enforceable through civil courts. Basically, it is similar to enabling legislation for mortgage lending as found in most countries, and it reflects the neo-liberal policies of the government during the 2000s. Due to a number of structural problems, until 2014 the volume of housing financed under this law was restricted to a few thousand new upscale housing units as well as some units of the NHP.

(4) Property Tax Law (no. 196 of 2008), which replaced the inefficient ‘*awayid*’ building tax, had been under preparation by the Ministry of Finance for years. It was finally approved by Parliament in 2008. Even so, by 2011 its executive regulations were still being modified, and considerable confusion remained both as to applicable rates, coverage, and implementation procedures. Populist calls for exceptions were many, and eventually properties with a market value of EGP 500,000 or less were considered exempt, which meant that exemption covered over 90 per cent of urban residential units. The main logic of this legislation was to uncover a new and buoyant source of government revenues, but it also was to discourage the holding housing in a vacant state. It remains unclear whether it should be applied to vacant and unfinished units, and the law specifically does not cover vacant urban land. Thus what is probably the greatest arena for pure property speculation – that on land – can continue happily, since there are no recurrent costs associated with holding such land parcels.

(5) The Unified Building Code of 2008 (Law no. 119 of 2008 and its executive regulations of March 2009) became the core legislation for both urban development and housing construction, having amalgamated previous legislation. Although many observers had hoped that the law would allow more local control of planning and allow more flexible and realistic standards for subdivision and building in popular areas, the law and its executive regulations actually seems to impose even stricter control. Thus regulations continue to impose high standards that make the construction of low-cost housing very difficult. In addition, the law extended the building permit regime to rural areas, which had previously been exempt. The law gives the impression that the already onerous, bureaucratic, and costly and ineffective building permit regime present over decades will become even more entrenched. Virtually no attempts were made to modify codes to allow for affordable housing. At the same time

the law introduced a number of new aspects related to urban planning and land development.

(6) Attempts at tackling the dysfunctional property registration and titling systems; Under legislation in 1946 and 1964 a deed and object based property registration system was set up. However this system was never articulated well in urban areas and over the years became increasingly dysfunctional, to the extent that perhaps 90 per cent of properties have either never been registered or have fallen out of registration. Starting in 2005 a number of efforts, partly supported by international donors, have been made to rectify this situation, mainly to support the nascent mortgage system, but these efforts have had only a very small effect.

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الفصل الرابع: إدارة العمران نحو نتائج مزدهرة

يمثل هذا الفصل ملخص الإطار المنهجي الناتج عن البحث المرجعي بالفصول الأولى. ويعرض الفصل الرابع الإطار المتكامل المقترح لتقييم قدرة القطاعات المختلفة بمنظومة إدارة العمران (التخطيط القائم على النتائج، القدرة المؤسسية، والتمويل، والأطر التنظيمية، وضع المؤشرات الحضرية المناسبة، الأطر القانونية المساندة) التي تحكم القطاع الحضري الحالي لتحقيق أهداف التنمية والازدهار.

الفصل الخامس: إدارة العمران في مصر

يتناول الفصل الخامس عرض وتحليل لمنظومة إدارة العمران بمصر من حيث التخطيط وكفاءة التنفيذ وإدارة الموارد وآليات المتابعة والتقييم والتنسيق. ويعرض الفصل الأطر المختلفة المؤثرة على العمران المصري، من خلال منظومتي التخطيط الاستراتيجي للتنمية العمرانية، والتخطيط الاقتصادي والاجتماعي.

الفصل السادس: إدارة قطاع الإسكان للمدن المصرية

يتناول هذا الفصل تحليل متعمق لمنظومة إدارة قطاع الإسكان المصري، ومدى قدرة المنظومة على تلبية الاحتياجات المختلفة للفئات المتنوعة وخاصة فئات ذوي الدخل المحدود. وينتهي الفصل السادس بتوصيات خاصة بالتخطيط وإدارة الموارد والآليات المقترحة للإدارة من خلال النتائج بقطاع الإسكان.

الفصل السابع: النتائج العامة، التوصيات العامة وتوصيات السياسات

يضم هذا الفصل تطبيق نتائج التحليل وذلك في شكل إطار شامل قائم على النتائج للبرامج الوطنية للإسكان في مصر، والتي تتضمن استنتاجات مختلفة من استعراض الأدب والتحليل. وعلاوة على ذلك، يتم تطبيق الاستنتاجات على دراسة الحالة العامة لمصر من خلال وضع مقترح للإطار الهيكلي الموصى به لنظام الإدارة الحضرية المصري لتمكين التغيير التدريجي نحو دور أكثر فعالية للحكومة. يتم عرض النتائج النهائية والتوصيات النظرية بالإضافة إلى ذلك في هذا الفصل، جنباً إلى جنب مع الردود على الأسئلة البحثية الرئيسية. وقد دعمت النتائج النهائية للبحث مفاهيم نظريات المدرسة النقدية والتي تشجع الدور الرقابي للحكومة لسد الفجوة بين الأهداف المجتمعية والسوق المفتوح. وهذا يستدعي تحولاً من دور الحكومة التنفيذي إلى دور المراقبة القائمة على النتائج والتوجيه الملائم.

المختصر

توفر هذه الأطروحة التحليل القائم على النتائج لإدارة التنمية الحضرية نحو تقدم شامل ونتائج محققة على أرض الواقع. ويتحقق ذلك من خلال التحليل النوعي لدراسة الحالة الخعامة لنظام إدارة التنمية الحضرية في مصر تهدف لتحسين ازدهار المدينة. وبناء على ذلك، تم تقييم قدرة المؤسسات، التمويل، والأطر التنظيمية التي تحكم القطاع الحضري في مصر لتحقيق أهداف التنمية والرخاء.

وقد قام البحث بعمل تحليل متعمق لقطاع الإسكان ردا على التساؤل اذا كان انتاج إسكان ذوي الدخل المنخفض يحقق النتائج المنشودة، ويستجيب للطلب على الإسكان لذوي الدخل المنخفضة.

تتكون الدراسة من جزئين رئيسيين. ويتضمن الجزء الأول استعراض الخلفية النظرية وتصميم الإطار التحليلي، والجزء الثاني يجمع بين تحليل دراسة الحالة، دراسة الحالة المتعمقة والاستنتاجات والتوصيات.

الفصل الأول: تصميم البحث والمنهجية

يتناول الفصل الأول عرض أهمية البحث ووضعه في إطار المجال البحثي، تحديد للمشكلة البحثية الرئيسية وتساؤلات البحث والأهداف المطلوب تحقيقها. كما يحدد مجال البحث والمنهجية المتبعة في تناول الموضوع وتحليله، والمتغيرات المختلفة التي تم القياس من خلالها، ورصد مصادر البيانات المختلفة.

الفصل الثاني: مفاهيم الازدهار

يتناول إطار البحث المرجعي لمفاهيم "الازدهار" المختلفة. وقد عرض الفصل المفاهيم الأكاديمية، الاجتماعية و المادية للزدهار، كما شمل عرض موضح لمفهوم ازدهار المدن والذي اعتمدت عليه الدراسة كمؤشر قياس مرجعي بالبحث.

الفصل الثالث: إدارة التنمية العمرانية

ويعرض هذا الفصل أصول وتعريف مفاهيم إدارة العمران واختلافها عن نهج التخطيط العمراني في إطار التحضر العالمي السريع. وقد ركز الفصل على مفهوم "الإدارة القائمة على النتائج Result-Based Management والتي تحدد الإطار المنهجي المطروح لتطبيقه على دراسة الحالة وتوضيح قدرة هذا النهج على إحداث التغييرات المرجوة على أرض الواقع وقياس تلك التغييرات باستخدام المؤشرات المحددة محليا أو مركزيا كما سلف الذكر بالفصل الثاني.

ملخص البحث

في ضوء النظرية الحضرية الحرجة و النقاش الجاري حول دور التخطيط العمراني في الأيديولوجيات الليبرالية الجديدة والمدرسة النقدية، تبحث هذه الأطروحة العلاقة بين نظام الإدارة الحضرية وتحسين ازدهار المدينة.

فمن خلال نهج نظرية المعرفة التامة ، يقوم هذا البحث على التحليل النقي لدراسة الحالة العامة لنظام الإدارة الحضرية المصري، وبرنامج الإسكان القومي لذوي الدخل المنخفض على وجه التحديد. ويهدف هذا التحليل لفهم فعالية أداء القطاع لحكومي في توجيه ومراقبة القطاع الحضري نحو شامل التنمية والازدهار، ضمن الأوضاع المؤسسية والقانونية الحالية. وينعكس التحليل بالإضافة إلى ذلك بيانياً باستخدام أداة تم تصميمها لتوضيح نقاط القوة والضعف في النظم الأساسية للإدارة الحضرية.

وقد ثبت من خلال البحث الحاجة إلى التحول من التركيز على المدخل المنطقي للتخطيط وسلك نهج إداري أوسع، لا يقتصر على التركيز على المخططات لكن يمتد ليضمن تغييراً حقيقياً على أرض الواقع. ومن خلال استعراض المؤلفات والأبحاث ذات الصلة بالبحث المرجعي، والتحليل والاستنتاجات من دراسة الحالة المصرية، تم تصميم إطار عمل مفصل قائم على النتائج لقطاع الإسكان الوطني ذات الدخل المنخفض. وعلاوة على ذلك، تم تقديم توصية بشأن الهيكل الإداري و المنظومة الحضرية المصرية العامة لتقديم رؤية نحو تحسين الإدارة الحضرية في مصر.

وتعزز هذه التوصية المفاهيمية تغيير التركيز على الدور التنفيذي للحكومة، والتوجه نحو التركيز على دور الحكومات الرقابية القائم على النتائج والتوجيه والتي تدعم نظريات المدرسة النقدية والدور الحكومي في سد الفجوة بين الأهداف المجتمعية ونظم السوق المفتوح.

الكلمات المفتاحية:

الكلمات المفتاحية

الإدارة الحضرية - التنمية الحضرية - ازدهار المدينة - الإدارة المبنية على النتائج - سياسات التنمية - الإسكان - المناطق العشوائية.

الباحثة

سلمى احمد يسري محمد أمين

الإسم

٢٠ أغسطس ١٩٨٤

تاريخ الميلاد

القاهرة

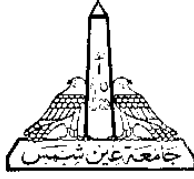
مكان الميلاد

- بكالوريوس الهندسة المعمارية، جامعة عين شمس ٢٠٠٧
- دبلومة دراسات عليا من معهد الإسكان والتنمية الحضرية -
جامعة إيراسمس- هولندا ٢٠٠٩
- ماجستير في العلوم بقسم العمارة جامعة عين شمس ٢٠٠٩

الدرجات العلمية

مسئول برنامج الإسكان والتطوير الحضري ببرنامج مصر
للأمم المتحدة للمستوطنات البشرية

الوظيفة



جامعة عين شمس
كلية الهندسة
قسم التصميم الحضري والتخطيط

إقرار

هذه الرسالة مقدمة إلى كلية الهندسة --- جامعة عين شمس، للحصول على درجة دكتوراه الفلسفة في الهندسة المعمارية.

العمل الذي تحتويه هذه الرسالة قد تم إجراؤه بمعرفة الباحث في قسم التصميم الحضري والتخطيط - بكلية الهندسة - جامعة عين شمس في الفترة بين ٢٠١٢ - ٢٠١٦.

وهذا ولم يتقدم أي جزئ من هذا البحث لنيل أي مؤهل أو درجة علمية بأي معهد أو كلية أخرى.

وهذا لإقرار مني بذلك.

الاسم: سلمى احمد يسري محمد أمين

التاريخ:

التوقيع:

ورقة التوقعات

بِسْمِ اللَّهِ الرَّحْمَنِ الرَّحِيمِ

وَالْحَمْدُ لِلَّهِ



جامعة عين شمس
كلية الهندسة
قسم التصميم الحضري والتخطيط

إدارة التنمية الحضرية نحو مدن أكثر ازدهارا (دراسة الحالة المصرية)

رسالة مقدمة لقسم التصميم الحضري والتخطيط - كلية الهندسة - جامعة عين شمس
كجزئ من متطلبات الحصول على درجة
دكتوراه الفلسفة في الهندسة

إعداد

م/ سلمى احمد يسري محمد أمين

بكالوريوس الهندسة المعمارية - جامعة عين شمس - عام ٢٠٠٧م
ماجستير الهندسة المعمارية - جامعة عين شمس - عام ٢٠١٠م

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أستاذ مساعد التخطيط والتصميم الحضري
كلية الهندسة - جامعة عين شمس

القاهرة - ٢٠١٦

