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Knowledge co-production: An innovation model towards institutionalization for the case of Cairo

(Rethinking the relationship between knowledge and action through the case of Cairo Urban Initiatives)

**A Thesis submitted in the Partial Fulfillment for the Requirement of the Degree
of Master of Science in Integrated Urbanism and Sustainable Design**

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11/08/2020

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This dissertation is submitted to University of Ain Shams (ASU) – Faculty of Engineering for the degree of Integrated Urbanism and Sustainable Design (IUSD), in accordance to IUSD-ASU regulations.

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In the end, may this work be of benefit to others.

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Farah

Abstract

Co-production of knowledge is a new worldwide terminology around research-practice relationships, integrating different types of complementary knowledge from different backgrounds to address different issues of sustainability. Building new forms of official partnerships, that differ from conventional participation approaches, between decision making and practice level represented in national and local governments and relevant non-governmental organizations, and research level represented in universities and research centers and institutions is crucial for the future of urban development.

This means establishing co-productive work environments where all the 'partners' are co-producers, including local community, and are mutually recognized and accepted as they share their knowledge, capacities and power to achieve their negotiated goals and priorities and actualizing the outcome of the co-production processes through more adaptive authorized opportunities where the officials are empowered by dealing with wider range of stakeholders/partners and the local government is prepared to support and work in co-production processes along with NGOs and local communities. In another words, rethinking the relationship between knowledge production and decision-making to achieve a more adaptive urban government that uses a policy-relevant knowledge.

With the rise of urban activism in Cairo, after the Egyptian revolution in 2011, a new mode of practice influencing the urban knowledge production began to shift away from standardized state provision. Urban initiatives laying somewhere in between state and community-based social movements, interact and exchange knowledge between each other to shape the urban transformation of Cairo and achieve a better city, while involving the local community in the process. Their interventions might be without the state's prior help. A new way of doing things that is still not written in the law, initiated in a moment of deconstruction and reconstruction in which the state's efforts were absent.

Drawing on the case of "Cairo urban initiatives", this thesis tries to understand the methods and processes in which these initiatives meet together to discuss urban issues, their relationship with

the government and universities, and their experiences that could be considered the starting point of more co-production processes for urban development in Egypt.

The aim of this research is to establish new official knowledge partnerships and find the potentials to institutionalize them into a new co-productive governmental knowledge system, while taking the example of these urban initiatives as a new model of knowledge production in Egypt that stimulates the initiation of such authorized partnerships . To achieve this, the thesis starts with a general review of worldwide literature and experiences about co-production of knowledge partnerships in the field of urban development as a backup to denote the methods of implementing them in Egypt.

Then, through an interview conducted with the technical advisor to the minister of Housing and an assistant lecturer at Housing and Building national Research Center (HBRC) a critical understanding of the of the existing governmental knowledge system is elaborated in order to understand how the urban government in Egypt produces and then uses their knowledge. Afterwards, interviews with the executive director of the Informal Settlements Development Fund (ISDF), the coordinator of the Central Administration for the development of informal areas, and the chief technical advisor and program director of the UN-Habitat office in Cairo were carried out to know the governmental perspective on the matter, followed by an analysis showing Cairo Urban initiatives' perspective carried out through an online questionnaire. In the end, recommendations are presented leading back to the research goal.

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Chapter I

Introduction and Methodology

1.1 Triggers and driving notions

Within the international debate on the design of the post- 2015 development agenda and the transformation of the Millennium Goals (MDG) to reflect changing politics of the Global South, there are calls for the development of specific policies that support the development of urban areas to face urban challenges (UN-Habitat, 2013).

Meanwhile, we are living in such dynamic urban environments, and with the scale and complexity of urban challenges, there is a need for finding new ways of urban development. This suggests the need to move beyond policies that promote participation towards more fundamental institutionalized relationships able to realize the full capacity of the different key urban stakeholders in partnership with the state.

Khan (2012) points out the importance of creating institutional conditions that allow experimentation and contextualized problem solving to development issues. Hickey (2012) declares that “the most effective institutions are often ones that have been modified to fit the particular social characteristics of the country in which they are being applied”.

By taking the case of Cairo urban initiatives, an innovation urban knowledge production model, as a case to be tamed, and to recognizing their attempts to build a collaborative relationship with the urban government over the period 2011 to 2020, in an attempt to connect them, and coordinate their efforts, ideas and proposals instead of repeating the old regime mistakes of duplicated efforts that often end up contradictory, urban planning moves from an approach of intervention, to a tool of integration (Hendawy, 2015).

Strongly related to this, is the concept of institutionalized co-production, this makes me wonder how applying co-production may impact Egypt’s government institutions.

1.2 Title breakdown

The following section provides an outline of the key concepts of co-production, institutional change, institutionalized co-production, and urban knowledge used in this thesis. The purpose of this is to provide a definitional clarity in support of the discussion that will follow in the next chapters. Therefore, following definitions will provide, for this research, a foundational description of the meaning of these concepts.

Defining Co-Production

The concept of co-production has been applied to different forms of community and state engagements in the field of urban development. Yet this thesis is interested in a different meaning of co-production that expands the scope of planning (Waston, 2014, Herrle et al., 2016). This concept of co-production is characterized by collaborative procedures and mutual acceptance of all partners.

This is achieved through the involvement of all key stakeholders in all co-productive processes of the project including problems identification, knowledge production and generation up to decision making, developing policies and implementation.

Government along with non-state stakeholders (mainly relevant non-governmental NGOs and academia) work together in co-production environments where they share their knowledge, capacity and power towards institutionalized co-productive knowledge systems that can create a common basis within their variety of priorities, needs and interests.

Defining Institutional change

It is well established that institutions are important as they provide the structures for social interaction but building ‘effective’ institutions with a clear understanding of how they function within certain context is a bigger challenge.

Institutions should not present stable social structures as institutional change is “an ordinary part of institutional life” as thought by Peters (2005). According to Brousseau and Raynaud (2011), institutional change is initiated at a micro-level through adaptive processes, that accept new rules, as a primary tactic by which institutions change.

Institutional change faces the patterns of power where different actors try to put pressure for a change that benefits their own interests. Another issue for institutional change is the role of the state that is “not a fixed ideological entity. Rather it embodies an ongoing dynamic, a changing set of goals” as said by Migdal (1994). According to Leftwich and Sen (2010), the state undertakes its role to apply rules that can stand in the way of institutional change by weakening the possibility of innovation and reform. The role of the state is problematic, yet it is a mandatory contributor in institutional change as highlighted by Mitlin (2014). State has a crucial role in arranging the operation of institutions to ensure that there is an implementation of rules. Ostrom (2005) states that the state plays a dual role, one in the administration of institutions and their organizational practices and the other, a representative role, as a source of legalizing and validating. The importance for communities of engaging the state as a collaborator, as mentioned by Mitlin (2008), illustrates the usefulness of co-production as an urban development strategy that creates dialogue and promotes institutional change.

Defining Institutionalized Co-Production

Nowadays, there is a particular focus on the idea of inter-organizational partnerships between the state and other organizations. From the original formulation of the concept of co-production, by Elinor Ostrom, any service delivery arrangement involving two or more organizations is a co-production process, so when the provision of public services is through a regular long-term relationship between state agencies and organized groups, that is called ‘institutionalized co-production’ (Joshi and Moore, 2004).

In an attempt to simplify the relationships between community organizations and governmental agencies, the following four roles may be the main adopted in relation to the state:

- 1- Organizations that are active in fields and sectors where the governmental agencies are not active, hence this is a complementary role of filling gaps.
- 2- Organizations that are working as facilitators/ intermediaries between target groups and the governmental agencies, therefore narrowing the gaps between the two.
- 3- Organizations that are contracted by the government to act as consultants for development or as implementing agencies. In this case, organizations undertake research, advisory work, or the implementations of the government projects.

4- Organizations working on developing alternative approaches different than those of government, but that may as well overlap with some of the state's priorities.

A subject of some debate was which type of interaction is the most appropriate (Drabek, 1987), but the reality is all the four types of these different strategies can happen together, there is a need for them all. The variations and differences between these roles and their approaches should be an asset.

The question is to what extent is it possible for an organization to maintain its own agenda of, for example, participatory development, without being pushed to shift to type 1, 2 or 3 roles losing their alternative activities. While it is agreed that, in all societies, there is a need for the presence of organizations that fulfil the first three roles, a genuine development process can only be done by type 4. There will always be a tendency for type 4 (alternative organizations) to shift themselves, with time, into the first three roles (establishment organizations), and the donor governmental agencies should critically consider whether they are accepting all types of roles or they are somehow responsible for the transformation of their partner organizations from alternative too establishment roles, and if so, how can a policy of support for alternative organizations be adopted.

To be quite clear, the means of supporting and the development resources should not be made and used in only a particular way, and there should be a real official willingness to give non-governmental organizations the space to develop their own ways of achieving their agendas, while facing the same challenges of poverty and injustice that the government is trying to overcome as well.

Defining Urban Knowledge

In the present complex urban development processes, an integrated collaborative knowledge is needed. Knowledge needs to be gathered from several sectors to handle the complexity of urban environments towards a more knowledge based urban development and urban policy.

The gap between research and practice of scientifically based knowledge for urban development is to some extent related to the insufficient institutional capacity at local and regional levels, and relatively related to the traditional way research activities are organized and applied (Nolmark et al., 2008).

Generally, transdisciplinarity research approaches are used to describe the cooperation between researchers, practitioners, and other relevant stakeholders. Combining scientifically based knowledge (research) with experience-based knowledge (practice) through such transdisciplinary knowledge generation approaches, is significant to form knowledge innovation systems where production, management and implementation of knowledge could be more effective.

In this regard, the term “Urban Knowledge” is used to describe such transdisciplinary approaches, as a method to connect knowledge from different disciplines to achieve the production of knowledge that can be brought into practice and used in urban projects and policy making.

Towards facilitating urban knowledge, efforts of identifying, exploring, and exchanging experience have been devoted to address questions of existing and future knowledge in urban contexts.

Considering the achievement of the working group lead by Hans Thor Andersen in University of Copenhagen, aiming to build procedures for integrative processes of involvement of various forms of knowledge, combining existing knowledge from different disciplines is significant for strengthening the assumed link between research, policy-making and practice. They declare that research produces knowledge through universities and research institutions but mostly there are unclear channels of knowledge transfer to policy makers and the practical level leading to a lack of making use of this knowledge in urban development situations.

Research, policy making, and practice should be seen as three key elements that should be imbedded in the knowledge production processes. Developed existing knowledge from different scientific disciplines and sectors, should be combined and linked to the needs and experiences of both policy makers and practitioners. It is a two-way process where researchers should aim to benefit from politicians and practitioners, and vice versa, where those dealing with practical issues should use relevant knowledge from research and development institutions.

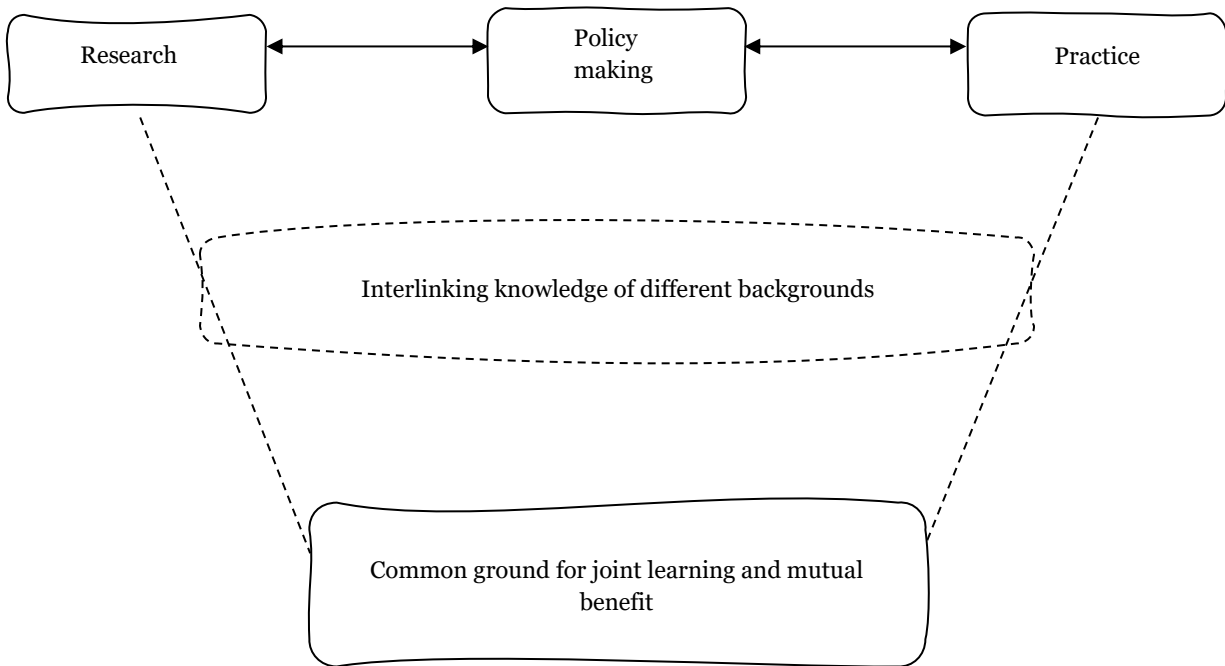


Figure 1 interlinking research, policy making and practice.
Source: Author.

In spite of the fact that non-institutionalized knowledge is reviewed less important than ideas and recommendations from officially acknowledged research institutions , we must accept that knowledge is not only produced inside university departments, but it is also produced and assessed outside.

This argues the need to include non-institutionalized forms of knowledge and be adaptable for changes leading to a different approach to urban knowledge where the barriers between scientific knowledge and other parts of the community are less recognizable.

Hence, urban knowledge topic is in continual change and it cannot be evaluated away from its context. There appear to be a general comprehension within the previously mentioned working group of urban knowledge as stated below (Nolmark et al., 2008) :

- Action-oriented urban knowledge: produced to support and provide motivation for decision-making and political action.

- Multidisciplinary urban knowledge: produced from different backgrounds and interests (including different terminology and points of views) to achieve a valid outcome that includes all actors involved. This type of knowledge must ensure communication between the different expertise (scientific, political, practical, and social actors).
- Contextual urban knowledge: produced based on contextual situations through the opportunities of doing field-based projects and exchanging practices to further the bonds of learning and understanding who selected what experience to use and how to use it.

1.3 Research Journey

1.3.1 Research Approach

This research is developed through a mixed-methods approach, combining autoethnography and literature review. The author has participated in the Trialog Conference (2019), hosted by the Department of International Urbanism of the university of Stuttgart, that mainly discussed ‘the meaning of co-productive processes for urban development and urban research’.

One of the most interesting sessions I attended, was about ‘Co-production of knowledge in urban development’, where different contextual knowledge co-production experiences were discussed.

The presentation done by M.Sc. Sara Abdelaal explaining her paper ‘Negotiating power for public making of Downtown Cairo’s urban space’ particularly captured my interest as I strongly related to the context of Egypt. She focused on Cairo post-2011, elaborating the emergence of new spatial practices leading to new urban space production in Cairo.

Influenced by this participation, I was triggered to consider the rising of the “Cairo urban initiatives” as a starting point that can lead to radical transformative changes in urban practices and implementations in Egypt, especially for the case of Cairo, through permeating the traditional urban governance policies, aiming for more adaptive political opportunities.

This experience helped me frame questions that are relevant to my research topic in the context of ‘Co-production of knowledge in urban development’ :

1. What is the impact of co-production on both governmental and non-governmental institutions?

2. How can co-production promote fundamental institutionalized partnerships that enhance knowledge production?
3. How can co-production be used by the government as an instrument for collaborative planning?

Based on the previously explained areas of interest, literature review have been tackled and reflections about such questions are comprehensively explored and discussed, generating the headings and subheadings of this research, based on key concepts around the role of partnerships in enhancing knowledge co-production.

Drawing on the case of *Cairo urban initiatives*, this paper aims to understand the methods and processes in which these initiatives meet together while having similar interests to discuss urban issues, their relationships with the government and academia to suggest how these processes can be the starting point of co-production- of urban knowledge in Cairo.

1.4 Thesis structure

After providing a reference base for this thesis by clarifying terms such as ‘co-production’, ‘institutional change’, ‘ Institutionalized co-production’ and ‘urban knowledge, Chapter II begins with building ideas about co-production through a review of the literature, then going to worldwide experiences and partnerships about co-production in urban development .

The examples of partnerships between key urban development stakeholders, presented in Chapter II, demonstrate the role of partnerships in enhancing knowledge production and their potential to empower the government through shared knowledge, capacities, and power. This included the role of academia (research centers and universities) in providing mutual platforms for discussions, the concept of city labs and urban experimentation, and knowledge-based development approaches.

The following chapter of the thesis moves to a theoretical background on the multi-levels of urban government, supported by a conducted interview to identify the existing governmental knowledge systems. At the end of this chapter, an internet-based research about “Cairo Urban Initiatives” is conducted to understand their missions, goals, areas of focus and activities.

In Chapter IV, conducting interviews with governmental institutions seemed to be convenient to explore their experiences and opinions regarding the researched phenomenon. The second part

of this chapter is a qualitative research practice method adopted through the analysis of an online questionnaire used for further analysis of relationships between some of the key non-governmental urban initiatives in Cairo, the methods and processes they use to meet with other initiatives, their relationship with the government and major universities to understand the functionality within this network of urban development actors.

Based on Chapter IV results, new forms of collaborations and partnerships will be introduced, in Chapter V, within the studied networks to achieve a knowledge system that co-produce knowledge together as partners. This is what this study defines as its conclusion.

Chapter II

Worldwide literature and experiences

2.0 Chapter Introduction

The following chapter seeks to understand the worldwide literature and experiences about co-production of knowledge in urban development, so that it can be developed as a strategy for sustainable urban development.

This chapter explores how literature has reflected on the potential contribution of co-production to urban development through demonstrating the role of partnerships in enhancing knowledge co-production.

2.1 Theoretical Background

2.1.1 Importance of Sustainable Urban Development

Nowadays, most of the world's population is living in urban areas and it is estimated that this urban population will be doubled in the next 30 to 40 years. By then, the issue of poverty will extend beyond people living in rural areas to reach the middle and high income people. As urban issues will continue to evolve with the years, new social tensions will be created between communities and their authorities.

On the international scale, interlinked processes of globalization, migration and urbanization have a notable influence on the transformation of societies as people are seeking new opportunities creating new patterns of conflicts. These societal transformations, caused by the growing of the global in local contexts, have significant impacts after bringing new issues of participation and co-production.

It is well established that urban challenges are complex as they cut across numerous fields and disciplines. That been said, solutions through collaboration are needed. Even with such complexity, local government is still dealing with these challenges with traditional organizational arrangements. Both research and practice must be used to produce knowledge. This means that universities and research institutions should be included in such processes. Developing strong local platforms at universities supports collaborations on co-production through cooperative meetings and access to new research questions, practical experience, reflection, and knowledge sharing.

2.1.2 Building ideas about co-production

- **State initiated co-production.**

During the late 1970s, the term co-production was initially discussed in the USA, as part of an exploration of urban service governance (Brudney & England, 1983; Ostrom, 1996). These first discussions of co-production focused on public sector service management issues. Only until the mid-1990s that applying these discussions to the development issues of the Global South happened. In 1996, articles by Evans, Lam, Ostrom and others that showed an interest in co-production, were published as part of the World Development seminal edition. Co-production was defined by Ostrom as a tool of service provision through the engagement of communities in service delivery, she explained that it is “ a process through which inputs from individuals who are not ‘in’ the same organization are transformed into goods and services” (Ostrom, 1996).

She focused on community building suggesting that communities along with the state can play complementary roles where communities can contribute with their local knowledge, time and skills and the state can contribute with its resources and technical expertise. In her work, Ostrom was focusing on organizing communities and bringing them closer to the government, without the presence of NGOs or social movements as medians, in a direct process between communities and officials.

After Ostrom’s work, literature about co-production began to broaden, starting from the mid-2000s, to achieve examinations of the economic and political implications of co-production. These examinations took place alongside another discussions between number of scholars suggesting a wider use of the term co-production: as an adaptive institutional behavior (Joshi and Moore, 2004), as a way to establish dialogue with the state (Mitlin, 2008), as a mean for communities to build trust with government (Tsai, 2011), and as a contribution to new planning practices in the Global South (Waston, 2014).

These diverse concepts have helped to expand the boundaries of the discussions about co-production and contributed in demonstrating a wider understanding of possible partnerships where co-production goes beyond services delivery and provision to discussing concepts like co-governance and co-management.

- **Social movement-initiated forms of co-production**

In developing countries, services are not uniquely provided by the state but rather delivered through the patchwork of social movements and non-governmental organizations (NGOs). Booth (2012) states that “under today’s conditions of economic and political liberalization, almost all public goods’ provision in Africa takes the form of co-production by several actors, including both formal and informal collaborations between individuals or groups”. Within the circumstances of the under-provision of services, communities might work together with such movements to resolve their issues, as a way for them to obtain their needs. In this case, co-production acts as a political strategy by social movements to establish productive relationships between the state and the community (Mitlin, 2018). These movements seek enabling a space to stimulate and challenge the institutionalized practices of the state towards creating new spaces of negotiation to change the way in which institutions of the state govern.

An example on that is both the work of the global NGO Slum Dwellers International (SDI), explained by Mitlin (2018) as “bottom-up co-production” and of the Asian Coalition for Housing Rights (ACHR), two international NGOs that support organizations working at the local level of settlements, the same scale of co-production discussed in the previous section, as well as helping these local organizations to up-scale their activities to city level through wider networks. These international organizations together with the local communities use a self-survey movement (self-enumeration and mapping) to collect needed local data and the results are used to engage with government and negotiate with them through documentary proofs to secure political gains for local communities (Chatterji and Mehta, 2007, Waston, 2014).

Furthermore, SDI and ACHR engage with the government on planning and upgrading as joint city development committees were established in partnership with local governments securing government support in self-enumeration and mapping activities, receiving assistance from the cities governments, and arranging new financial mechanisms through joint funding for projects. They participate with the government in the analysis and vision formulation up to suggesting alternatives and then to implementation, while depending on universities for technical assistance (Archer et al., 2012, Waston, 2014).

This illustrates that local governments in some cities are arranged to support and work in co-production processes along with NGOs and local communities and might as well participate in data gathering with them.

However, less attention has been given to the shift away from standardized state provision towards more recognition of multi-actor arrangements, possible inter-organizational partnerships between the state and other organizations, and the potential for co-productive approaches to change the nature of the institutional conditions.

2.1.3 Partnership for urban knowledge co-production

As previously discussed, co-production is an emerging approach for addressing the complex challenges of sustainable urban development. However, it is interpreted and applied in different ways. From the need of combining different disciplines, different concepts arose supporting different types of partnerships.

- **The role of academia**

In 2010, new approaches concerning research-practice relationships were developed as an answer to the demanding needs of integrating different types of knowledge from different fields to be able to address broader issues of social and environmental sustainability.

As a result, co-production was introduced through initiatives such as Mistra Urban Futures¹, as well as nationally funded programs such as the UK research councils Connected communities' program and Urban Transformations. Not only co-production of knowledge in urban development became a common language in academia, policy and practice in the developed societies of the Global North, but it also reached the Global South Regions but with different socio-spatial conditions and challenges.

In highlighting the role of universities in the Global South, comes the example of the University of Cape Town, South Africa. The University tried to create long-term relationships between academics and state organizations. At first, academics played a key role, in a one-way flow of knowledge process, as advisors towards policy reorientation to the needs of society. Gradually, this relationship was transformed to become more

¹ A research and knowledge center aiming to generate and enable the implementation of knowledge that promotes urban sustainability.

engaging, where academics became more informed and emergent, creating new ways of working together with the state.

The potential of the process of co-production of knowledge between the University of Cape Town and the city of Cape Town increased with the establishment of the African Centre for cities, providing a framework for multi-, inter-, and transdisciplinary research. Practitioners and researchers worked together, in a two-way flow of knowledge production process, and participated in the whole knowledge production process, starting from joint problem formulating and knowledge generation to co-authoring of policy briefs and academic articles, in an atmosphere that allowed them to move into and out of one another's institutional spaces. Co-production is then about creating new opportunities for interacting with different disciplines and for creating new types of relationships (inter-organizational and cross sectoral relationships) between society, researchers, and the city.

Knowledge triangles

One of the concepts that combines different disciplines is the 'knowledge triangle'. A strategy that integrates research, education and innovation that was adopted by Chalmers University of Technology, in Gothenburg. The main idea here is creating close effective channels of interaction between the three sides of the knowledge triangle, represented in educational institutions, research organizations and innovative business. This means creating new knowledge from research and high-quality education and then linking this knowledge to innovation in order to achieve growth.

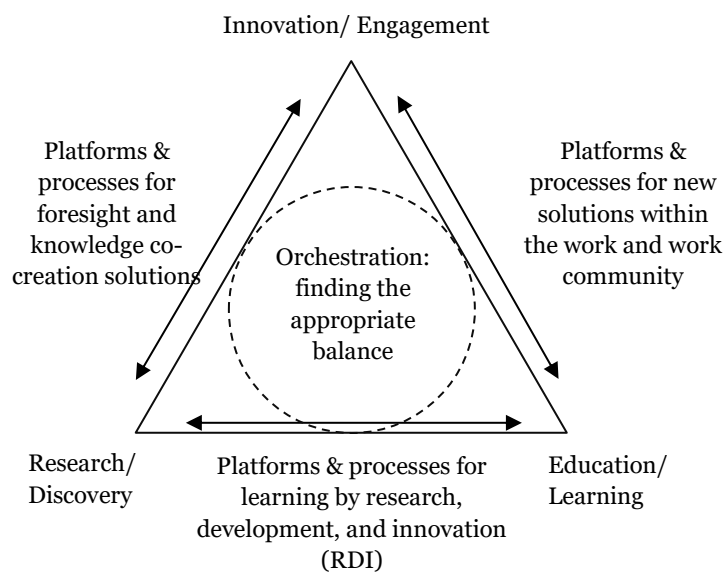


Figure 2 The knowledge Triangle of Education, Research and Innovation.
Source (Sjoer et al., 2011).

Local Interaction Platforms (LIP)

Groups of people from different cities began to organize themselves unconventionally, further than their institutional arrangements and frameworks, with the aim of creating knowledge about how cities can evolve in the future, following co-production approaches. They started to learn from each other while sharing their knowledge across cities. In 2010, these 'knowledge-transferring groups' developed into the international collaboration that is Mistra Urban Futures, a research center and a platform for knowledge. The aim of Mistra Urban Futures is to transform the conventional academic model of producing knowledge in the field of sustainable urban development by enhancing collaboration between researchers and practitioners and establishing new partnerships in research and knowledge production.

This international research center has generated knowledge through projects and publications in many scientific fields including urbanism, environment, humanities and science, and business and innovation.

Local Interaction Platforms (LIP) is a tool developed by the Center to deal with the challenges of sustainable urban development through conducting comparative research around urban sustainability across the Platforms, aiming that their scientific research can provide answers to some challenges. Beth Perry, director of Greater Manchester LIP, focused on explaining the main goal of forming a platform saying that the main purpose of the platform is "to interact between universities and non-academic stakeholders, and to interact between citizen and policy-makers around local issues."

As for Stephen Agong, director of Kisumu LIP, the Local Interaction Platform is "an opportunity for the stakeholders to come and share their ideas, knowledge, challenges, experiences and even solutions that can drive sustainable urban development."

These Local interaction Platforms, working with a collaborative knowledge approach in four different cities, enables crucial knowledge transfer to many different actors by gathering people, stakeholders, organizations, researchers from different fields and city officials. Also, one discussed goal of the LIP is to increase the interaction with the local universities and benefit from

their expertise and academic knowledge to support the development of regional policies and strategies.

One of the collaboration projects carried out by the LIP was implemented by the Cape Town Local Interaction Platform (CTLIP) as they embedded researchers within the work of city administration, adding more capability to find implement new processes.

On an international dimension, collaborations between the Local International Platforms are increasing to discuss the findings and results of their local projects and share their knowledge towards a more comparative research. An international project ‘Governance and Policy for Sustainability’ known as GAPS was carried out by the Center, where researchers and city officials at all Local Interaction Platforms have been involved along with other academic and policy stakeholders to provide alternative governance models.

Mistra Urban Futures holds knowledge transfer programs with the aim of contributing to the policymaking and decisions of the local authorities. For that, LIP’s researchers work along with city officials on developing policies and strategies. On the other hand, city officials meet at universities to share their knowledge and co-author academic articles with their academic partners. For each program there is an external evaluator to evaluate the value and effectiveness of such collaborations. The results are then presented in meetings, workshops and local and international conferences.

Through LIP, Mistra Urban Future highlights the significant importance of allowing interaction between different organizations and cross different sectors, as well as the importance of the presence of a long-term commitment to allow the change and transform between the different organizations. So to sum the meaning of LIPs up, one can say that these are complementary platforms playing an intermediary or a bridging role of creating a space for multiple stakeholders to meet and discuss local challenges, in order to connect research around these challenges to practice.

- **CityLabs: Urban experimentation model in the Global South**

Having the same goal of producing contextual relevant knowledge and providing a space for a different thinking, new approaches were developed around knowledge partnerships between academia and government, to ‘increase the quality and contextual relevance of policy research and reinforce the translation of academic research into policy’ (S. Sutcliffe & J. Court, 2005).

CityLab is a platform for conferences basically held to bring together different knowledge actors, specially government and academia, to share and co-produce policy-relevant urban knowledge that addresses urban sustainability challenges through knowledge co-production experiments, using the city as a laboratory (Vogel et al., 2016).

As cities are characterized by a varied scope of actors with different knowledge and perspectives, city labs draw a significant attention on the concept of co-production to allow different levels engagements in resolving urban sustainability challenges through providing some real opportunities for facilitating learning, reformulating issues and shifting practices around urban sustainability between government and academia. Due to complex urban challenges arising from rapid urban growth, alternative responses to this urban complexity came into view in the Global South. One of these Global South alternatives is urban experimentation, reflected in the form of city labs that encourage new knowledge and focus on transdisciplinary research and co-production of knowledge.

Literature highlights the significant importance of urban experimentation in promoting for institutional change to achieve sustainability (Bulkeley & Broto, 2017). As noted (by Fuenfschilling et al.), experiments in urban development pave the way for “ fundamental transformation of a system . . . that if diffused more broadly, will radically alter the existing system.” (Fuenfschilling et al., 2018). Experimentation as described by V. Castan Broto and H. Bulkeley (2013) is ‘a key tool to open new political spaces’ aiming to create new opportunities for learning and innovation (Patel et al., 2017). Usually, experiments are established building on the assumption that combining academic and practice-based knowledge is better than individually (Buyana, 2018).

New practices and concepts connecting future city visions to policy have been promoted by urban laboratories through processes of transformative change. City labs, for example, reflect

their contexts and come as an opportunity to create collaborative neutral negotiation spaces between both government and academia by applying co-productive practices to identify opportunities and build new knowledge needed for urban sustainability.

Bringing different actors actually helps in narrowing the gap between knowledge generation and use (Polk, 2015) , as it facilitates the generation of different types of knowledge reflecting real contextual insights to inform new practices, in order to develop solutions to complex challenges that cannot be tackled independently.

Different actors bring different type of knowledge towards achieving shared understandings, for example, academics can generate data and offer scientific expertise to apprise urban policies, on the other hand, government officials deliver insights into policy and implementation challenges.

From 2008, the African Centre for Cities (ACC) at the University of Cape Town, South Africa, manage a chain of nine city labs (such as the Climate Change CityLab, Urban Ecology CityLab, Sustainable Human Settlements CityLab), bringing together different types of knowledge from academics, government officials and other stakeholders to co-produce new urban knowledge related to the sustainability issues in Cape Town.

This is mainly done through seminars and joint publications gathering different perspectives around urban knowledge. Co-productive activities such as collaborative research, co-producing new policies with policy makers and co-designing and implementation of projects, are undertaken by these city labs.

Over few years, the Sustainable Human Settlements CityLab succussed to co-produce a policy, by managing continual meetings including officials from different sectors and by holding brainstorming workshops that included activities like clustering and prioritizing issues, and co-writing policy documents. Also, the Urban Ecology CityLab addressed different urban ecology challenges through monthly meetings where academics, government officials, practitioners as well people from the public community participated and managed to engage together according to their topics of interest (Anderson et al., 2013), and the Climate Change CityLab managed to co-produce a book on climate change adaptation and mitigation in Cape Town.

Furthermore, the ACC collaborated with the Mistra Urban Futures in an exchange cooperation, as part from their Knowledge Transfer Program (KTP) that focused on a range of topics, including climate change, green economy and transport. This partnership between the City of Cape Town and ACC, illustrated how temporarily embedding academics into government and officials into academia can induce greater learning dimensions from university-city knowledge connection (Perry et al., 2018). From one CityLab experience to another, different types of urban experimentations occur, whether by: bringing different types of knowledge and people together, or experimenting new means of working together, or even by testing new perspectives and policies (Anderson et al., 2013).

- **Knowledge-based systems:**

Knowledge-based development approach is very essential to raise knowledge production in cities, through knowledge-based development policies. The strong spatial urban development, that has been occurring in cities in the 21st century, caused the introduction of a new approach called 'Knowledge-based urban development' that aims to make space for knowledge production by developing socio-spatial knowledge and discussing urban spatial transformation, though it is still not integrated into the urban planning processes. To overcome the old notion of the urban development strategies, a new production of knowledge that includes interaction of different disciplines and actors within a network of mutual reactions and feedbacks to achieve a development outcome, is needed.

The core of urban development needs to be transformed from traditionally being only concerned about economic and social opportunities, to linking both economic opportunities with socio-spatial transformation by providing broad opportunities for knowledge production. This new mode of knowledge production requires an examination of the relationships between; academic institutions, government and the business sector (innovation).

Traditionally, the old paradigm of urban development adopted by the modernist planning doctrine was unable to achieve reasonable outcomes that address social issues, economic issues, and environmental issues in complex urban regions. By practice, they became aware of the shortage of their linear concepts facing this variety of situations where repeating similar solutions causes different results.

Due to the growing awareness of the modernist modes of decision making and the increasing difficulties and challenges of urban realities in the 21st century, a new planning paradigm has risen to develop better urbanization policies.

As cities worldwide have undergone major transformations in the 21st century, many urban administrations started to search new ways to make use of the significant opportunities of knowledge production worldwide and the concept of 'knowledge-based urban development' has started to gain more acceptance. An interest into this emerging area of research interest that links interests of planners, economists and social scientists has been growing, aiming to transform urban environments into creative urban regions where the outcome should be the result of successive inputs from different disciplines linked in a chain of urban development. This new approach is promoting collective learning, flexible adaptations and encouraging entrepreneurship.

This approach is much more about holistic planning strategies for spatial development, focusing on three pillars of development:

1. Economy: local economic development through encouraging entrepreneurship.
2. Social development: increasing the quality of human life and providing necessary services.
3. Urban development: to build strong spatial relationships among urban clusters for a sustainable urban development.

It is more like a social learning process where citizens and communities gather knowledge themselves in the object of empowering local groups and communities. They inform and get informed about the changes occurring in their city, which strengthens their negotiating power with the state and ensure transparency and trust.

Due to changes in lifestyles and urban spatial transformations, the planning profession faces major challenges. More adaptive and proactive organizations in the search of knowledge began to appear, from service firms to urban knowledge production spaces that are focusing more on their learning spaces and are searching for new opportunities to get more innovative ideas. Many of these organizations are reorganizing themselves into "networks of production" where they make use of formal and informal from the private and public sector and follow learning and innovation processes to improve their outcomes.

Despite their small size and revenue compared to the market sector and its barriers, they work with expertise closely related to the services they want to provide, and they co-produce knowledge from formal and informal sources, by following knowledge intensive service activities (KISA). KISA are explained as the activities developed by the production and exchange of knowledge between the different organizations and actors, these are key activities for the innovation processes of the organization. The capacity of the firm to perform these KISA more effectively is inevitably what differentiates a firm from its competitors.

KISA activities include research and development services (R&D) provided through private or public enterprises, knowledge management and consulting differentiating between formal and informal processes of knowledge production, information and communication services (ICT), human resource management services, legal services, accounting services, financing services and marketing services.

There are two types of KISA, external and internal. Internal activities occur in the urban production space inside the firm. External knowledge production activities happen within the network space of the organization. This network space unit exchange knowledge with other organizations and actors through formal and informal relations.

The transactions of knowledge occur between competitive organizations, between the organization and some registered training organizations (RTOs) represented in universities and research labs including government departments that provide educational services such as research and development to other organizations , and between the organization and other organizations that support professional knowledge production for the business processes of other organizations. These organizations are known as knowledge intensive business services (KIBs).

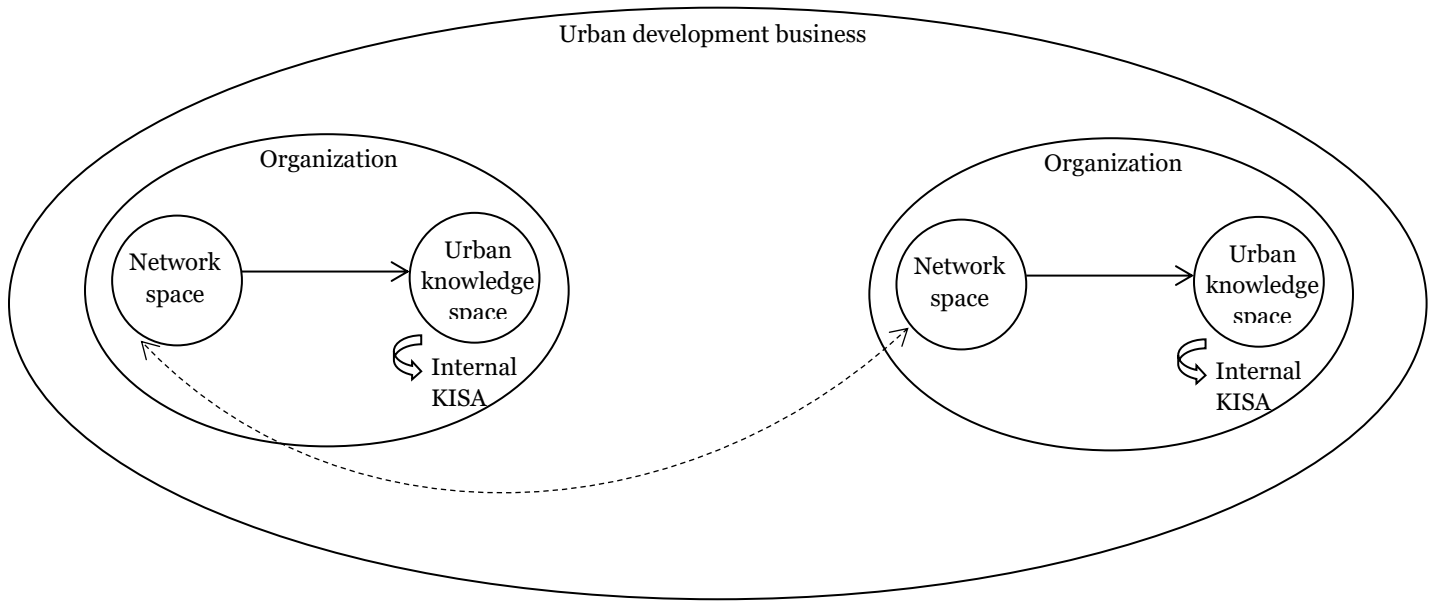


Figure 3 Knowledge intensive service activities in urban development business.
Source: Author.

Chapter III

Contextualizing Co-production: Experiences in Egypt

3.0 Chapter Introduction

Based on a review of literature, the author's own research and a conducted interview, this chapter deals with a grey area in which **co-production is discussed as an instrument of urban governance and policy planning**. It tries to understand how the concept co-production overlaps with the concept of participatory planning and the idea of knowledge exchange, consequently arguing the relevance of placing it within institutionalized forms of urban governance, particularly in Egypt.

This is motivated by a belief in the need to actually realize the major urban processes happening in Egypt, but which have been recognized as 'alternative' or 'innovative', and to comprehend that the next discussion looks at co-production as a range of new institutional possibilities that can actually affect urban governance (Waston, 2014).

The first part of this chapter is basically a theoretical background on the multi-levels of urban government. The second part draws on the structure of the government and the levels of planning in Egypt to understand who the main actors are working on urban development in the country, as well as assessing the existing urban development knowledge systems.

The third part focuses on the example of Cairo urban initiatives, their missions, goals, and areas of focus. An internet-based research shall be done to allow a preliminary analysis of their methodology and projects to understand their relevant activities and experiences in the process of co-production of knowledge.

3.1 Theoretical Background

Urban planning is a connecting discipline that is strongly reflected in and related to reality. This puts it in the middle of the argument between generated urban knowledge versus actions and implementations. This value of translating scientific knowledge into on ground actions was also discussed by Graham et al (2006) in their paper 'Lost in knowledge translation: Time for a map?' (Graham, et al., 2006). In an attempt to move urban planning from an intervention approach to a tool of integration, and to connect both knowledge production processes with the decisions and outcomes of the government, in Egypt, this part aims to understand the existing urban government structure, and how governmental knowledge is produced then used by decision makers towards knowing the factors that may enhance or constrain the possibility of change in

the governmental knowledge system, in order to recognize the potentials of institutionalization of urban initiatives in Egypt and use their knowledge, towards achieving a more adaptive urban government.

Usually, the existence of a political will is a fundamental factor that will support any suggested change, as in reality, practices in the local level (policy implementation) reflects the decisions took at the higher level policies (policy making). This makes the national urban policies the main contributor for urban development.

3.1.1 Connecting urban policy making and implementation.

Towards a better understanding of how policies are developed, one should know who are involved in the decision making and implementation processes. According to Wolman (1999), national governments, local governments, and market economy, all affect the formulation of urban policies. National governments play an important role in developing legal frameworks (Napier, et al., 2014), encouraging financial means (UN-Habitat, 2013), strengthening local governments in planning and managing (Smit & Pieterse, 2014) . On the local level, local government play an implementor role, through developing local strategies, delivering services, and implementing regulations (World Bank, 2001).

With respect to this, national governments' role is mainly about policy making and financial control through the different ministries, while local government is in charge of policy implementation, as decisions received from the national government. Implementing these decisions affect in one way or another local community. On the higher levels, urban management processes are being applied to achieve implementations. Urban management refers to the "set of instruments, activities, tasks and functions that assures that a city can function" (Sirry, 2003). The local governments play a management role as well, but is illustrated in the service delivery and applying regulations (World Bank,2001).

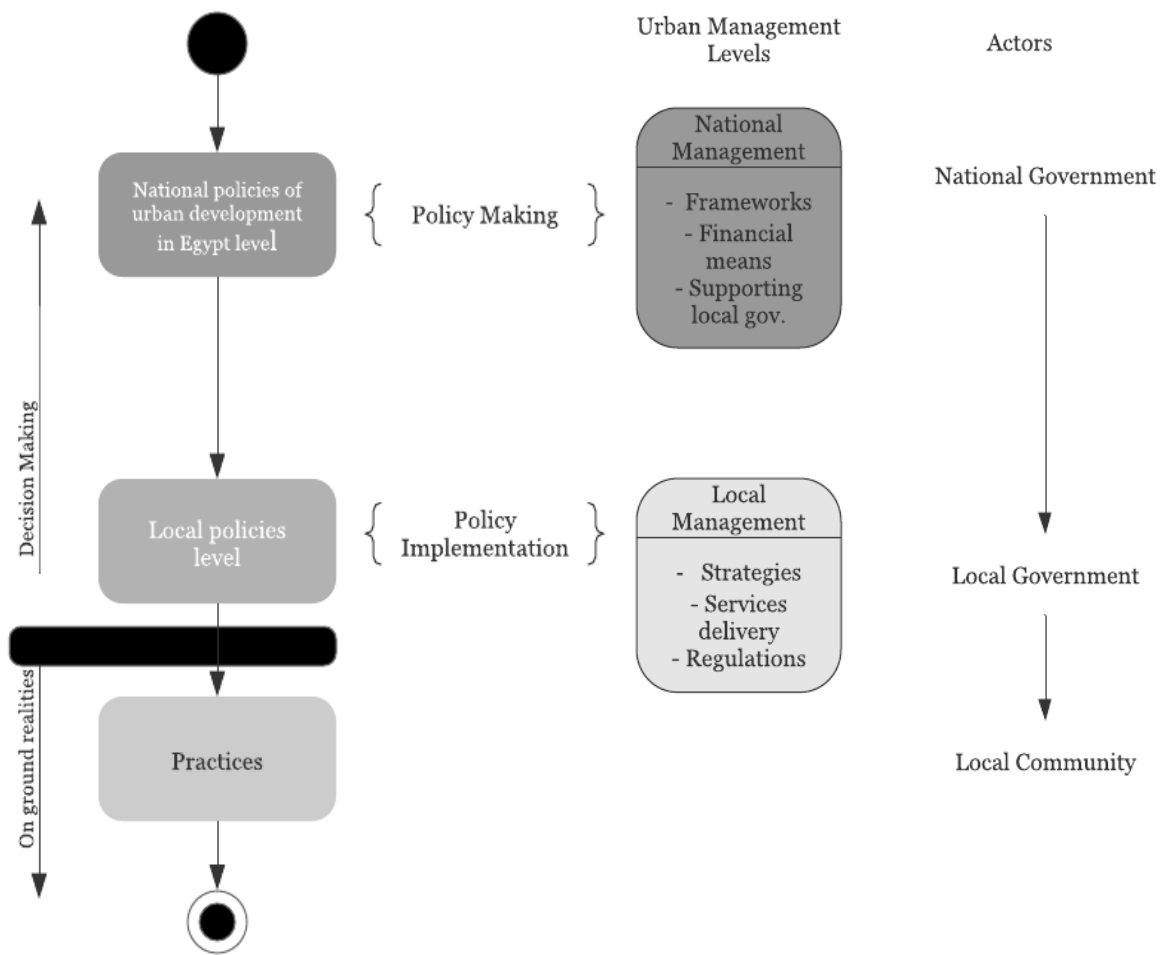


Figure 4 Different levels of urban government.
Source: Author.

3.2 Contextualization in Egypt

Reflecting on the context of Egypt, the country has one of the longest histories of a centralized top-down decision-making process. The Egyptian government took the decision to follow a strategic planning approach in defining the future vision for sustainable urban development in Egypt.

According to the Egyptian building law 119/2008, this approach includes the adopted policies, the aimed goals, and the required socio-economic and environmental plans. In addition to these plans, it also explains urban development plans including demands for urban expansion, different land uses, and it highlights its ways of function and priorities, as well as defining the sources of funds. As the government orientation is changing towards participatory physical planning, the

strategic planning process consider significant participation principles. However, the actual application of the process is more complex and faces multiple challenges as the power and financial potentials remained top-down.

On ground, development practices face poor implementations whether because of producing implementable plans or because of the gap of time between decision making and actual implementations. Therefore, the data on which the decisions were taken change. Plans such as Egypt 2050 have become Egypt 2052. Projects about building one million housing units or dozens of new cities in the desert are still promoted by post-revolution governments while ignoring the real needs of the inhabitants living in such areas.

The Egyptian application of the strategic urban planning seems to build a new decentralized development hierarchy, but in many cases stakeholders' involvement is only adopted in the early stages of data collection and then decisions are taken centrally. The power of local governments has always been limited by the central government causing inefficacious decision making and services delivery processes to the community (Tobbala, 2012). This lack of motivation towards decentralization from the central level of authorities caused many issues and restrained the demographic character of the local government.

Youssry (2015) in her paper 'Revolutionizing the planning process in Egypt' discussed, as stated below, the key challenges to the application of strategic plans in Egypt:

1. The lack of local power within local authorities, building a gap between citizens and decision making.
2. The second problem facing the application of this strategic approach is the financial control. Local governments in Egypt have no authority over their budgets and they have to wait for the approval of their financial requests from the central government.
3. The data collection phase takes very long durations collecting data that will already be unreliable by the time of implication, due to the time lag between planning and implementation. This highlights the significant need for local capabilities that are able to support an updated database through electronic systems and GIS formats (Youssry, 2015).

3.2.1 Existing governmental knowledge systems

Understanding how existing city knowledge systems and dynamics are constructed and shaped within the urban Governance, and how this knowledge is produced and then used by Egyptian decision-makers, is a very important step to understand the structure of urban government in Egypt to embrace new organizations and policy arrangements for knowledge co-production in cities after examining the existing government knowledge dynamics and conditions.

Focusing more on the umbrella of the Ministry of Housing, Utilities & Urban Communities as a cross-cutting ministry that deals with the construction, and infrastructure of urban communities in new and existing cities as well as utilities in Egypt, an interview was held with Baher El-Shaarawy, technical advisor to the minister of Housing, and an assistant lecturer at Housing and Building national Research Center (HBRC).

He explained that the main goal of the ministry is to “double the urban agglomeration in Egypt” through planning new cities and city extensions for existing cities, as well as upgrading informal settlements at the level of existing urbanization.

Various structures, subordinate to the ministry, work to achieve the ministry’s goal. The key authorities are stated below (El-Shaarawy, personal communication, Sep. 21 ,2020):

- 1- General Authority for Urban Planning (GOPP) responsible for the general planning at the state level, down to the governorates, cities and villages, as well as putting the national strategic plan for urban development in Egypt, leading to spatial strategies for development.
- 2- New Urban Communities Authority (NUCA), an independent economic body headed by the Minister of Housing, responsible for creating new civilized centers beyond the existing cities and villages. All entities engaging with the establishment of projects in any of the new urban communities, whether governmental or non-governmental, must notify NUCA about these projects. NUCA shall accredit its opinion on the location and work of these projects to ensure that they are done according to the prescribed plans.
- 3- Informal Settlements Development Facility (ISDF), a formal authority under the Prime Ministry, chaired by the Minister of Housing with an independent executive director. ISDF is responsible for the development of informal settlements.

As each institution has its own specialty and knowledge database, the role of the Ministry of Housing is to formulate general directions to guide these institutions and to establish a coordination between them, to facilitate access to information and knowledge exchange in order to achieve agreed goals for development.

Furthermore, all these different institutions signed cooperation protocols with each other, that provide that there are adopted regulations for knowledge exchange, confirming that each entity must exchange its data with the other institutions, when required, according to the Council of Ministers' decision. For example, to establish a development plan for Cairo, the significant actors will be GOPP to go through the city blueprints, as well as the largest of local units, which is the governorate of Cairo. To establish a development plan for an informal settlement, ISDF must coordinate with the governorate to which the settlement belongs, and to establish a development plan for a new city, GOPP must coordinate with NUCA.

On another level, the government tries to enlarge its mode of engagement with non-governmental organizations, particularly in the development of informal settlements. Invitations to participate in workshops are convened and coordinated by the government to the different NGOs, and a number of direct joint projects between both entities have been developed.

The technical advisor to the minister of Housing clarifies that non-governmental organizations may be working on a very small scale that is out of the scope of work of governmental institutions, so for them to cooperate with any of these governmental bodies, they must identify the scale on which they will work and ask for the knowledge respective to this scale, from the competent governmental authority. On the other hand, governmental institutions must verify that they will exchange their knowledge with trusted organizations, before outreaching to the different NGOs.

He also explained that each governmental institution undertakes community participation to a certain degree, based on its interactions in the state and the importance of community participation for the governmental knowledge formulation processes.

To give an instance, he carried on that it is prescribed in GOPP's terms of reference that a significant step for developing a plan is organizing discussion sessions on the local level, with the presence of a consultant and a representative from the governmental institution to the

local community. Then, depending on the scale of the project, an accreditation from the civic council or the local council, on what was agreed upon in the discussions, must be obtained. Same for an ISDF project, as ISDF is keen to talk with the local people before setting up development plans. However, when planning a new city, the expansion outside the existing cities and land dividing do not require community participation.

All these governmental organizations participate in national and international conferences along with other Egyptian institutions, decision makers, civil society representatives, scholars and experts, private sector companies and regional and international partners, where their knowledge is presented in different panels and round tables are organized based on the scale and the type of the discussed topics, so they can share their experiences and take feedbacks on their projects.

Union for the Mediterranean (UFM)

At the level of the Mediterranean countries, co-productive processes take place under the umbrella of Union for the Mediterranean (UFM) to identify the strategic priorities for the area and adopt the objectives and the scope of common agendas in key strategic fields. UFM is an intergovernmental organization² with the goal of “enhancing regional cooperation and dialogue towards the implementation of projects and initiatives with tangible impacts on the citizens of its member states”³.

Representatives and experts from ministerial and governmental institutions are sent from each member state, as well as from regional and international organizations, local authorities, civil society, private sector, and financial institutions. Regional dialogue platforms are provided including ministerial and governmental representatives’ meetings, as well as sharing experiences by supporting close interaction between national experts and stakeholders to exchange the ministerial mandates towards identifying the best practices and promoting strategic and application projects of cooperation.

² The term intergovernmental organization (IGO) refers to an entity involving two or more nations, to work together, on issues of common interest (Harvard Law School).

³ <https://ufmsecretariat.org/>

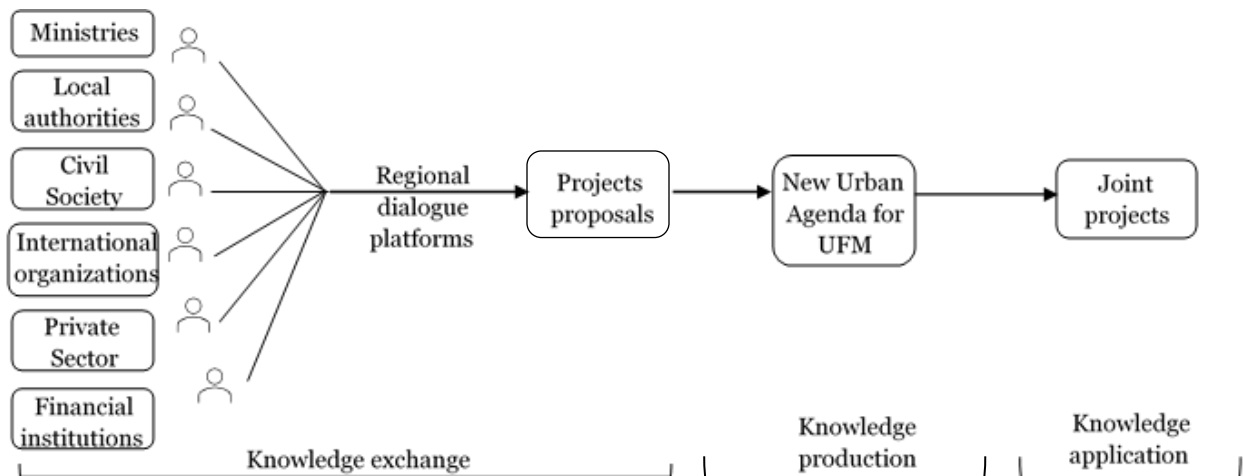


Figure 5 Co-productive processes towards the formation of UFM's New Urban Agenda.
Source: Author based on the interview and the UFM explanation to its work.

As for the Egyptian Ministry of Housing, Utilities & Urban Communities, the interviewee, Baher El-Shaarawy, is the Ministry's representative for the UFM's "Transport & Urban Development" sector. He explained that the role of states' representatives is to participate in the meetings and offer proposals that can afford to compete at the level of Mediterranean countries. After such meetings that underscore the joint efforts of governments, local and regional authorities, developers, financiers and civil society, a new urban agenda for UFM is produced with added charters related to the local context of each country. The knowledge is exchanged through discussions within different thematic groups as they deal with the emergence of different urban issues, and this may lead to the funding and implementation of joint projects in any of the member states.

One of the UFM's projects in Egypt is the Imbaba Urban Upgrading Project, officially launched on the Second UFM Ministerial Conference on Sustainable Urban Development, held in Cairo 2017, aiming to upgrade infrastructure and basic urban facilities, support employment and provide new job opportunities through income generating activities and develop open public spaces, through strengthening the integration of Imbaba and al-Warraq , two of the most

populated and unplanned urban areas of Egypt, with the rest of the Greater Cairo⁴. The main promoters⁵ of this project are the Ministry of Housing, Utilities and Urban Communities and the Governorate of Giza, Egypt, working jointly with the General Organization for Physical Planning (GOPP). Supporting the Governorate of Giza, the Urban Projects Finance Initiative (UPFI)⁶, funded by international financial institutions like the European Commission (EC) and the French Development Agency (AFD), manages financially this urban development project. UPFI's team of experts provides technical assistance to the project promoters by conducting feasibility studies in rehabilitation, development, as well as capacity building for the Governorate of Giza and local stakeholders. Aside from the institutional and financial setting up of the project, complementary study focusing on the environmental and social impact of the project is conducted as well.

To monitor UPFI's activities, a steering committee consisting of the AFD, the European Investment Bank (EIB) and the European Commission was made up. A steering committee meeting was held, in Cairo, in the presence of relevant Egyptian stakeholders. The project was then included in the Egyptian government's 2018 budget and a management unit responsible for the implementation of the project was created with the Governorate of Giza and the Ministry of Housing.

Housing & Building National Research Center (HBRC)

Reflecting upon the relationship with academia, a national research center called Housing and Building National Research Center (HBRC), with a separate law as universities act, is considered as a university under the umbrella of the Ministry of Housing, Utilities & Urban Communities, and the head of the research center attains an academic position as a university president.

The national research center is constituted of 11 research departments and training institutes, in different fields, each considered in the law as a faculty, and the head of each institute holds

⁴ UFM, 2017, Imbaba Urban Upgrading project.

⁵ Based on UFM's definition, a project's promoter is who initiates the development of a project by submitting the project proposal, that already enjoys the support of the national authorities in the beneficiary countries, to the UFM Secretaria. The UFM works with the promoters to particularly review innovative ideas that are potentially replicable in the region, and up-scale them to a more regional level.

⁶ An initiative placed under UFM to conduct technical and financial tools for its Mediterranean urban development projects. It is financed by delegation of funds from the European Union.

the position of a dean. The working team in the research center are specialists with masters and PhD degrees and can be assigned to teach at the different Egyptian universities.

One of HBRC'S research institutes is the Urban Studies and Training Institute, working as a semi-private institution established as a result of the international technical and administrative cooperation between HBRC, Institute for Housing and Urban Development Studies (HIS), and the faculty of Geo-information Science and Earth Observation (ITC) in the Netherlands. This cooperation guarantees joint funding to ensure the continuity of the institution and its expansion in order to develop scientific studies and researches that are in line with Egypt's needs and expand the application of geographic information systems (GIS) in city management and planning in Egypt.

The main mission of the institute is to strengthen the institution-building and raise the human capacity required for the development of the built environment and living conditions of Egypt's urban areas. On the national level, the institute's efforts focus on constructive cooperation with local institutions with the aim of building an integrated base of sustainable development for cities, through the integration between institutional building, training programs, applied research studies, consultations and technical support at all governmental and non-governmental levels working in the field of urban development such as the private sector, community associations and community development organizations.

This aims to develop skills in the field of planning while enhancing the concept of effective participation of all parties concerned with the urban development processes, improving the coordination between them, and developing action plans as a basic tool to support decision-making.

This is achieved through, firstly, providing training programs according to the training needs of workers and specialists in various urban areas, through the implementation of specialized training programs and institution-building programs, postgraduate programs, as well as cooperating with a number of international experts to develop the skills of the trainees by presenting local, regional and international experiences in a comparative manner and analyzing them in a scientific approach, with the aim of raising the efficiency and increasing the skills of the trainees by the exposure to international experiences.

Secondly, preparing applied research studies that focus on documenting local and international experiences to benefit from them as scientific materials in training courses such as upgrading projects, land management, evaluation of the performance of local administrations, institutional and financing dimensions of development projects, and the process of decision-taking through the participatory planning system.

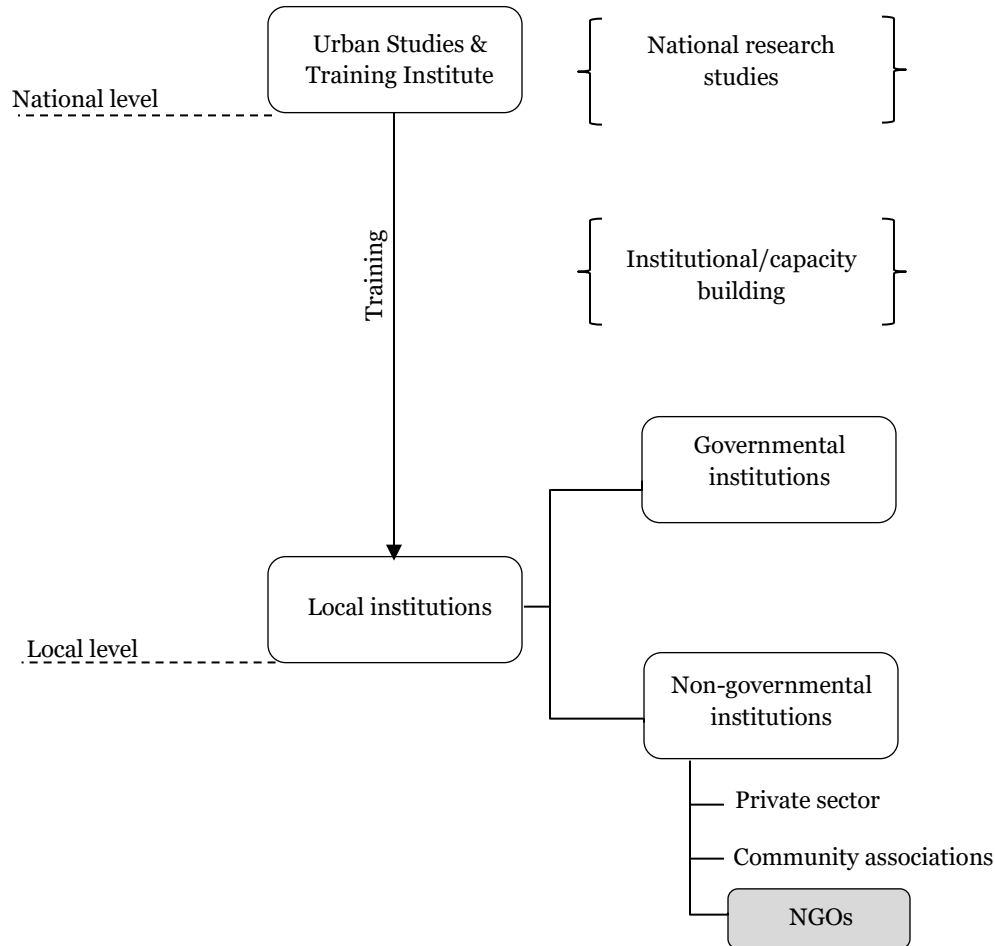


Figure 6 Relationship between HBRC and local institutions including non-governmental organizations.

Source: Author based on the interview and the HBRC explanation to its work⁷.

⁷ <http://www.hbrc.edu.eg/>

The role of HBRC is to update governmental knowledge through conducting national research studies related to the national development plans, organizing and hosting international and local conferences as well as sending researchers to participate in local and international conferences to learn about modern technology and scientific experiences from other countries, and producing new knowledge by issuing codes and specifications for construction and building. Also, HBRC can audit the construction work and take separate offers to supervise the implementation of projects.

In view of its scientific expertise in the field of construction and research, urban planning and housing, HBRC's training department presents a training plan, every year, including many modern and important programs that are compatible with the needs of development currently required, especially in the field of explaining the Egyptian codes that are being created and developed. These training opportunities aim to build the capacity of those interested in the research, engineering, and technical fields in Egypt. In accordance to the law, for these codes to be issued, training courses must be conducted on them as well as pre-approval hearing sessions, then the committee tasked with issuing the codes and regulations meets with the Prime Minister to brief him on the new rules before they are officially approved.

Furthermore, consultancy assignments are usually charged to major Egyptian universities whether in supervising the implementation of projects such as social housing, or in issuing new codes and regulations, as is the current case of the decision of the state that ordered the Egyptian municipal authorities in late May to suspend the issuance of new construction permits and to halt building activities that are underway in Cairo, Giza, Alexandria, and other cities, for six months, until the university located within each governorate issue the new regulations for each correspondingly.

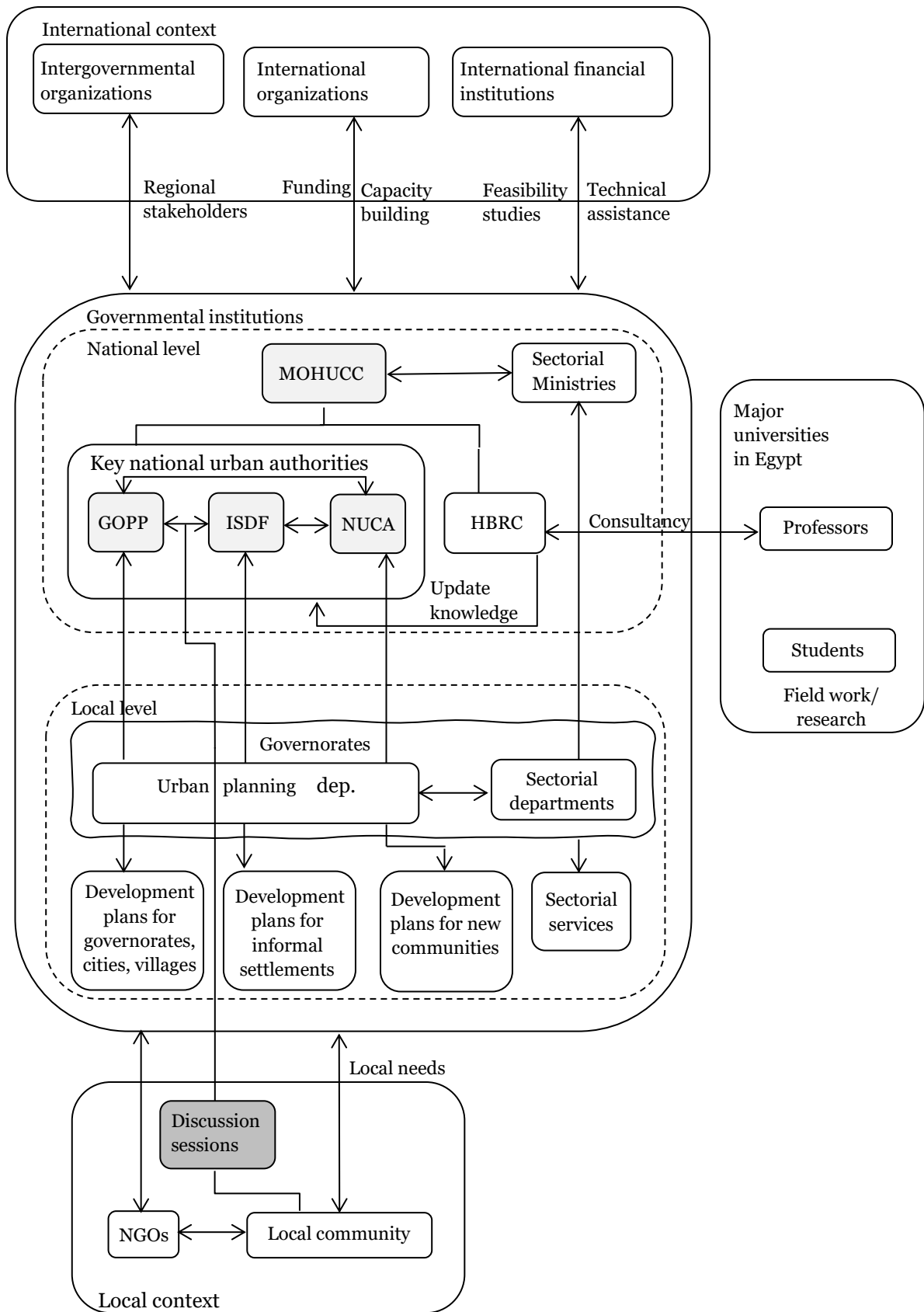


Figure 7 Governmental knowledge systems between key actors in urban development.
Source: Author.

3.2.2 Fostering governmental institutional change towards co-production

The previous section demonstrates that despite the key challenges facing the urban government, there is actually a multi-level network of knowledge exchange processes linking the Egyptian government to local, national, intergovernmental and international organizations.

To improve the urban planning and development processes towards more innovative and potentially positive processes, transforming the governmental incentives from top-down execution to a more adaptive planning approach, towards developed mechanisms of state decision-making processes relying on the capacities of the different key stakeholders in urban planning through co-productive partnerships.

The new approach of urban planning in Egypt should be based upon adopting good governance concepts with internal shifts from long term plans to a more adaptive planning process by drawing attention to new circumstances and challenges to which planning needs to respond.

One of the prominent concepts currently discussed within urban planning is *Co-production*, going beyond service delivery to be used in a broader sense of urban governance and policy planning, where different stakeholders engage at policy and planning levels. This concept is seen as ‘structuring planning and urban development processes’ (Waston, 2014), as distinct approach to knowledge building and research (Moser, 2016), and as potential strategy for the negotiation of norms and regulations (Bovaird, 2007).

Further studies and articles have been published in the public management field connecting co-production to co-planning, co-designing, co-prioritizing, co-management, co-financing, co-assessment, and co-governance. These theories agreed on the distinction that institutionalization of participatory space is fundamental for positive change.

Building upon Cornwall’s perspective (2014), co-productive projects lay under ‘invited spaces’ of participation where platforms of cooperation is demanded through structured sustainable partnerships and organizational arrangements between state and non-state stakeholders, and actions of facilitating such partnerships should be adopted by the government.

As a start, the outcomes of co-production be seen at projects level in providing small-scale institutional changes (Shand, 2015), and in empowering specific groups (Banana et al., 2015). These small-scale challenges can lead to socio-political mobilizations, allowing higher transformations in urban politics to happen.

3.2.3 Urban activism in Cairo

Over the last decade, state institutions in Egypt have shown interest in the revitalization of urban spaces in Cairo, especially in Downtown, by sponsoring international design competitions and developing strategies and visions for the whole city. After 2011, the Egyptian revolution stopped everything and led to new spatial practices and new ways of social engagement in Cairo's urban spaces. During the revolution, people occupied public squares and streets for political demands, this increased the public sense of ownership and increased informal usages of space. This new mood of practice influenced the production of public spaces in Cairo, that may be considered as a form of co-production where the society produced new spatial practices and introduced new powers to spaces.

As a reaction to that, a rise of urban activism is happening, especially in Cairo, encouraging non-governmental urban initiatives to take part in the processes of co-production of public space while taking into consideration the voices, experiences and practices of the people within the city-making process. Citizen are involved in co-creating solutions to urban planning issues.

Considering these urban initiatives as knowledge systems that generate, validate, exchange and apply knowledge, highlights their efforts in producing knowledge for urban development by rethinking the role of architects and urban planners as facilitators between the members of the community and the state, and could be seen as a stimulator for more co-productive projects and processes to take place in the future.

- **Cluster Cairo Lab**

Cairo Lab for Urban Studies, Training and Environmental Research (CLUSTER) is an independent interdisciplinary platform for urban design and research , working directly with local community and aiming to promote sustainable urban environments and more diverse accessible public spaces in Cairo.

The practices of CLUSTER consist of four different areas:

1. Founding new ways in which informal practices may introduce new different forms of urban development.
2. Introducing new approaches for development of urban spaces where art and culture act as urban catalyst.
3. Supporting new interdisciplinary ways of practice that bring a variety of different interests and different actors together, including architects, planners, artists, social scientists to work with stakeholders and local communities.
4. Initiating a collaborative research framework that is open to different research groups including local and international universities for research backup and support as they think that the rethink of roles should reach to universities, where the instructors should make their architecture and urban planning students aware of the social aspect of the environment they will participate in building.

One of the forms of co-production in their projects is the series of international workshops (Formal-Informal Interface Workshops) in which the Cairo Lab for Urban Studies participated, along with the Centre of Urban Research and Planning (CURP) from Lusaka, Zambia, and the Laboratoire Citoyennetés from Ouagadougou, Burkina Faso.

Using the acquired knowledge, tools and methods from participating in such international workshops, CLUSTER aimed to achieve a contextual urban knowledge that benefit Egyptian cities by implementing a project, in 2018, called "Formal-Informal Interface: A Comparative Analysis in Three Egyptian Cities". As part of its project, CLUSTER continued this series of international workshops by organizing a writing workshop on "Formal-Informal Interface: Towards a Cross-Country Comparative Methodological Framework and Co-Production of Knowledge," in Cairo, 2018.

Supported by the African Urban Research Initiative (AURI), CLUSTER comparatively studies the relevance of the formal-informal interface in Cairo, Alexandria and Minya. The project disputes the distinguished division between informal and formal areas, by examining the conditions of borders, crossings, activities and flows that connect these areas, and calls for policy recommendations towards more integrated and inclusive cities in Africa.

After participating in the second Formal-Informal Interface workshop in Lusaka, Zambia, and conducting a comparative research approach, along with the CityLab meetings, CLUSTER began to study street vendors in Downtown streets and public spaces with the aim of developing proposals and strategies for other pilot areas.

3.3 Chapter Conclusion

The emergence of urban initiatives supporting an alternative urban development paradigm in Egypt has been rising, especially after the Egyptian revolution. But unfortunately, until now we can not see a real shift in the urban development practices and policies in Egypt.

It was hoped, following the 25 January 2011 Revolution, that the state planning approach would become more realistic and integrating. Unfortunately, this is still not the case and since the revolution, most of pre-revolution projects were put on hold.

Following the 2011 Revolution, there was mainly increased unfulfilled expectations of the inhabitants of the existing urban areas, and the urban government needs to pay more attention to this problem by taking benefits of the urban knowledge produced by this new rising urban development paradigm, that is the Cairo Urban Initiatives.

A real shift from the Egyptian state's long-adopted top-down approach in urban planning practices and policies is needed, by accepting the rising urban development initiatives into the knowledge systems of the state towards a new urban knowledge infrastructure in Egypt. These new urban initiatives can play a mediating role between the local community and the state institutions in order to help the residents of different areas have the means to voice their real needs in an institutional manner.

On the other hand, a challenge facing these urban initiatives is how can they survive financially. In fact, many of their projects, activities and practices are funded by donor groups or development agencies that share the same principles they are trying to promote and goals they are trying to

achieve. Also, a number of these urban initiatives are working voluntarily for free, aiming to support their local communities by their plans and interventions. But sooner or later, they will be financially exhausted, and they will not be able to continue their practices.

Also how can these initiatives get their practices and efforts institutionalized and recognized beyond conferences, events and academic publications? How can their little-known experiences and efforts evolve and have a real impact? And how can their practices move from being a sort of “activism” or an exception to the rule, to become the mainstream?

The newly emerging urban initiatives are trying to address some of these challenges. They try to engage with state officials in their practices to better understand and try to change the way the state functions in terms of urban planning policies. They are calling for the need of a more open, realistic and adaptive urban governance structure. They are trying to develop cross-subsidy models where income-generating projects within their entities can finance their voluntary work with local communities. They are spreading their work either through direct encounters, social media, or writings to outreach to more people. And finally, they are trying to institutionalize their efforts and build networks of influence, support, and collaborative work among each other.

Another question is who should produce the urban development plans in Egypt? Both state officials and professional planners and architects should engage and put their knowledge together towards a more bottom-up approach that responds to the needs of the local residents.

Perhaps there are some answers to these questions and challenges. But definitely one of these answers would be moving beyond creating a parallel practice, by engaging this new urban development paradigm into the state institutions and renegotiating the rules of the game.

Chapter IV

Results and analysis

4.0 Chapter Introduction

This chapter adopts a qualitative research practice method, relying on the analysis of relationship between some of the different non-governmental urban initiatives in Cairo, the methods and processes in which they meet with other initiatives with similar interests to discuss urban issues, how these processes can be the starting point of co-production of urban knowledge in Cairo by producing local small-scale projects in the city. and their relationship with the urban Governance, to understand the roles of these different actors within the network, and what may be considered as collaboration potentials between these new emerging initiatives and the state. The aim is to achieve an understanding of the of the existing knowledge systems in Cairo to suggest some recommendations for the desirable step of achieving urban knowledge co-production, in the following chapter.

Interviews with officials seemed to be convenient to allow asking open ended questions and exploring different experiences and opinions from different governmental institutions regarding the researched phenomenon.

Then an online questionnaire will be used for a further analysis of existing interactions between the different stakeholders. Through the questionnaire, some of the different urban initiatives, in Cairo, will be guided to provide information about their areas of focus, interactions with other organizations and their relationship with the urban government.

A relationship analysis will be produced and the result will be used to improve collaborations within the studied networks in order to achieve a knowledge system that co-produce knowledge together as partners (local initiatives in collaboration with the Urban Government).

4.1 Interviews Results

For this thesis, officials were interviewed. They were approached through personal contacts of, or had a wider connection to, the author's network. The collected data is based on information from 2 officials from different institutions, within different of the administrative structure of the government, and with different professional realization and experiences from the domains of urban planning urban development, through semi-structured interviews to focus on the interviewee's opinion and experience (Bryman,2008).

The aim of the interviews was to understand how officials produce and then use their urban knowledge, and what are their examples for communication and exchange of urban knowledge.

Also, determination of the challenges and needs for is important to guide the urban planning in Egypt towards co-productive processes. This will be done through the investigations of the factors influencing the urban processes.

All interviews have been conducted in Arabic, then translated to English, and were voice recorded. The interviewees gave the permission to tape record the interview. One interview took place at the interviewees' workplaces and the other took place online via zoom. Each interview took between 30 and 45 minutes. After conducting the interviews, they were transcribed to process them for the following analysis.

- **Interview 1**

The first interview was made with Khaled Saddeek who is the executive director of the Informal Settlements Development Fund (ISDF), and Ehab Alhanafi, the coordinator of the Central Administration for the development of informal areas. The interview was conducted to understand their knowledge system and to get their opinions regarding their shared projects with urban initiatives like "Tadamun" and "10 Tooba".

Brief description

Following the President's decision 305 for 2008, the Informal Settlements Development Fund (ISDF) was established as a subsidiary of the Presidency of the Council of Ministers, to develop informal areas. The main functions of the institution is to identify, enhance and promote the development of informal settlements, as well as developing plans for their urban development and providing them with basic services such as water, sanitation and electricity.

The Fund begins its specialties in coordination with relevant ministries, authorities, stakeholders and local administration units, and these entities should provide them with the necessary information, expertise, and assistance.

The ISDF categorizes residential areas into three groups: planned areas that are developed through detailed urban plans, land division plans and planning and construction specifications,

unplanned areas, and unsafe areas. For each group, a practical strategy shall be developed to determine the methods of intervention, and priority of intervention is given to unsafe areas.

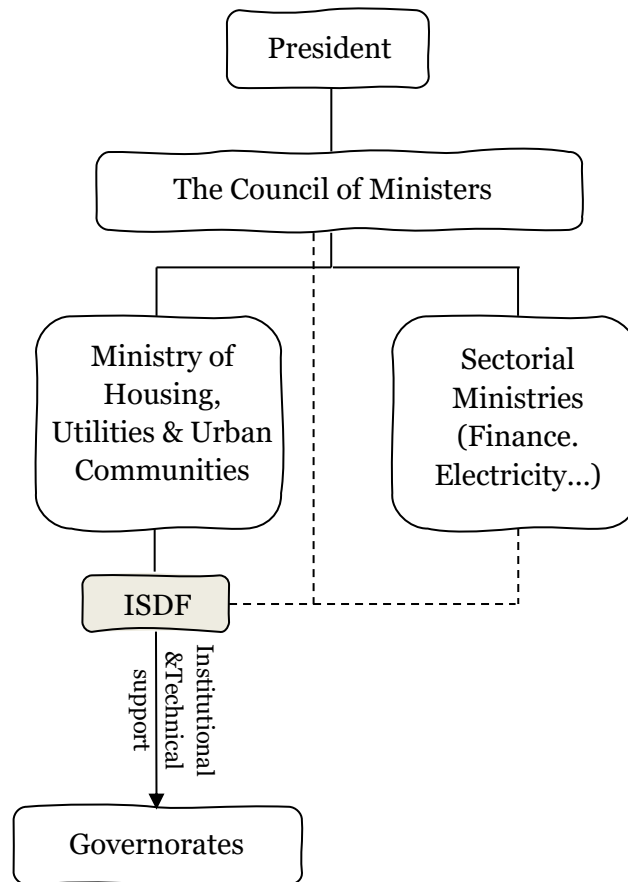


Figure 8 ISDF in the administrative structure of the Government.
Source: Author based on the interview.

It is managed by a board of directors headed by the Minister of State for Local Development, along with six members representing the ministries of Finance, Electricity and Energy, International Cooperation, Economic Development, Social Solidarity, Housing, Utilities and Urban Development, as well as three experts and three representatives of civil society institutions, business and NGOs chosen by the Prime Minister⁸.

⁸ <http://www.isdf.gov.eg>

ISDF provides institutional development support by activating the role of local administrations in the development of informal settlements. Furthermore, the formation of units in all governorates to implement the plans of the development of informal settlements was suggested by the ISDF, as well as suggesting the establishment of a high-level committee that supervises and implements the development of unsafe areas in every governorate.

The ISDF also aims for capacity building development through providing technical and operational training on basic skills for the planning, management and follow up of the informal settlements' development projects. Workshops and training courses are provided by the ISDF, for all stakeholders in touch with the development of unsafe areas.

Several technical studies relevant to the development of these unsafe, consisting of studies about geological hazards, the avoidance of high voltage electric wires, as well as socio-economic studies, have been produced by the ISDF.

ISDF's perspective

ISDF regards itself as the one organization from the State that engages the most with the non-governmental urban initiatives. In the beginning ISDF was dealing with the urban initiatives in its projects, for example in 'Maspero' case, because they had relationships with the people living there. The ISDF believes that urban initiatives had a vision for the project, but when going down to the ground they couldn't apply this vision because of the difference of opinions and views among the vacant and the owner. The larger problem, however, was that when these urban initiatives set solutions, they aspire changing the State's laws to implement their plans, described by the ISDF as "the dream", but they do not take into consideration that the ISDF as "an executive actor cannot modify 10 laws, for example, to implement a project". The coordinator of the Central Administration for the development of informal areas, Ehab Alhanafi, also explained that the law, at its core, is not wrong as it has been put to protect and organize the rights of the citizens in a certain way with certain mechanisms required to ensure the complementarity of laws. On the other hand, the urban initiatives do not always implement their mechanisms through law.

So, if from the standpoint of the urban initiatives, the Egyptian laws does not achieve the maximum benefits for the citizens, that does not mean that the laws are set wrongly, instead this

reflects that the basis on which the citizens build their desirable maximum benefit on, is fault-based. For example, the ISDF as an executive body can not overlook the fact that some people are in illegal situations in land tenure, and it cannot allow them to gain rights that are not theirs.

Furthermore, when the urban initiatives take part in a project as an investor, is different than when a governmental organization does, because of the difference between the mechanisms of determining the compensation of citizens followed by both, as any governmental organization is always following the laws and procedures of the country.

Who makes legislation is always different than who actually apply these laws, so inevitably there must be a gap in the application phase of a project, even between government institutions, let alone dealing with non-governmental urban initiatives.

An example of projects where ISDF engaged with a non-governmental urban initiative, is both projects “Maspero” and “Ramlat Bulaq”. In both projects, the ISDF dealt with “10 Tooba”, a non-governmental urban initiative. The vision developed by “10 Tooba” was mainly about keeping the people in their own houses with proposals of arrangements, but ISDF was looking from a different background, as all those territories are the property of the state or even privately owned like in the case of “Maspero”. As to the ISDF, these urban initiatives may have really good ideas but are often not actionable, and developing applicable plans is what the ISDF always aim to achieve.

From ISDF’s point of view, these non-governmental urban initiatives look at the State and its executive entities as someone who takes over the rights of the citizens, and that people always have rights. They rely on only some parts of the law, for example on the parts that states that people who are settled in a place, for a certain period, have the right of the place. On the contrary, from around 10 years of experience, the ISDF is aware that there are people that try to bend the law in order to gain benefits from the state’s development plans, and believes that the State is providing good alternatives for its citizens.

Exploring through their knowledge system, ISDF stated that it produces and receives knowledge. First, it receives its knowledge from previous references, and from what happened in previously similar experiences, whether these are national experiences from other organizations in Egypt or international experiences as well, to be able to implement new experiences that avoid the previous mistakes and that are applicable. Regarding community participation, ISDF declared that it is an organization that is keen to the well-being of the citizens, and that there is always a direct

communication with the citizens, as it is the most state entity that is committed to the concept of “participatory development”. Therefore, they sit with the local community and present to them their proposals, and their plans can be modified based on people’s opinion but still within the framework of achieving the main goal that the ISDF is working on.

For that reason, using different mechanisms and alternatives to choose between is what ISDF follows as they try to achieve solutions that are adapted to the nature of the society they are working to develop, confirming that “the direct communication with different communities is essential to have new updates on their needs”.

In that regard, the ISDF team also added that there must be a significant reason to include a non-governmental organization in a project. However, at the start of any project, ISDF cares about finding out if there are any urban initiatives working on the same project to see if they can cooperate. One of the main reasons they might engage with urban initiatives, is because these initiatives may be involved in a certain area that the ISDF office is willing to intervene at. ISDF, in many cases, is capable to maintain a direct communication with the local community but in other cases, some urban initiatives may have a former communication in such area and may be able to facilitate the interaction with the local community. In this case urban initiatives offers easier accessibility to the community that the ISDF can make use of.

Another case where the ISDF may engage with the urban initiatives is if they have a certain vision and proposals for a specific project, that the ISDF may be interested to know. Also, the ISDF can hire an urban initiative as a project consultant, as long as the initiatives have a legal status that allow them to contract for cooperation. But as a governmental organization, the ISDF can not deal with “only individuals”, as it is an organization that is controlled by the laws and regulations of contracts issued by the government. In all cases there must be an important reason that justifies the role of these initiatives in an ISDF project, otherwise, it would be like they are doing the work of the ISDF that is assigned to them by the State.

Alongside ISDF’s projects, general evaluation processes to the whole project occur to evaluate the results they achieve. As long as there are no appearing problems, ISDF considers this as an implicit indicator that they are on the right track. When problems are reported in a particular step, this step is evaluated and then they may go backwards to previous steps, if the problem is its consequence. Furthermore, each period, there is an evaluation for all projects to determine the

factors that stimulated the success of the projects and the ones that caused some problems to be avoided in the future.

ISDF is keen to communicate with the rest of the development partners, including the local community, when evaluating its projects and the opinions of the local community can reflect on modifying and developing new knowledge.

- **Interview 2**

The second interview was done with Bassem Fahmy, the chief technical advisor and program director of the UN-Habitat office in Cairo. The interview was conducted to understand UN-Habitat's perspective on and experiences with working with the non-governmental urban initiatives in Cairo.

Brief description

UN-Habitat is a United Nations organization specialized in urbanism and sustainable urban development. The UN-Habitat Egypt, established in 2005, provides technical support to the Egyptian government in three principal areas.

As a knowledgeable institution on urban development processes, its first area of focus is supporting the government in planning for both national and city levels, through providing technical support for the city level projects working on new cities or on existing cities' extensions (UN-Habitat, 2016). The main pillar of their development is the concept of "participatory planning", this is being executed through a developed step by step manual of citywide strategic planning, to identify who will participate in the development processes, which topics will be discussed and how the consultation, cooperation processes and meetings will be directed between the different stakeholders (B.Fahmy, personal communication, Sep. 23, 2020).

Secondly, UN-Habitat supports the government in producing knowledge for policy development through generating reports and studies on key urban issues to stimulate developing evidence-based policies. Their third area of focus is "Engagement" with the purpose to reunite academia, civil society, and the government to put their heads together

about the challenges and opportunities of urban development in Egypt (UN-Habitat, 2016).

This Strategic urban planning approach aims to deal with urban issues, not in isolation, but with considering the citywide relations and linkages and considering the city as a system with interlinked components (UN-habitat, 2004). This is expected to be achieved through some programs and projects in Egypt, according to the UN-Habitat's focus areas, to help the Egyptian government improve the urban planning processes and methodologies. These programs come up with spatial planning and strategic urban development plans, reflecting a strategic vision for the development at national and regional levels, while taking into considerations the local needs as well (UN-Habitat, 2016). On the national level, UN-Habitat aims to gain the needed political support from the government, while improving and supporting national planning practices. On the local level, UN-Habitat aims to provide technical support to the local governments through enhancing its capacity and developing tools that ensure the implementation of the development plans on the local level. Moreover, UN-Habitat aims to enhance community engagement in planning practices at all levels (UN-Habitat, 2016).

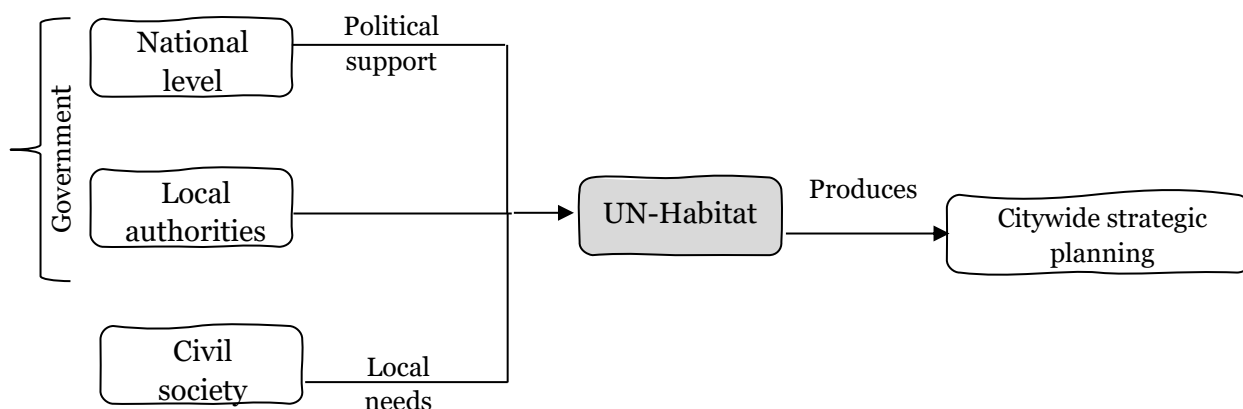


Figure 9 the Role of UN-Habitat in Egypt.

Source: Author based on the interview and the UN-Habitat explanation to its work in Egypt⁹.

The UN Conference on Housing and Sustainable Urban Development “Habitat III”, in 2016 witnessed the signing of the New Urban Agenda “NUA”. To implement the new NUA and Sustainable Development Goal 11, UN-Habitat cooperates with their partners, relevant stakeholders, private sector, and the different levels of government to achieve UN-Habitat Strategic plan 2020-2025 (UN-Habitat, 2020).

Initiating the preparation of Strategic Urban Plans (SUP) for developing more than 70 small cities in Egypt, the Egyptian Government along with the General Organization for Physical Planning “GOPP” are supported by UN-Habitat.

UN-Habitat announces the Request for Proposals (RFP) with special requirements that must be appropriate to the local condition and context of each city. Different project proposals can be submitted by different proposers with previous work experience in executing similar projects and the management and technical structure must consist of a team leader, an urban planning and housing expert, an institutional development expert, a population and social development expert, a LED expert, a mobility and public transport expert, a tourism expert, water and sanitation expert, energy and communication expert, a data collections or a survey specialist, waste management and environment expert, renewable energy, electricity and communications expert, a GIS expert as well as a

⁹ UN-Habitat, 2016, Country Profile Egypt

communication and graphic designer. The different experts must have several years of relevant working experiences.

Through evaluation processes the proposal that meets the requirements with the best value for money is chosen. The proposer (service provider/firm) with the chosen proposal must have signs a contract for professional services with UN-Habitat.

After signing the contract, the first milestone of the project “ Data collection & Analysis” begins and goes through different phases:

- 1- A start-up phase where the technical team sets up a work plan with a timeframe for the critical interviews and workshops, identify the different data sources available, identify stakeholders, brief them on the project policies and record their views about the city.
- 2- Data collection phase where primary data is collected through interviews and surveys and secondary data is collected by reviewing data and plans of urban settlements to describe the city’s background in terms of history and context, as well as planned and ongoing projects, general population data, data about basic and social urban services and data on roads and public transportation in the city. Interviews shall be done with different sources of information such as Ministry of Housing, Utility and Urban Communities, local authorities, NGOs, academic/research institutions, private sector, government statistics offices, local housing coops, media, etc.
Also, site visits shall be done to take snapshots and to verify what has been collected during the interviews.
- 3- Data analysis phase to determine project needs, identify the area’s characteristics, assess the potentials for development and identify cross-cutting issues. This shall lead to a list of proposed interventions for urgent projects. A city presentation including objectives, approaches, city background including a background for each sector, current status and priority projects identified by stakeholders.
- 4- City consultation phase where stakeholders can reflect on the identified issues and proposed actions to reach an agreement on priority issues and actions and discuss their ability to contribute and support whether through direct funds, direct human resources, provide information, facilitate approval, or liaison with officials. One way to manage and facilitate this stakeholder’s discussion is by undertaking an overall vision workshop whereby stakeholders participate and rethink the city’s assets and

opportunities. The purpose of this phase is to update the city presentation document based on the comments and feedbacks from the public meeting to reach a final city vision.

The second milestone is the “Strategy formulation” milestone including proposing a city-wide land use plan, defining planning and building regulations, defining city-wide basic urban services plans, city-wide sustainable mobility plan as well as an investment plan for the city, based on the agreed vision with stakeholders, including a strategic projects description in each sector. A follow up meeting in the City Local Council will be held to discuss the strategy for final approval.

The third milestone is the “ Review of SUP for city & SUP approval”, where the technical team will present the urban strategy in public hearing sessions, facilitated by the governorate, to discuss and achieve whether an improvement or changes recommendation to the strategic urban plan. The GOPP will be responsible to forward the SUP to the Minister of Housing, Utilities, and Urban Communities and may as well direct the technical team to present the SUP for approval by relevant other line ministries. Also, it is the GOPP responsibility to publish the SUP in the official media. For each milestone there is an evaluation team and the evaluation team, or the technical team demand a meeting to discuss evaluation issues in the presence of GOPP and UN-Habitat representatives. The technical team should fulfill all requirements of Law No 119¹⁰ while performing their responsibilities.

¹⁰ "Urban Harmony Law". This law is responsible for conserving areas of distinctive value for their architectural and urban characters as well as buildings and other natural elements.

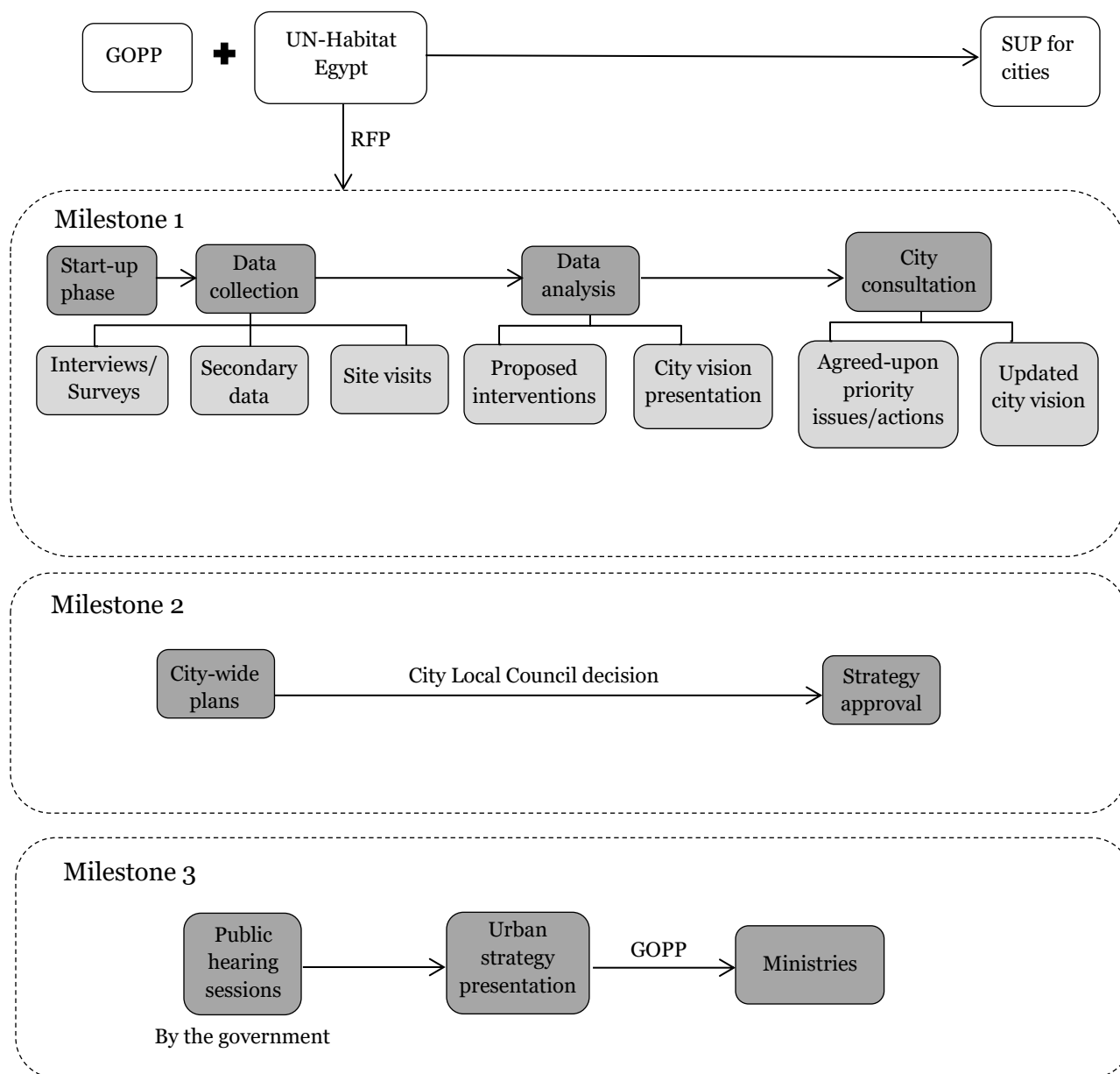


Figure 10 Developing strategic urban plans for Egyptian cities through UN-Habitat's request for proposals.

Source: Author based on UN-Habitat explanation to its work.

UN-Habitat's perspective

The chief technical advisor and program director of the UN-Habitat office in Cairo explained that being the technical arm of the United Nations concerning urban development, UN-Habitat draws attention to two types of urban knowledge; capacity building and productive knowledge for economy.

In Egypt, the Ministry of Housing, Utilities & Urban Communities represents the official governmental partner for the office of UN-Habitat in Cairo. They collaborate with each other on some participatory planning projects that the Ministry of Housing identifies based on its priorities according to its political agenda. These projects can be on the level of putting strategic plans for the development of existing cities, or projects for new cities such as “Al Alamein” and “Ras Al Hekma”. Reflecting upon participatory planning, this approach is implemented by the UN-Habitat Cairo office, in the development of new cities, through meetings with the development partners, on different levels, governmental level, academia level, and residential level. These meeting sessions take place over three to four days and usually divided into two sections based on the field of the discussion, for example, whether the development is discussed from a socio-economic perspective or environmental perspective.

On the level of existing cities, whether it is a governmental project or a joint project between the government and UN-Habitat, there is a part of the Egyptian law that confirms doing participatory planning and community engagement activities, generally for all the development projects of existing cities. In the case of joint projects, UN-Habitat takes the responsibility of doing the participatory planning process according to the state's regulations.

For both development levels, meetings with the different development partners are held and the chief technical advisor and program director of UN-Habitat office in Cairo affirms that the non-governmental urban initiatives participate in these meetings as they are needed to mobilize the local society who are usually unaware of the actual challenges and

the ways to solutions. The local residents are generally concerned about their problems and when the discussion is turned to other problems that they are not facing, they become uninterested to answer and participate as they only focus on solving their problems. So the presence of initiatives like “Tadamun” and “10 Tooba”, from one side works as a kind of stimulus for resource mobilization , and from the other side their presence allow the UN-Habitat to listen to their point of view on the project, as they may have a different perspective that has more to do with community enabling and empowering.

According to Bassem Fahmy, the main problems of these non-governmental urban initiatives are represented in:

- 1- These urban initiatives are very focused on one specific problem that they allocate and want to solve, that they become incapable of seeing the whole image of the project and its other problems that may have the priority from other stakeholders’ point of views, including the government.
- 2- The second problem is the project financing. Most of these urban initiatives are funded by international organizations with different agendas that may not align with the goals of UN-Habitat and those of the government. This is considered as a challenge but also as an opportunity if all parties managed to communicate. However, in most cases, the communication occurs with individuals, within the urban initiatives, that may not have the intention to communicate.

He also clarified that these urban initiatives have to be registered and a security clearance must be obtained in advance, before starting the cooperation with them, as they must not have security issues or a different kind of political agenda.

On the other side, one of the addition factors that gives credit to such a collaboration with the non-governmental initiatives, is the NGOs working at the local community level, as they are acquainted with the locals’ problems and can provide alternatives and solutions that are appreciated by the UN-Habitat office in Cairo, and can be taken into consideration when implementing the projects.

What differentiates the urban initiatives than these local NGOs is that they are working at a more generic level than the local level, where they are more aware of the challenges and less focused on the solutions. In fact, this generic level is needed when we are discussing national problems such as the issues of slums and informal settlements, but when talking

about a local problem, the NGOs working on the local level are more effective and practical. Moreover, the UN-Habitat in Cairo prefers to collaborate with urban initiatives like “Tadamun” and “10 Tooba” on projects about the problems of new urban communities, while they prefer to work with the local NGOs on projects like the participatory development of “Manshiet Nasser” as such NGOs are composed of, for example, the people of “Manshiet Nasser” who are more aware of the problems they are facing and the solutions they may need. These NGOs have offices that are registered and announced in accordance with the Ministry of Social Solidarity in Egypt.

Reflecting upon the collaboration with the Egyptian government, all the projects done by UN-Habitat’s office in Cairo are translated on the ground away from legislation and financing, that is why the main governmental body they deal with is the Ministry of Housing, Utilities & Urban Communities that in turn works with both the General Authority for Urban Planning (GOPP) and the New Urban Communities Authority (NUCA) , as well as dealing with the Ministry of Local Development that works directly with the governorates. For the preparation of general strategic as well as detailed plans for cities, GOPP initiated the technical cooperation with UN-Habitat to guarantee a more inclusive and implementable strategic planning approach. The role of UN-Habitat is to provide tools that ensure the implementation of the plans developed by GOPP at the local level (UN-Habitat, 2016).

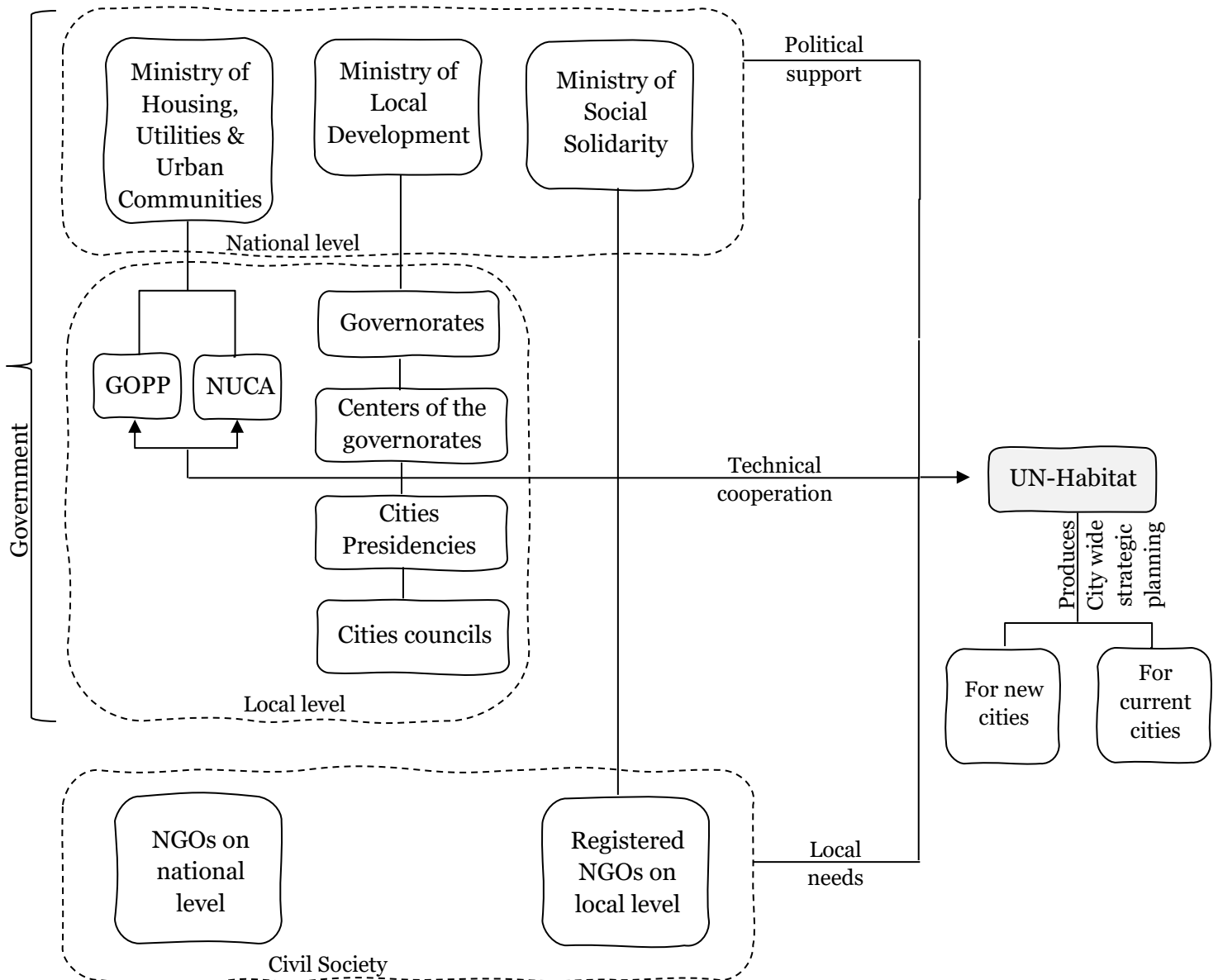


Figure 11 Relationships between UN-Habitat (Egypt) and both the Government and the non-governmental organizations.
Source: Author based on the interview.

On top of that, any project for the UN-Habitat, in Egypt, must be initiated from the Egyptian government, whether from the Ministry of Housing, Utilities & Urban Communities or from the Ministry of Local Development. The UN-Habitat office may propose to the government some

projects' suggestions, but at the end, there must be a political will from the government to work on projects. As a United Nations organization, UN-Habitat (Egypt) is controlled by a signed preliminary agreement that determines the different actors involved in a project as well as identifying the levels of communication between UN-Habitat and the Egyptian government.

This implies that in order for UN-Habitat to do a survey, in a specific area, it has to be relatable to a specific project they are working on with the government, with the government's prior approval, and obtained security clearances. The same procedures are needed, as well, when hiring an expert consultant for the project.

The projects can be funded directly from the government or from abroad, and UN-Habitat can offer financial support to other organizations, like the World Health organization (WHO), by giving them part of the funding to put it, for example, in the prevention and safety part of the project.

A "concept note" is produced, for each project, to highlight the role of the government and act as a framework for inter-institutional dialogue between the different levels of the government (national government and local authorities) as well as highlighting the role of the UN-Habitat in the project, in order to facilitate effective decision-making.

For every project there is an "individual evaluator" to evaluate every step of the project according to the project's goals and what has been achieved. This independent project evaluator must have extensive expertise such as country-specific knowledge (local knowledge) , local language skills and a perception of the principles and values of the United Nations as well as the context in which the UN-Habitat operates. Moreover, he must be aware of the nature of the projects, whether national or local, as well as being aware of the laws of the state in which he evaluates the project.

When asking the chief technical advisor and program director of the UN-Habitat office in Cairo about who could fulfil the role of the project evaluator, he explained that supposing that an urban initiative did not take part in a shared project between the Egyptian government and the UN-Habitat office in Cairo, and that this initiative's capacities meet the required criteria to evaluate the project, then in that case this urban initiative can play the role of the independent project evaluator.

The program director of the UN-Habitat office in Cairo also recalled that there are some problems that are not controlled by the law or the executive regulations, these problems are related to bureaucracy in the procedures that occur in dealing with some governmental bodies at the governorates and local levels. This is represented in the bureaucracy in adopting plans or announcing the hearing sessions for strategic planning, and in this case UN-Habitat have to make a visit at the level of the city president or sometimes the governor can be reached.

Outside the realm of joint projects, knowledge exchange processes occur through conferences, workshops and round table discussions, whether organized by the government, UN-Habitat or by some major universities, and the different non-governmental urban initiatives usually participate in such activities and express their opinions. Reflecting upon the relationship between UN-Habitat and the Egyptian major universities, Bassem Fahmy stated that there is no direct overlap between UN-Habitat's work and the universities in Egypt, apart from that some universities' professors may work as consultants for some UN-Habitat projects.

He also noted that *"the laws of the State explaining how to initiate or how to activate the cooperation with the non-governmental initiatives exist, but the problem is when going down to the level of application, the governmental employees lack the ability to properly apply the project"*. He elaborated that after completing the development of the strategic plan, it has to be approved by the Council of Ministers, then officially sent to the city's council, and afterwards to the planning department in the city where the person in charge maybe unqualified so he will not be able to apply the law.

4.2 Questionnaire results

The questionnaire was designed to query different urban initiatives in Cairo, towards a deeper understanding of the methodology of these non-governmental urban organizations, their existing interactions between each other, their relationship with the Egyptian government, and their relationship with universities, in order to acquire comprehensive overview of the functionality within this network.

In terms of content, the questionnaire aimed to cover the following:

- The domains of knowledge in which these urban initiatives produce their knowledge. For that each organization had to choose their scope of work from the displayed fields. They also had the opportunity to add some fields if theirs is not mentioned.
- The methods followed by these organizations to acquire their knowledge.
- The importance of community participation as a key factor for successful co-production processes to guarantee the participatory aspect, as seen by each organization.
- The procedures and techniques that are followed by each organization to validate its knowledge.
- The conceptual requirements in preparing an evaluation framework for the urban development plans within these urban initiatives, as applying evaluation for assessing the quality of urban development plans can increase the efficiency of the development process.
- The methods and processes in which these urban initiatives meet with each other.
- The factors promoting cooperation, and the barriers to successful cooperative processes.
- The relationships between the state and Cairo urban initiatives.
- The role of universities in knowledge production and how such organizations can benefit from this knowledge through knowledge exchange between them and some major universities.
- The factors based on which they prioritize their knowledge application and develop their planning strategies.

All the organizations included in the study were sent an invitation to cooperate in the research by email, with a link to the online questionnaire.

Several conclusions were drawn from the results that for better comprehension will be shown by four main categories that the plan of the questionnaire was built upon as they were important for the purpose of this study¹¹:

- Knowledge generation: data formulation, data collection, and analysis.
- Knowledge validation: critique and assessment.
- Knowledge exchange: circulation and communication.
- Knowledge application, linking knowledge to actions.

The data analysis for all four key steps will be carried out in the following sections.

4.3 Research results

- **Knowledge generation**

1. Most of surveyed organizations considered their organizations as knowledge producing organizations and not knowledge demanding. The response rate showed that organizations producing their knowledge in public spaces are more active, following that came the organizations that are interested in providing training opportunities and building skills. In the third place, came both housing and environmental issues organizations. Fourthly came the organizations that are interested in working for culture/heritage preservation, along with organizations providing integrated land use plans. Organizations providing transportation services together with organizations of energy efficient planning goals came in the fifth place. As the organizations were allowed to add more domains if they need to, new fields of service provision were added such as urban informatics, public policy and urban governance¹², indicating the existence of a significant interest within these organizations to connect to higher levels of planning. Other organizations added that they provide basic urban services such as education, health, and employment.

¹¹ The plan for the form and content of the questionnaire was built upon the previously mentioned "knowledge systems" term, that means producing knowledge through the mentioned four key steps.

¹² Urban governance is how to plan, finance, and manage urban areas. The government seems to be the largest urban governance actor, but other actors and institutions such as the private sector and civil society are important as well. The relationship between the different actors determines how decisions are taken and how cities are managed.

2. Mixing different methods to gain their knowledge has been a significant characteristic of almost all the organizations, as the greater part of respondents answered. One response explained more this meaning by adding *"We acquire our knowledge through extensive fieldwork activities to understand the transportation network, we read governmental documents to understand how they work, and we read scientific works to strengthen our methodologies"*. Another response mixed between knowledge exchange and public participation as two used methods to acquire knowledge while adding that they undertake research and development (R&D) innovative activities to obtain new knowledge. The other part of respondents agreed that learning from directly working with local community is the most significant method they follow to acquire their knowledge. The second method is gaining new knowledge through knowledge exchange, while acquire knowledge from reading policy documents came in the third place.
3. Most organizations that participated answered that they consider community participation a crucial step in developing their plans, while a lower percentage answered that they deal with it with a degree of suspicion. This illustrates that these non-governmental urban organizations are following participatory approaches for urban development and highlights their close links with the local community.

- **Knowledge validation**

1. Through the critical process of knowledge validation, assessment of existing data and studies was the most chosen procedure. Another less widespread means were producing annual reports to assist in the development of strategies for next projects and measuring the effectiveness of the public participation process in terms of affecting the knowledge generation process. As organizations could include more methods, 'testing' and 'experimenting' were added as another used methods in their knowledge validation processes.
2. Reflecting on why these organizations evaluate their knowledge, most respondents said they evaluate their knowledge to develop new strategies for their next projects. Other two significant reasons for which they evaluate their knowledge are generating new knowledge through evaluation and identifying the problems before embarking upon any other urban initiative. Fourthly came the evaluation of knowledge as a tool to know to what extend local groups are included in the planning process.

3. Building upon the last question, a key factor of the effectiveness of knowledge evaluation process is continuity. In this regard the higher percentage answered that they evaluate their process alongside the project while the lower percentage evaluate their knowledge at the project's conclusion.
4. Although knowledge evaluation is important, but this process must be inclusive and adaptable to the conditions of each specific urban context, to avoid negatively affect the development process. In this regard, public participation is a critical feature in the evaluation process. Most of surveyed organizations stated that they usually involve local community in knowledge evaluation, illustrating that they care about the impact of their urban development plans on people's satisfaction.

- **Knowledge exchange**

1. Most responses showed that the main reason of interaction between urban initiatives with similar interests is knowledge exchange. The second reason that stimulates interactions between them is technically in the application of projects. Playing the role of a facilitator between different organization is also a way in which these urban initiatives interact with one another.
2. To know how often these knowledge exchange processes, occur, organizations were asked to scale the frequency of such interactions. Half of respondents answered that they usually participate in knowledge exchange processes with other organizations while the other half was divided between a small percentage stating that they are keen to always maintain such knowledge exchange processes, and a higher percentage stating that they sometimes engage in exchanging their knowledge with others. These answers confirm the importance of the process of knowledge exchange as a learning process which leads to the following question.
3. As organizations were asked to specify what type of knowledge exchange, they consider the most efficient, respondents chose mutual learning with other urban initiative as the most efficient learning method. Their second choice was learning from other urban planners in various ways such as discussions, conferences, or even by studying their previous plans. The rest stated that they consider the two previous types of knowledge exchange along with learning from urban planning professors and students through strong educational connections to universities equally important.

4. Then, organizations were asked to identify their role in the knowledge transfer network of these non-governmental urban initiatives, whether they are bringing or receiving knowledge. Results showed that the highest percentage was for generating shared knowledge.
5. Participants were asked about the factors they consider important in stimulating their cooperation decision with other urban initiatives. Their responses showed that having common interests or problems with another urban initiative have the highest influence on stimulating such cooperation processes. Another important factor is the existence of positive experience of a previously successful cooperation. The third factor is the existence of experts and skills within the organization they intend to cooperate with. The lowest percentage was given to the availability of funding for cooperation.
6. Besides the factors stimulating cooperation, attention must also be drawn to the problems one organization faces when in cooperation with another. The perceived problems outlined by the respondents are the specific areas which need to be improved to facilitate future cooperative and interactive activities within the network of urban initiatives. The common cooperation problems for respondents were mainly the indecisiveness of considering which alternative, the vagueness formulation of goals and inconsistency in the stated objectives, and the power dimensions of decision-makers. Problems like the lack of skill or lack of resources for research-based knowledge (outdated knowledge) appeared to be less common. Nevertheless, some organizations have not found their biggest barriers in the listed problems and added what seemed more troublesome to them. In this matter, issues like practical application problems, non-alignment of visions and work modes, incompetent type of urban initiative and context of interaction and different perceptions to the origins of problems, were added.
7. Asked about the knowledge exchange processes between them, as non-governmental urban organizations, and the existing urban government, most respondents showed a positive point of view as the most common answer was that they usually exchange knowledge with the governmental institutions. In this regard, one organization explained that they consider the urban government, in Egypt, an important stakeholder, explaining that *"in any participatory upgrade project, interaction with various stakeholders is a must. After the advocacy and lobbying phases, negotiations with all relevant stakeholders begin"*. Another organization declared that they usually interact with the

urban government in upgrading projects and research, while a third organization stated that they always cooperate with the state in consultations and capacity development processes. Another respondent mentioned that sometimes knowledge is exchanged between organizations and the governmental authorities during workshops, conferences or meetings. decision making mechanisms, setting priorities, time investment in paperwork, always written agreements are required for cooperation, ways of understanding community development. On the other hand, some organizations attested that knowledge exchange with the government rarely happens, some answered:

“ Urban government bodies in Egypt are not open towards knowledge-based think-tanks. This is a challenge we are working on: How not to look like as aliens to them. Sometimes we have knowledge exchange activities with individuals in the governmental structure built on mutual interest.”

8. Asked about the problems that they face when in cooperation with urban authorities, a constant complaint was the little willingness of ensuring implementation from urban authorities. One organization considered the use of counter-productive measures that achieve opposite results from the intended as a barrier for such cooperation. Some organizations chose to explain more the problems by adding *“high turnover for decision-makers after building trust, and lack of well-established systems that enable work consistency”* as major problems facing cooperation with urban authorities. Another organization declared that the lack of coordination between different entities and delay in work plans are the kind of problems they face when dealing with governmental institutions, while one more organization explained that the reason behind hard cooperation with the state is different goals and perspectives.
9. The answers illustrated that these non-governmental urban organizations always share knowledge with universities. In this matter, one organization declared that its professionals give lectures to students in major universities like Ain Shams University and the American University in Egypt. Another response stated that there are always winter and summer internship programs, mainly in the form of workshops held between their organization and some universities. A third organization said that knowledge exchange activities such as research, tutoring, workshops, and sharing facilities always happen with major universities. One more organization explained that they benefit from their interactions with universities in field like expertise and know-how, human resources and

human capacity for research and field work, scientific research methods for analysis and evaluation, interdisciplinary knowledge exchange and transfer, participation in theories and the different techniques and tools, and the validation of field work based on theories and research methods. Other respondents explained: *“We work with universities in various ways. We participate in educational camps and programs annually. We work with university professors on proposals for joint research projects in Egypt and Africa. And based on our reputation, some of our team members were given teaching positions in master's programs in public universities in Egypt”*.

One more organization commented: *“Mainly through conferences. However, lately we started a new experience through working with the Arab Academy for Science and Technology (AAST) on public spaces upgrading project in Heliopolis, which also involves the government and private sector. I cannot assess the experience now. But generally, the process is promising.”*

- **Knowledge application**

1. Responses showed that there is a main factor that most of organizations take into consideration while prioritizing their ideas around implementation. This factor is the contextual knowledge depending on the local conditions and circumstances of the project. The second most important factors are both the factor of time as their implementation decisions strongly depend on what could be achievable during a certain interval of time, and based on what supports their goals and visions according to their field of work. Fourthly, comes the factor of power relations between various stakeholders influencing their implementation plans. Their decisions are then guided by the generation of more accurate knowledge during the evaluation process of the projects. The fifth factor is the knowledge of local urban politics, as some organizations revealed that their decisions are based upon what is politically acceptable in a specific context. The last factor that has the least influence, based on the responses of the participant organizations, is the financial power.
2. Reflecting on projects application, the author wanted to know if there is any form of support between these different initiatives in the implementation phase. Some answered that they always support each other in implementing projects, while others responded that

they sometimes do .These answers show that there is willingness between these different non-governmental urban organizations to support each other in the implementation of their strategies and plans.

3. Moving to the financial support, nearly half of the answers showed that these urban initiatives rarely support each other financially, and nearly a third answered that such support rarely occurs. Only a small percentage showed that financial support might happen between these initiatives.
4. Reaching to the financial support that the government provides to the non-governmental urban initiatives, half of respondents showed that they do not receive financial support from the government and the other half stated that this kind of support rarely take place. On the other hand, only one organization declared that they usually receive financial support from the state.

To conclude, the following diagram demonstrates the relationships between the urban initiatives and the local community, the urban government, and major universities through the different phases of knowledge generation, validation, exchange and application.

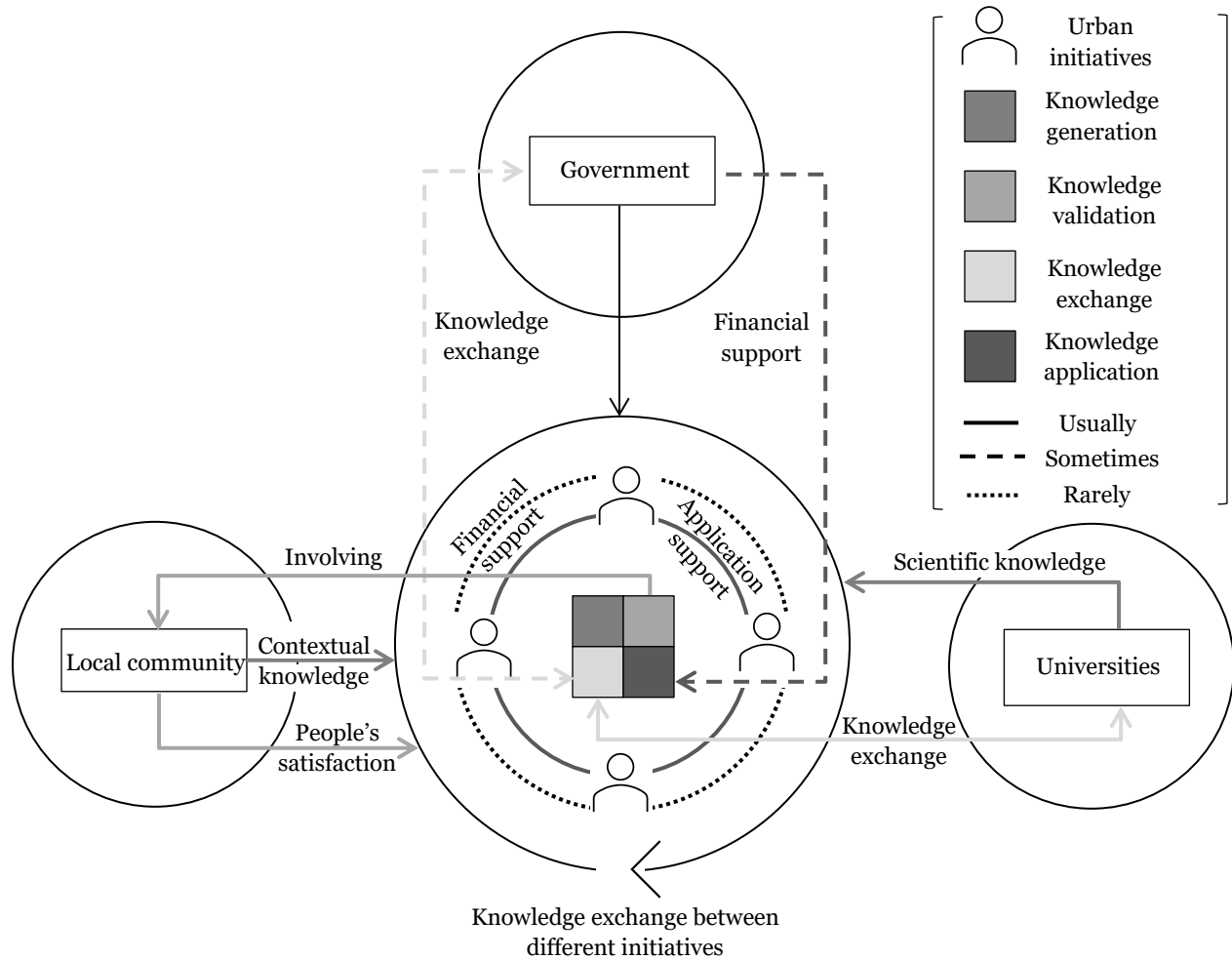


Figure 12 Relationships between Cairo Urban Initiatives and the Government, local community, and major universities.
Source: Author based on the questionnaire's results.

1 Knowledge generation

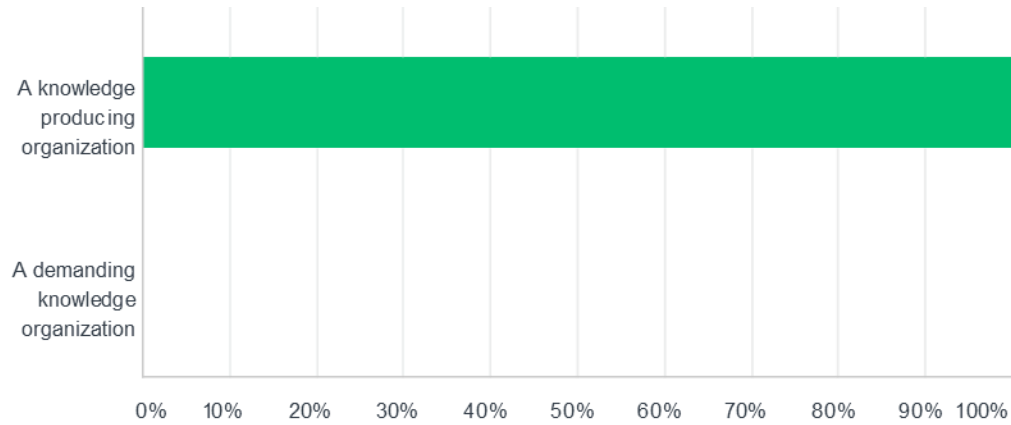


Figure 13 Organizations' types.

Source: Author based on the questionnaire's results.

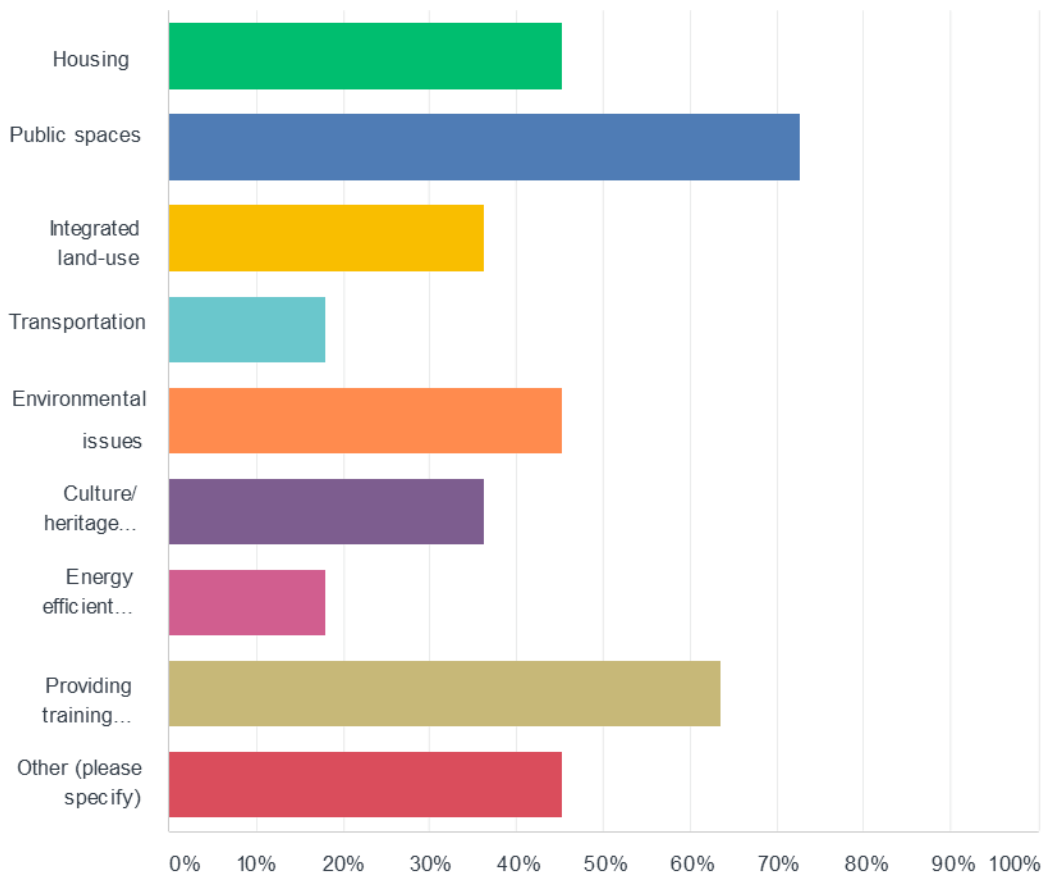


Figure 14 Organizations' domains of knowledge and service provision.
Source: Author based on the questionnaire's results.

1 Knowledge generation

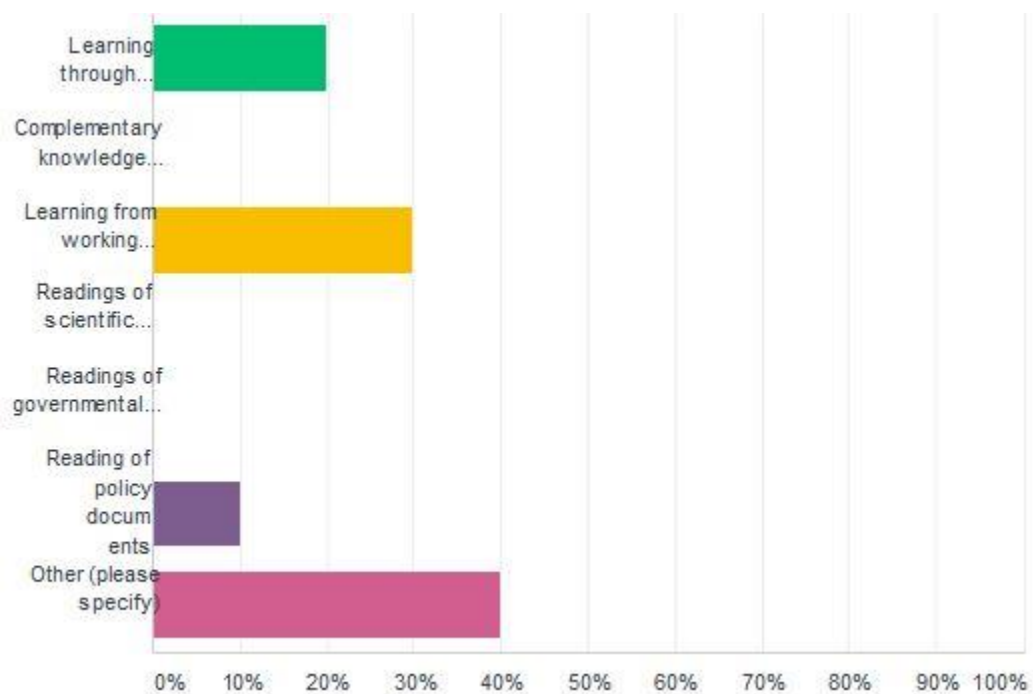


Figure 15 Organizations' methods to acquire their knowledge.
Source: Author based on the questionnaire's results.

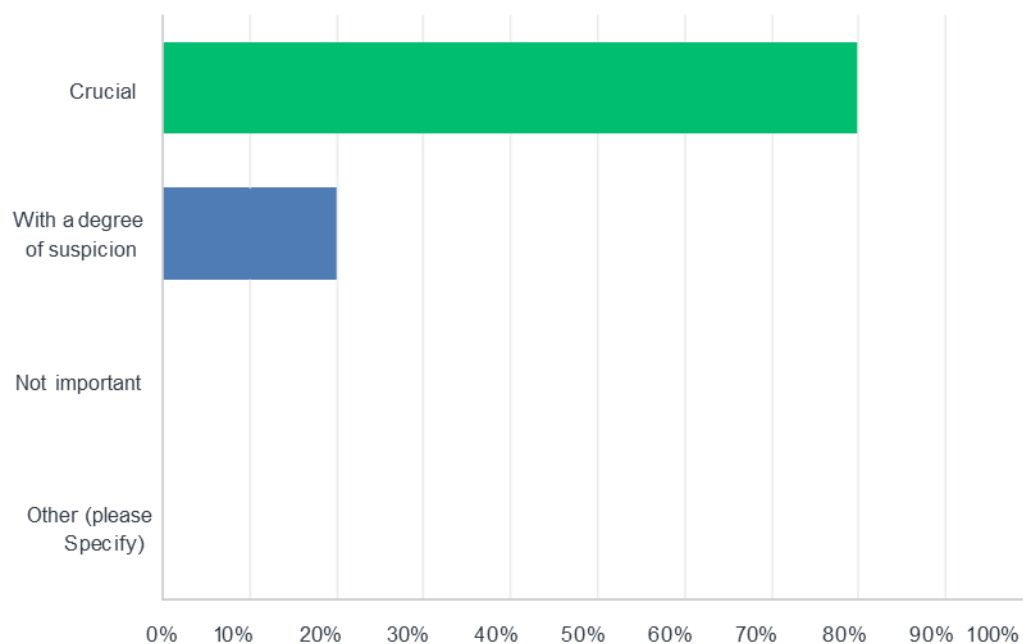


Figure 16 Organizations' perspective on community participation.
Source: Author based on the questionnaire's results.

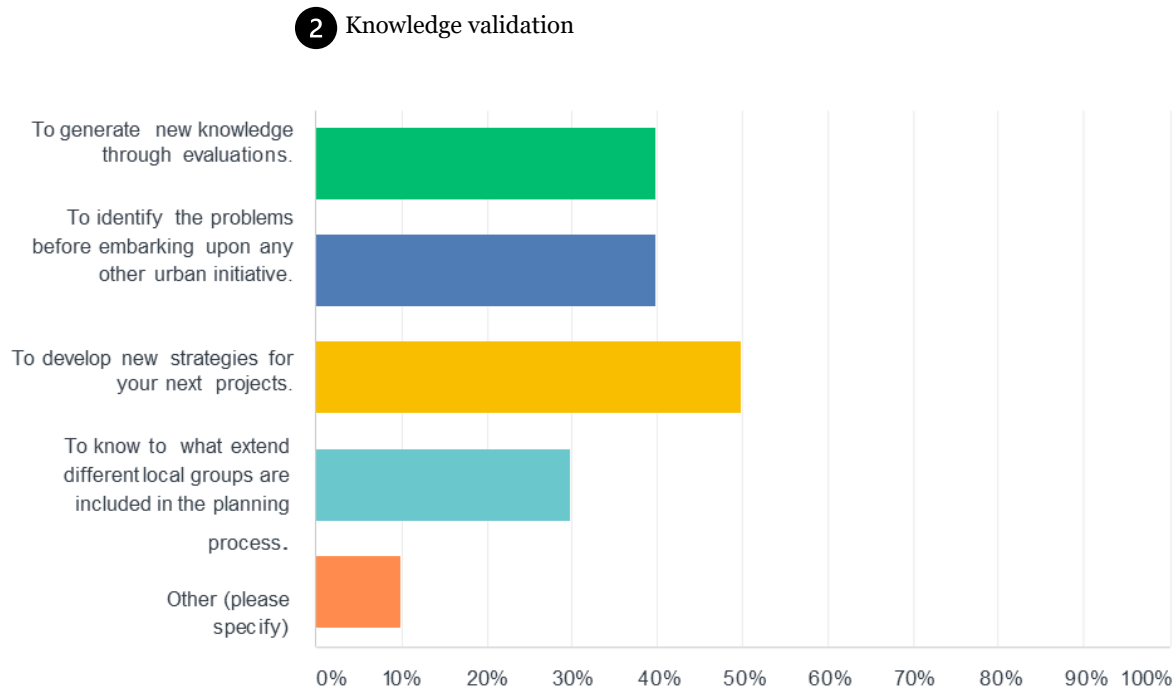


Figure 17 Evaluation purposes.
Source: Author based on the questionnaire's results.

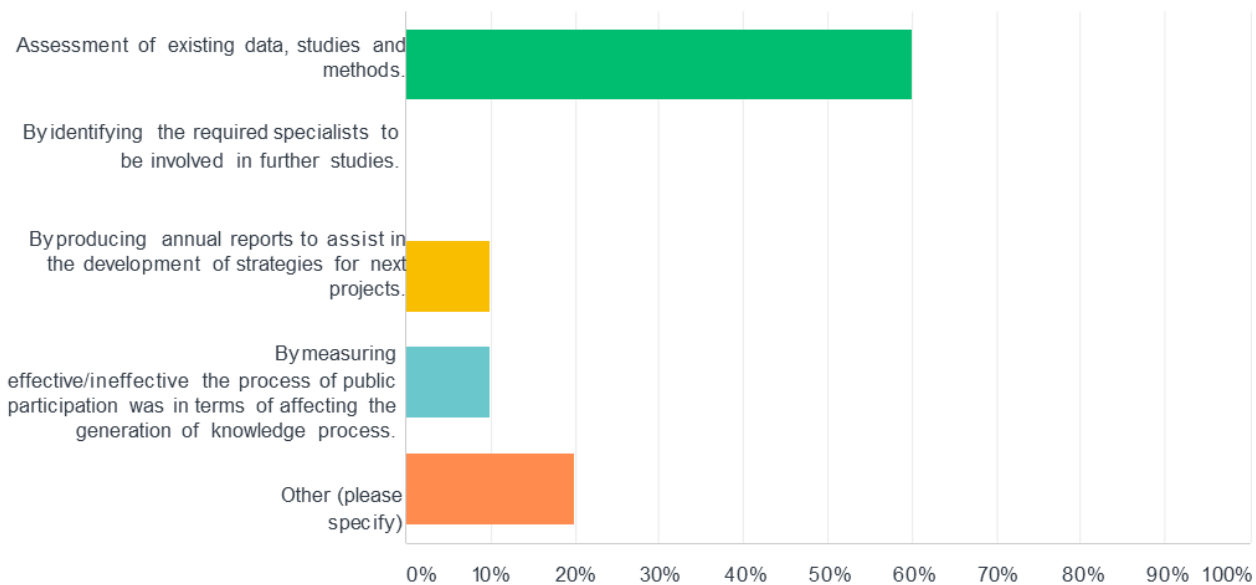


Figure 18 Knowledge validation procedures.
Source: Author based on the questionnaire's results.

2 Knowledge validation

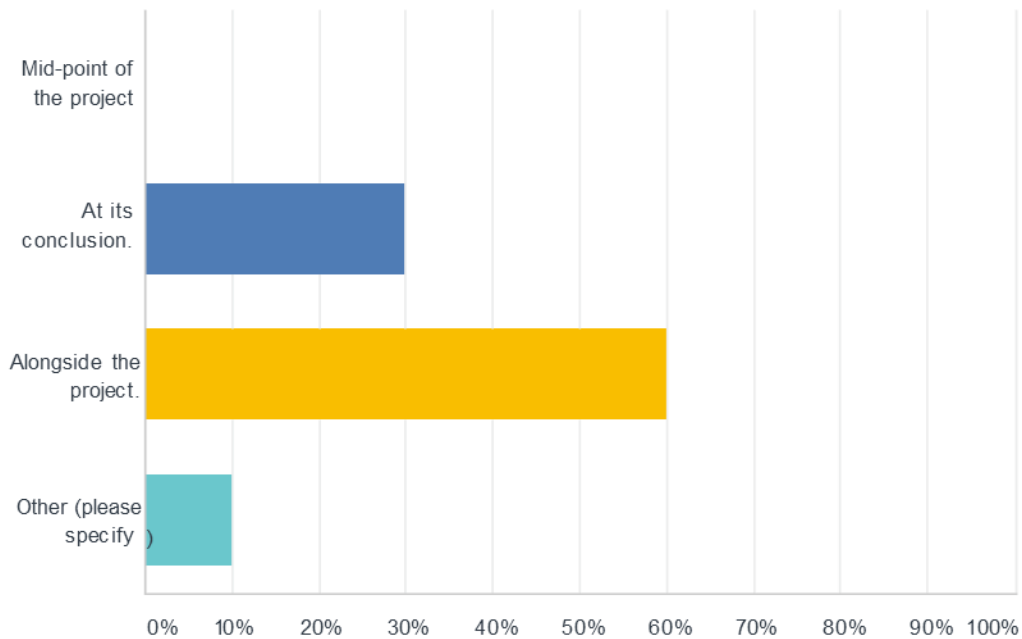


Figure 19 Knowledge evaluation timeline.
Source: Author based on the questionnaire's results.

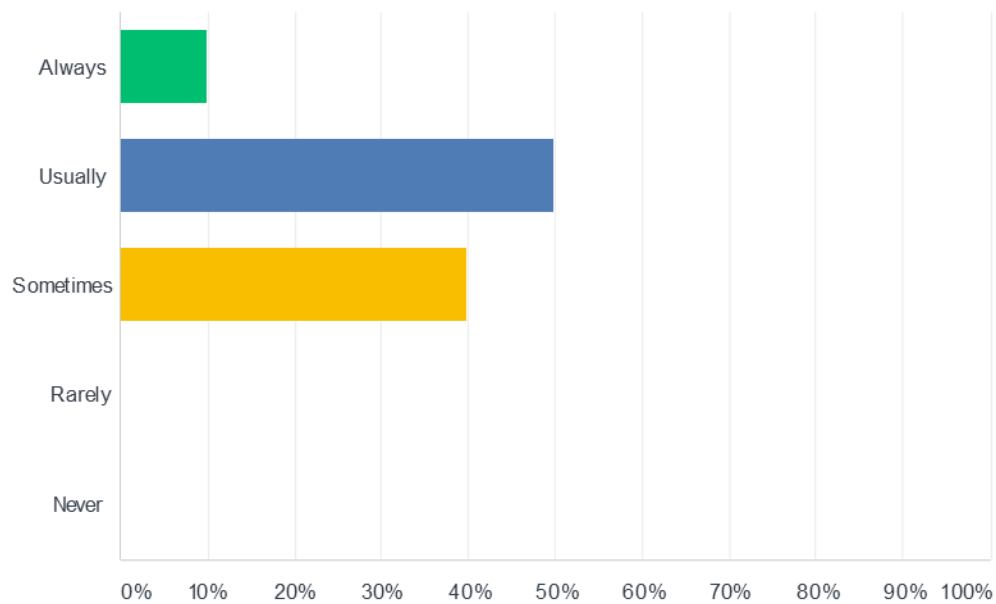


Figure 20 Involvement of local community in knowledge evaluation processes. Source: Author based on the questionnaire's results.

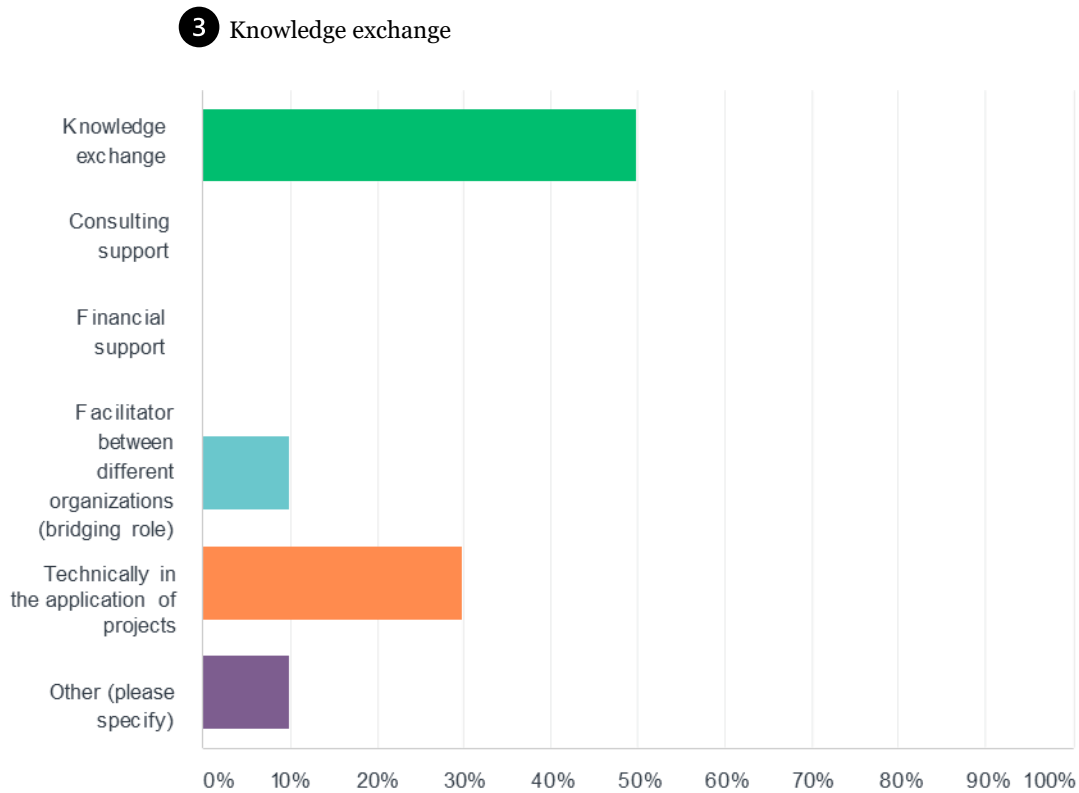


Figure 21 Methods of meeting with other urban initiatives with similar interests. Source: Author based on the questionnaire's results.

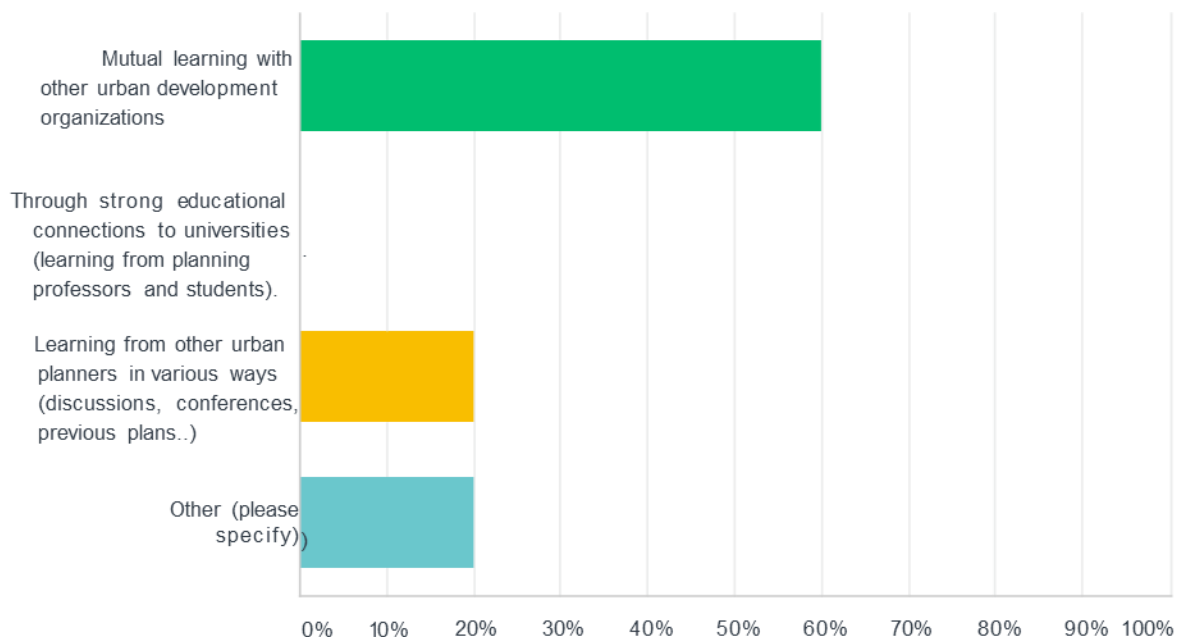


Figure 22 Processes of learning through urban knowledge exchange. Source: Author based on the questionnaire's results.

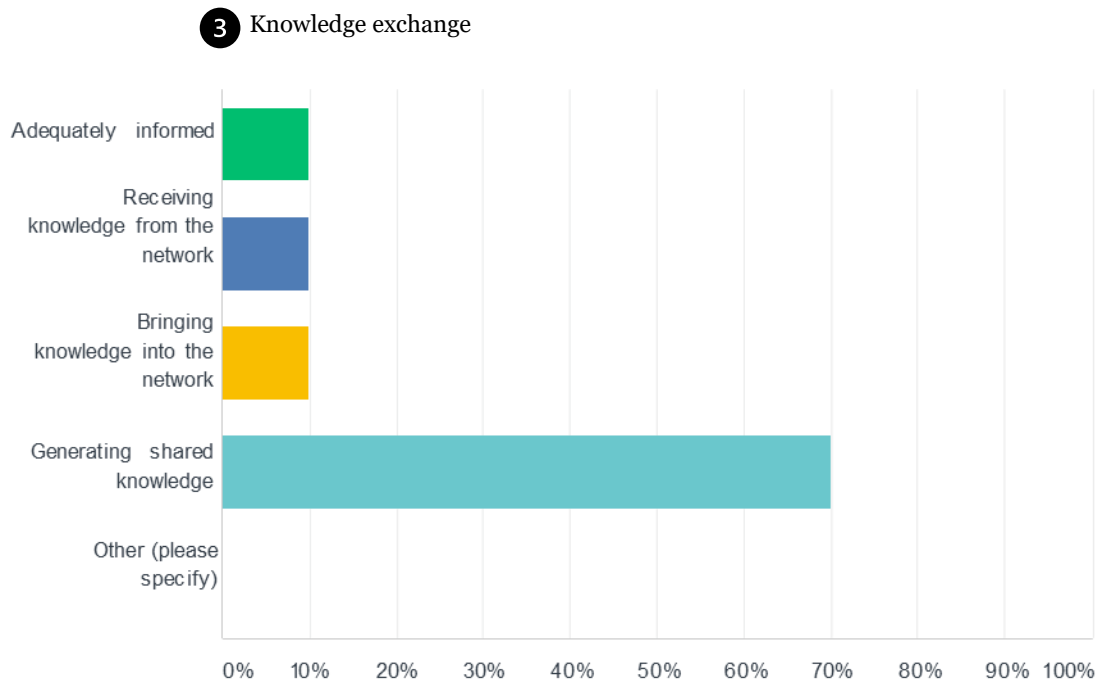


Figure 23 Organizations' role in the transfer of knowledge within the network. Source: Author based on the questionnaire's results.

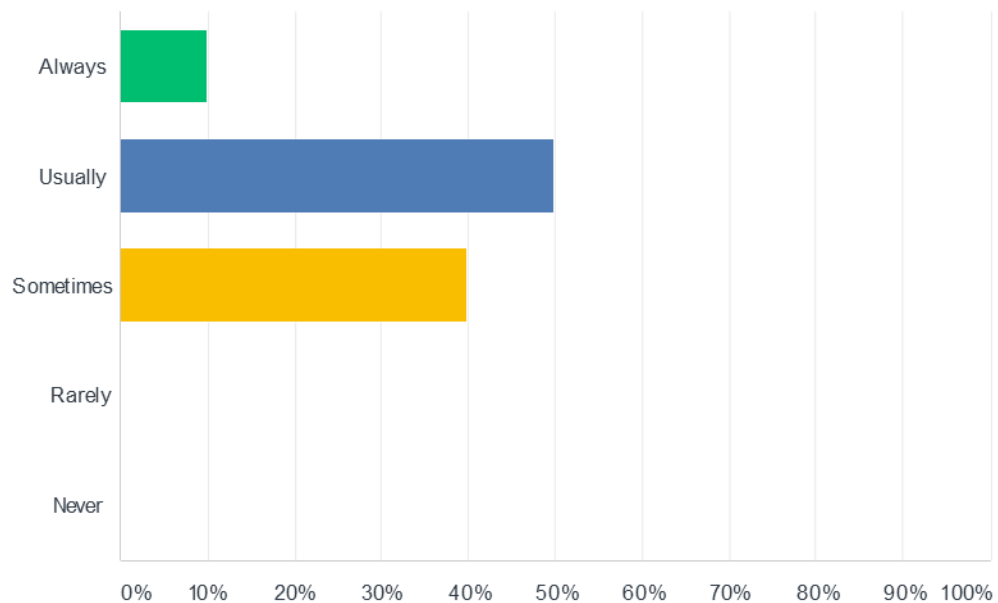


Figure 24 Frequency of knowledge exchange between the different urban initiatives. Source: Author based on the questionnaire's results.

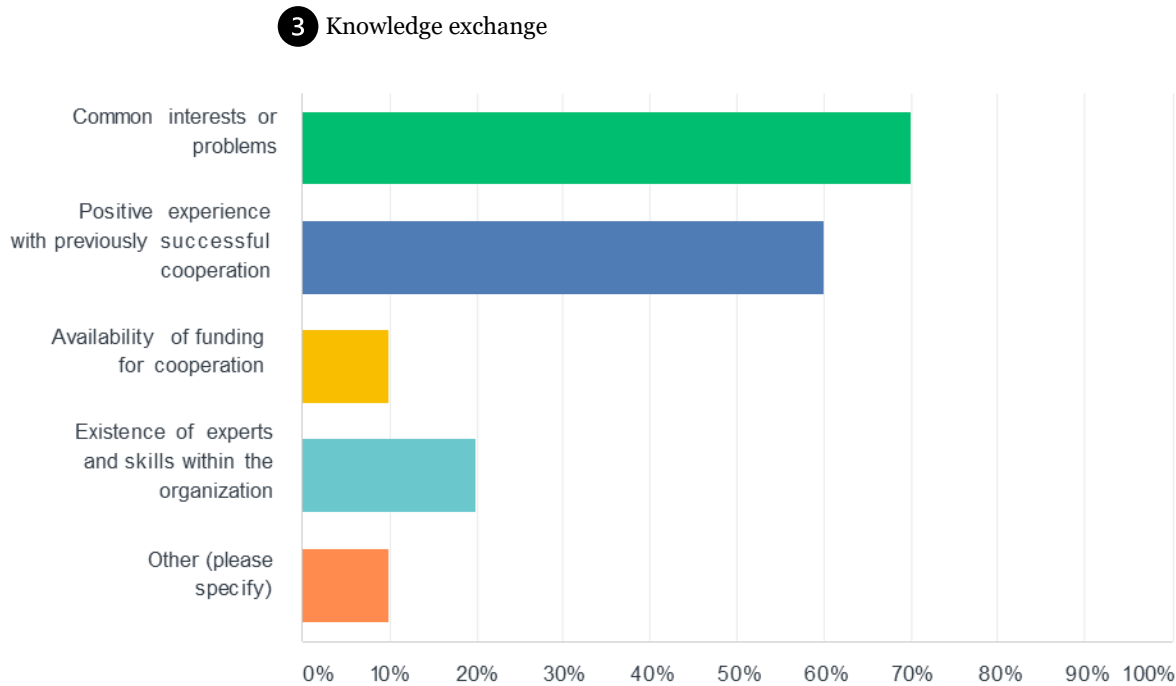


Figure 25 Factors stimulating cooperation decisions between urban initiatives. Source: Author based on the questionnaire's results.

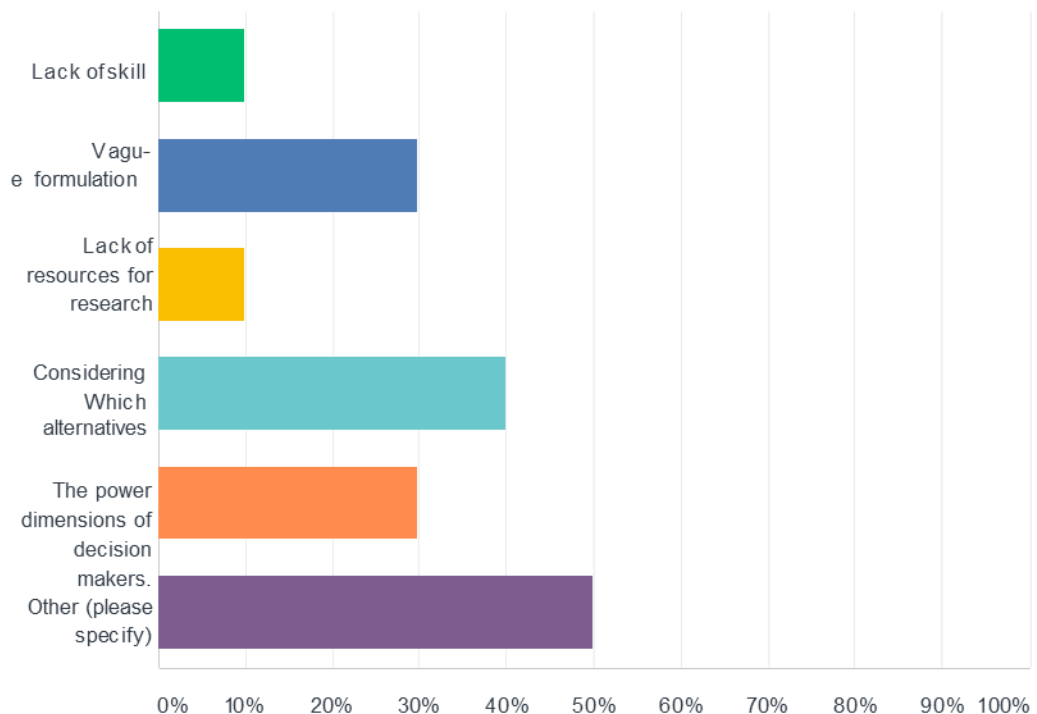


Figure 26 Problems of cooperation with other urban initiatives.
Source: Author based on the questionnaire's results.

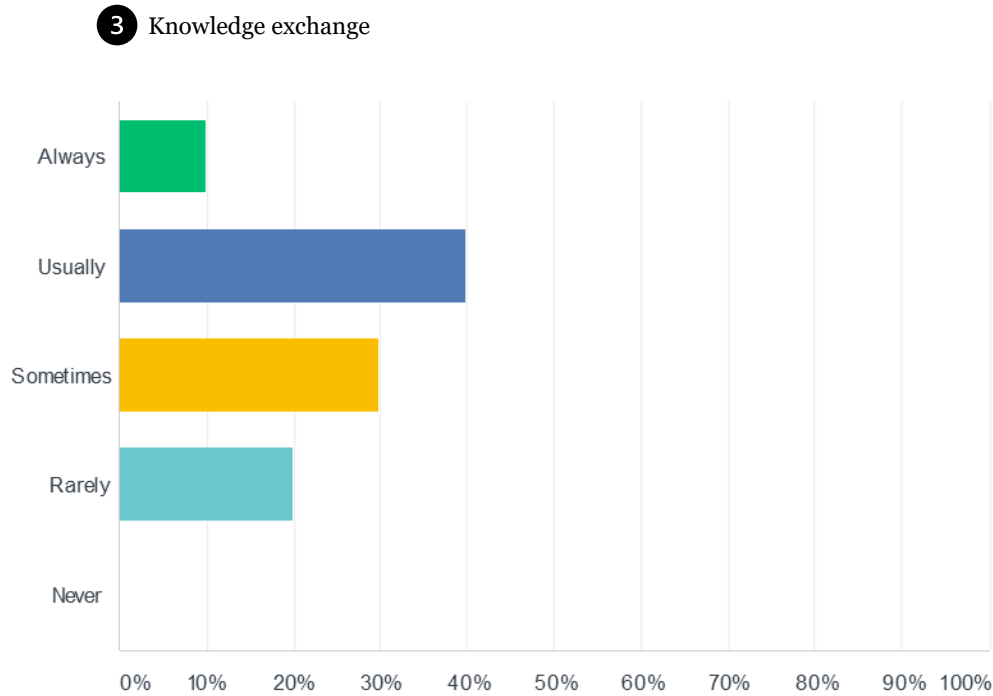


Figure 27 Frequency of knowledge exchange processes between urban initiatives and the government. Source: Author based on the questionnaire's results.

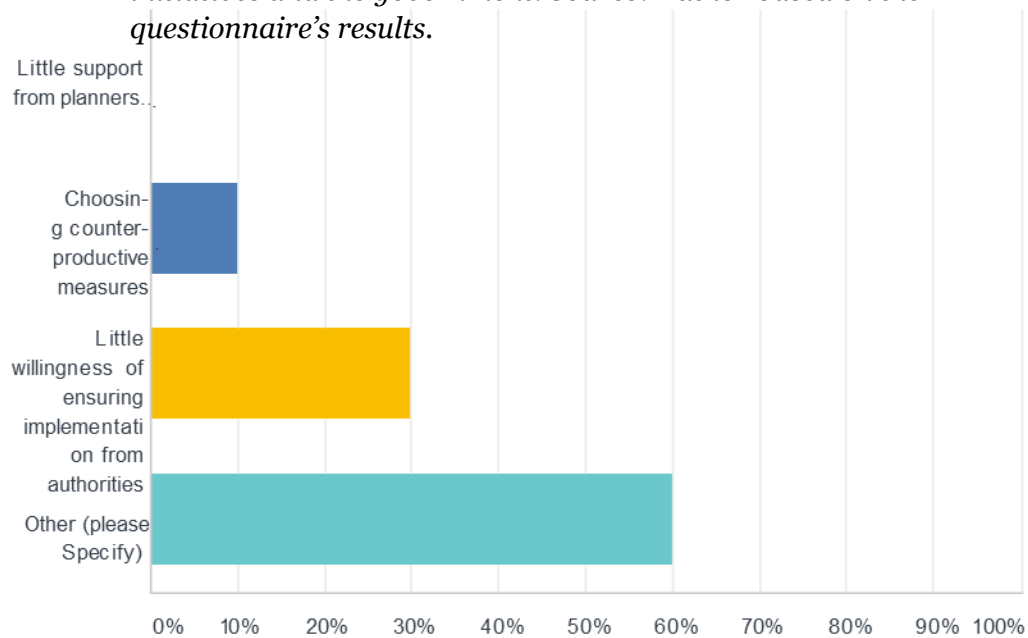


Figure 28 Problems when in cooperation with urban authorities. Source: Author based on the questionnaire's results.

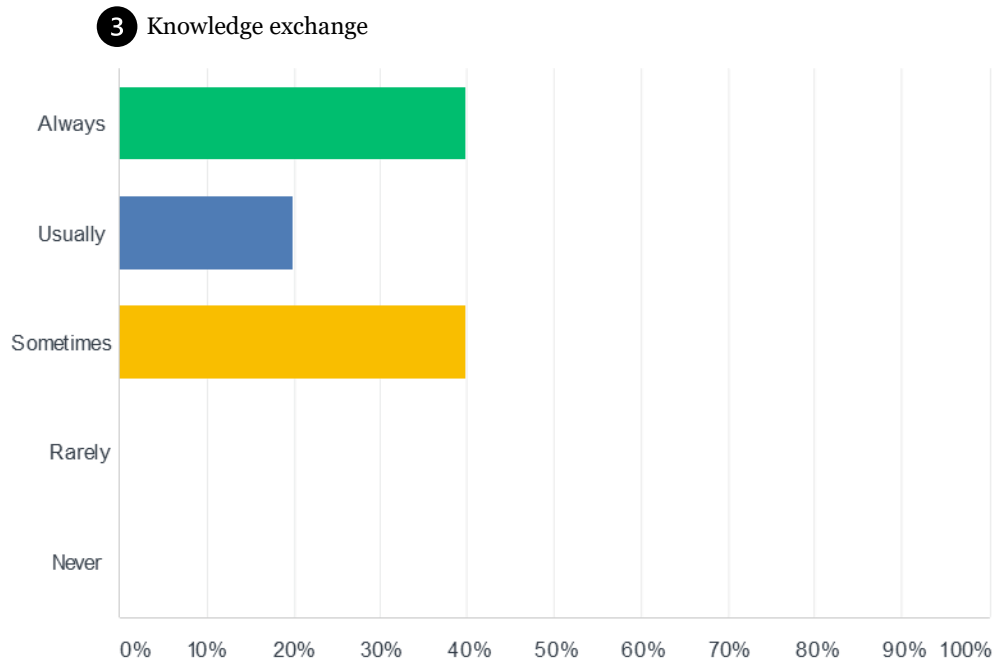


Figure 29 Frequency of knowledge exchange processes between urban initiatives and major universities. Source: Author based on the questionnaire's results.

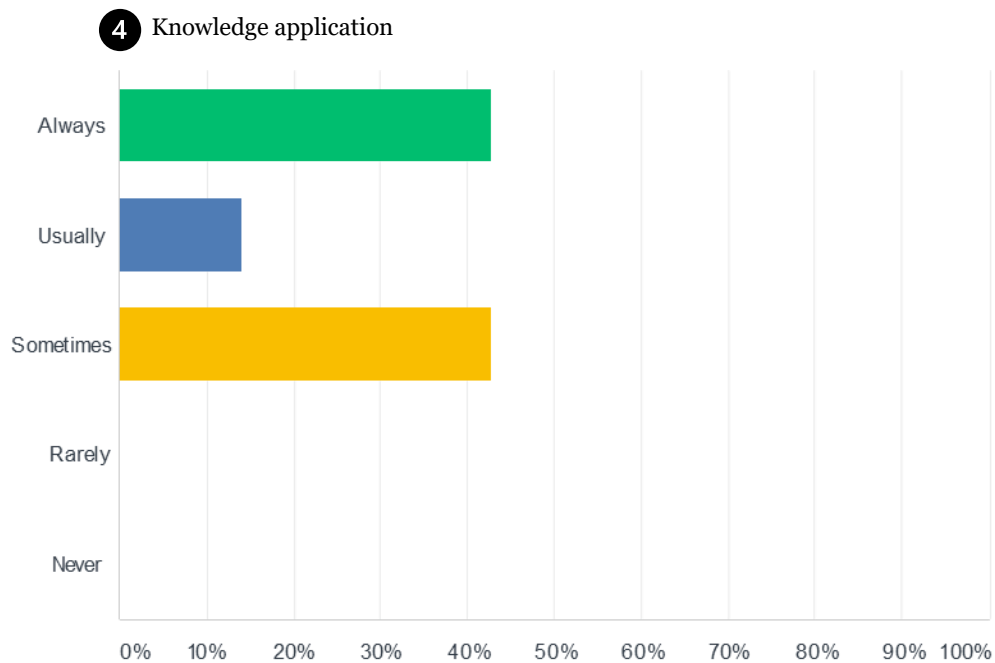


Figure 30 Frequency of urban initiatives supporting each other in projects application. Source: Author based on the questionnaire's results.

4 Knowledge application

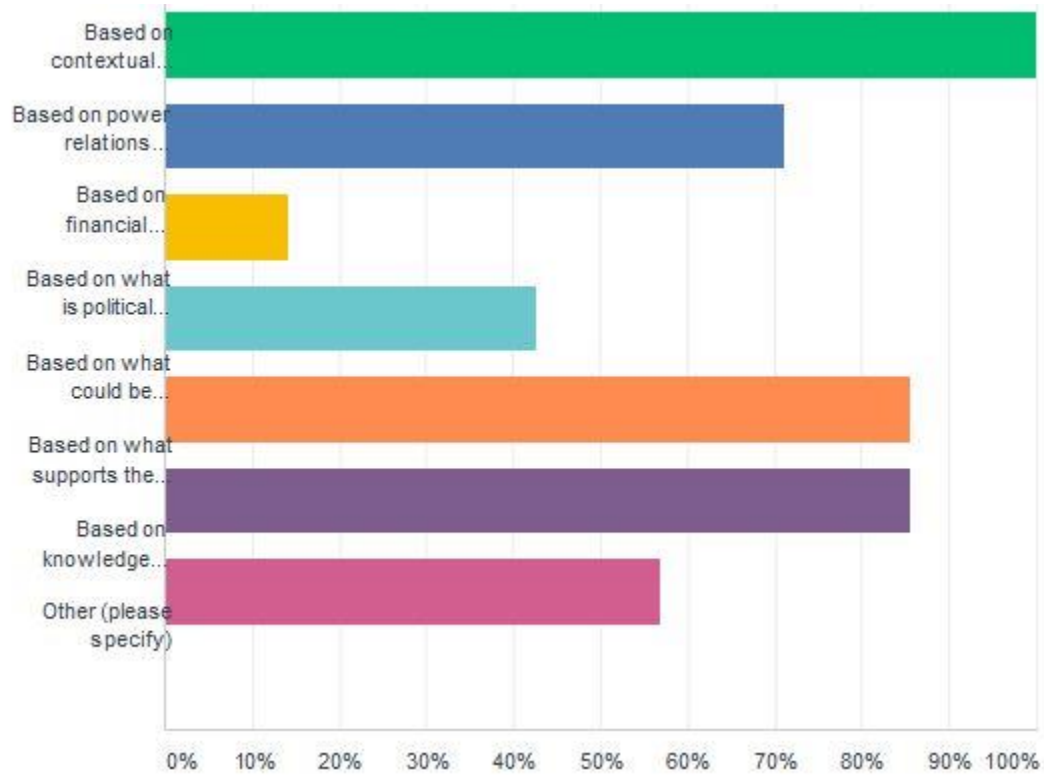


Figure 31 Factors based on which urban initiatives prioritize their knowledge application. Source: Author based on the questionnaire's results.

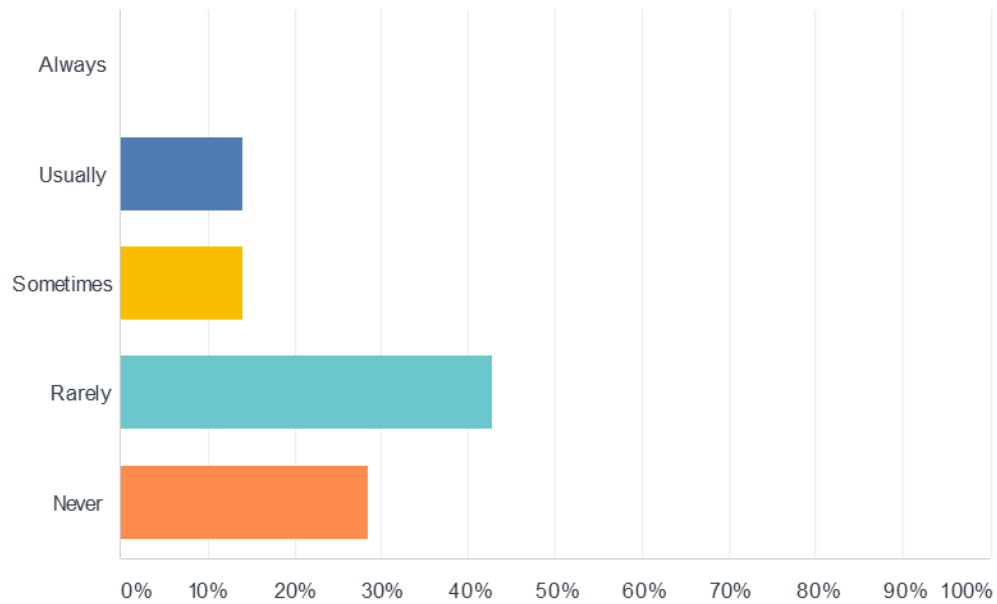


Figure 32 Frequency of financial support between urban initiatives.
Source: Author based on the questionnaire's results.

4 Knowledge application

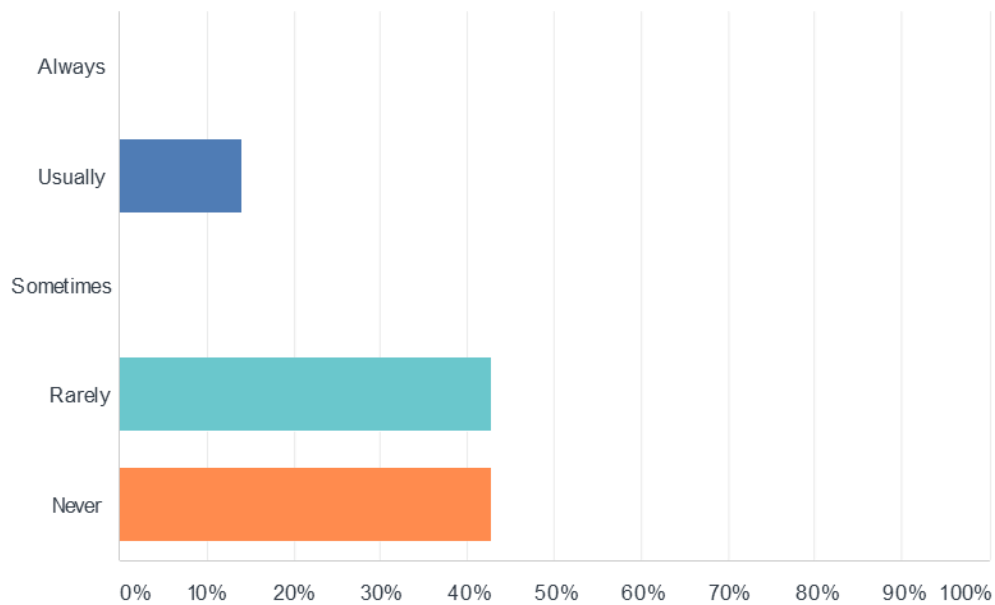


Figure 33 Frequency of financial support between urban initiatives and the government. *Source: Author based on the questionnaire's results.*

Chapter V

Discussion & conclusion

Booth (2012) stated that “governance challenges are not fundamentally about one set of people getting another set of people to behave better. They are fundamentally about both sets of people finding ways to act collectively in their own best interests”.

For that, building new forms of partnerships between national governments, local authorities, NGOs, and education and creating new spaces for interaction between them is essential to beat conventional knowledge systems prescribed by the law. These new partnerships need to start sharing responsibilities with each of these actors and enhance considering them as active actors for development and not only as governmental support receivers or service providers.

Below there is a presentation of the relationships between the different stakeholders involved in urban development, from existing ‘conventional’ relationships to more ‘co-productive’ partnerships.

Conventional		Co-productive
One entity decides the program of the projects depending on their knowledge and experience.	↔	Co-generation supported by joint knowledge and experiences.
One entity purchases a service from/hires another.	↔	Different stakeholders engage together and bring together their complementary resources.
Fixed contracts with determined activities, required services and expected outputs to be delivered.	↔	Collaboration agreements with identified expected outcomes.
Each entity stays in its comfort zone.	↔	Stakeholders creating new ways of working together through real co-production projects where they all share their knowledge.
Each entity expected to have full capacity to deliver.	↔	One partner may support capacity building for another to deliver more effectively.

Figure 16 Conventional versus co-productive relationships.

Source: Author.

For these partnerships to succeed each stakeholder needs to strengthen their capacities and improve their added value to such co-productive processes, while considering their institutional potentials and limits and taking into account their own legal, economic, and technical capacities.

The local government should be politically and technically empowered by the higher governmental levels by strengthening the capacities of local government institutions so that they can positively engage with the local community and implement the developed plans.

Government institutions should go through some adaptation processes so that they have the willingness to initiate real co-productive engagements with NGOs. Official working links to

harmonize urban development efforts between both entities should be formed based on building mutual trust where sharing resources and knowledge and capacity building are supported reciprocally.

This should create a mutual functioning dialogue platform where both entities can meet and negotiate through forums, meetings, round table discussions, and conferences to:

1. Support the governments efforts in implementing policies through mutual sharing of knowledge and capacities.
2. Establishing productive relationships between national and local government where the local government becomes more legally, technically, and financially empowered.
3. Strengthening the position of NGOs on both local and national levels by providing them with governmental political support.
4. Debate their co-productive projects designed jointly and implemented with shared responsibilities.

Although the conducted interviews have raised doubts regarding legality and scope of work, as the government have a broader perspective that is driven by the law and economic goals, establishing new different levels of partnerships between state and NGOs remain crucial for future urban development, as they have the ability to mobilize local community, through their direct contact with people, to participate in the processes of decision-making, planning and implementation of urban development projects.

Furthermore, the responsibility of consultants for governmental projects should be assigned to the non-governmental urban initiatives instead of using international external experts, to encourage them to develop their capacities and benefit from their local knowledge. On the other hand, when it comes to issues related to land tenure, as stated in the interviews, a strong involvement of government institutions is crucial to ensure that the law is implemented.

Also, NGOs involved in urban development need to come together at the country level and form a powerful well organized alliance to improve their governance, increase their funding, exchange their good practices and experiences, strengthen their members' capacities to become in a position where they are able to maintain flourishing negotiations with the government. This alliance can be founded as a new entity or based on existing civil society networks. The membership of such alliance should be applicable to registered involved local and national non-governmental organizations and an executive committee should be established and will determine the approval of memberships.

Member organizations should be willing to contribute their financial and technical resources, sharing their best practices, promoting knowledge transfer between the different members of the alliance. They should also actively participate in all activities of the alliance including workshops, meetings, and conferences.

Grouping together the local and national NGOs¹³, the alliance shall be divided into four working groups as stated below:

1. **Policy & governance group:** maintaining the internal organizational arrangements between the different member organizations.
2. **Resource mobilization group:** working locally for community capacity and mobilization through participating in data collection processes regarding locality, tenure status, distribution of resources and services in cities to help the government allocating and distributing resources more equitably, as well as working nationally and internationally to advocate for policy and legal changes, gain resources and generate new knowledge.
3. **Joint city development group:** managing partnerships with local government and seeking joint fund of projects.
4. **Communication group:** Demonstrating their capacities to and communicating with their other partners such as government actors, major universities, and funding institutions.

Following the work of international organizations like ACHR and SDI working on both local and city levels, national NGOs should support their local NGOs allies with their wider networks and connections.

As previously mentioned by the chief technical advisor and program director of the UN-Habitat office in Cairo, one of the problems facing the non-governmental urban initiatives was the project financing as most of them are funded by international organizations with the purpose of implementing projects defined by their external agendas that may not align with the government's goals. For that, a more active involvement of business in urban development, as a tool to make NGOs more effective, is needed with a government that encourages partnership and cooperation there. More recognized and institutionalized alliances between the private sector and NGOs should take place implementing community development projects which include community building and income generation, with the adapted government providing a more collaborative space and encouraging participation. Their financial assistance can be through providing funds for the organizational development of NGOs and their capabilities, as well as for the improvement of the economic well-being of the local community, as a tool of empowerment, by funding the economic projects included in the NGOs development agenda. On the other hand, NGOs will become more cost conscious and result oriented.

In addition, new approaches around knowledge partnerships between academia and the government should be developed linking universities to governmental research centers, like HBRC, and institutions to produce relevant knowledge towards a contextual translation of academic research into national planning standards and regulations.

¹³ Including NGOs specialized in research (non-governmental research centers).

Academics should offer their scientific expertise to the government to inform urban policies. On the other hand, government officials will deliver insights into policy and implementation challenges. Universities can manage a chain of city labs, bringing together different types of knowledge from different actors to co-produce new urban knowledge. University professors should be assigned the role of consultants for projects, and students should participate in field work and data collection.

Academics should as well play the role of advisors towards policy reorientation to the needs of society. This role should become more engaging towards creating new ways of working together with the state. Inspired by the experience of the University of Cape Town with state discussed in Chapter II, they can empower the HBRC national research center to become a space where practitioners and researchers can work together in all knowledge production processes from problems formulation to co-writing standards, policy briefs and academic articles.

Monitoring and evaluating committees including representatives from the government, NGOs, research institutions, and universities should exist to facilitate and manage such partnerships.

On the national level, these strong partnerships between the different stakeholders/partners should impact on government policies towards following an integrated approach where all strategic partners share their knowledge and providing advocacy platforms¹⁴ for NGOs. This active interaction between partners ‘as co-producers’ ,at both the project level and the city-wide scale, will lead to more realistic urban planning and development based on mutual learning, and will empower the government institutions who will be exposed to deal with a range of stakeholders throughout the different phases of the projects from data collection to decision-making and implementation processes.

¹⁴ Advocating for policies and legal changes, or suggesting new laws, on national debates level.

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Appendix

Survey structure

1. Please provide the name of your institution:
2. How do you describe your institution's type?
 - ☐ A knowledge producing organization
 - ☐ A demanding knowledge organization
3. In what domain of knowledge does your institution provide its service?
4. What are the methods followed by your institution to acquire your knowledge?
 - ☐ Learning through knowledge exchange
 - ☐ Gaining complementary knowledge from experts outside the urban planning domain
 - ☐ Learning from working with local community
 - ☐ Scientific literature
 - ☐ Others

If others, please specify:
5. How community participation is seen by your institution?
 - ☐ Crucial
 - ☐ With a degree of suspicion
 - ☐ Not important
6. What are the procedures and techniques followed by your institution to validate its knowledge?
 - ☐ Assessment of existing data and studies
 - ☐ Identifying the required specialists to be involved in knowledge production
 - ☐ Producing annual reports to assist in the development of strategies for next projects
 - ☐ Evaluating the effectiveness of the process of public participation in terms of affecting the knowledge generation processes
 - ☐ Engage with other formal or informal organizations
 - ☐ Others

If others, please specify:

7. Why does your institution evaluate its knowledge?

- ☐ To generate new knowledge through evaluation
- ☐ To identify the problems before embarking upon any other collaboration
- ☐ To develop strategies for next projects
- ☐ To know to what extent different local groups are included in the planning process
- ☐ Others

If others, please specify:

8. At what point of the project does your organization evaluate the process?

- ☐ Mid-point of the project
- ☐ Alongside the project
- ☐ At its conclusion
- ☐ Others

If others, please specify:

9. Do you involve the local community in evaluation?

- ☐ Always
- ☐ Usually
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

10. Do you cooperate with other governmental organizations with same interests?

- ☐ Always
- ☐ Usually
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

If yes, what are the methods and processes in which you cooperate with them?

- ☐ Knowledge exchange
- ☐ Consulting support
- ☐ Financial support
- ☐ Facilitator between different organizations

- ☐ Technically in the application of projects

If others, please specify:

11. Do you cooperate with non-governmental urban initiatives?

- ☐ Always
- ☐ Usually
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

If yes, what are the methods and processes in which you cooperate with them?

- ☐ Knowledge exchange
- ☐ Consulting support
- ☐ Financial support
- ☐ Facilitator between different organizations
- ☐ Technically in the application of projects

If others, please specify:

12. Are there any knowledge exchange processes between your organization and non-governmental urban initiatives?

- ☐ Always
- ☐ Usually
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

Can you please explain this form of interaction?

13. In the process of learning through urban knowledge exchange, what of the following do you find the most efficient?

- ☐ Mutual learning with other governmental urban organizations,
- ☐ Mutual learning with other non-governmental urban initiatives.
- ☐ Learning from other urban planners through discussions, conferences, or previous plans...
- ☐ Others

If others, please specify:

14. What role does your organization play in the transfer of knowledge within the networks?

- ☐ Adequately informed
- ☐ Receiving knowledge from the network
- ☐ Bringing knowledge into the network
- ☐ Generating shared knowledge
- ☐ Others

If others, please specify:

15. What factors stimulate your cooperation decision with other urban organizations?

- ☐ Common interests or problems
- ☐ Positive experience with previously successful cooperation
- ☐ Availability of funding for cooperation
- ☐ Existence of experts and skill within the other organization
- ☐ Others

If others, please specify:

16. What are the problems you face when in cooperation with other governmental organizations?

- ☐ Lack of skill
- ☐ Vague formulation of goals and inconsistency in the stated objectives
- ☐ Lack of resources for research-based knowledge/ outdated knowledge
- ☐ of considering which alternatives
- ☐ The power dimensions of decision-makers
- ☐ Others

If others, please specify:

17. What are the problems you face when in cooperation with non-governmental urban initiatives?

- ☐ Lack of skill
- ☐ Vague formulation of goals and inconsistency in the stated objectives
- ☐ Lack of resources for research-based knowledge/ outdated knowledge
- ☐ of considering which alternatives
- ☐ The power dimensions of decision-makers

☐ Others

If others, please specify:

18. Are there any knowledge exchange processes between your organization and major universities?

- ☐ Always
- ☐ Usually
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

Can you please explain this form of interaction?

19. What are the factors based on which you prioritize your knowledge application/ you develop your planning strategies?

- ☐ Based on contextual knowledge (depending on local circumstances or the history of the place)
- ☐ Based on power relations between various stakeholders
- ☐ Based on financial power
- ☐ Based on what is politically acceptable in a specific context (knowledge of local politics)
- ☐ Based on what could be achievable during a certain interval of time
- ☐ Based on what supports the goals/visions of your organization
- ☐ Based on knowledge generated during the evaluation process of the projects
- ☐ Others

If others, please specify:

20. Does your organization support other governmental organizations in projects application?

- ☐ Always
- ☐ Usually
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

Can you please explain this form of support?

21. Does your organization support other non-governmental urban initiatives in projects application?

- ☐ Always
- ☐ Usually
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

Can you please explain this form of support?

22. Is there any financial support between your organization and other governmental organizations?

- ☐ Always
- ☐ Usually
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

Can you please explain this form of support?

23. Is there any financial support between your organization and other non-governmental urban initiatives?

- ☐ Always
- ☐ Usually
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

Can you please explain this form of support?

الإنتاج المشترك للمعرفة: نموذج ابتكار نحو إضفاء الطابع المؤسسي على حالة القاهرة

ملخص الأطروحة البحثية

إن الإنتاج المشترك للمعارف مصطلح عالمي جديد يدور حول العلاقات بين الممارسات و البحث، ويتكامل بين أنواع مختلفة من المعرفة التكميلية من خلفيات متعددة لمعالجة قضايا الاستدامة المختلفة.

إن لبناء أشكال جديدة من الشراكات الرسمية، تختلف عن نهج المشاركة التقليدية، على مستوى الممارسة و متخذى القرارات الممثلين في الحكومات الوطنية والمحلية والمنظمات غير الحكومية ذات الصلة، وعلى مستوى البحوث الممثلة في الجامعات ومراكز ومؤسسات البحوث أهمية كبرى لمستقبل التنمية الحضرية.

وهذا يعني إنشاء بيئات عمل مشتركة الإنتاجية حيث يشترك كل "الشركاء" في الإنتاج، بما في ذلك المجتمع المحلي، ويتم الاعتراف بهم وقبولهم بشكل متبادل لأنهم يتقاسمون معارفهم، قدراتهم وسلطتهم لتحقيق الأهداف والأولويات المتفاوض عليها، وتحقيق نتائج عمليات الإنتاج المشترك من خلال فرص أكثر تكيفا، حيث يتم تمكين الحكومة من خلال تعاملها مع مجموعة أوسع من أصحاب المصلحة/الشركاء، و تكون الحكومة المحلية مستعدة لدعم عمليات الإنتاج المشترك والعمل فيها إلى جانب المنظمات غير الحكومية والمجتمعات المحلية.

و هذا يعنى بعبارة أخرى إعادة النظر في العلاقة بين إنتاج المعرفة وصنع القرار من أجل تحقيق حكومة حضرية أكثر تكيف تستخدم معارف ذات صلة بالسياسات.

ومع صعود النشاط الحضري في القاهرة، بعد الثورة المصرية في عام 2011، بدأ تحول نمط جديد من الممارسة التي تؤثر على إنتاج المعرفة الحضرية بعيداً عن الأنماط الحكومية. وتتفاعل المبادرات الحضرية في مكان ما بين الحركات الاجتماعية القائمة على الدولة والمجتمع المحلي وتتبادل المعرفة فيما بينها لتشكيل التحول الحضري في القاهرة وتحقيق مدينة أفضل، مع إشراك المجتمع المحلي في هذه العملية. وقد تكون تدخلاتهم من دون مساعدة مسبقة من الدولة. طريقة جديدة للقيام بأشياء لم يكتبها القانون بعد، بدأت في لحظة تفكيك وإعادة بناء غابت فيها جهود الدولة.

واستناداً إلى حالة "مبادرات القاهرة الحضرية"، تحاول هذه الفرضية فهم الطرق والعمليات التي تجتمع فيها هذه المبادرات لمناقشة القضايا الحضرية وعلاقتها بالحكومة والجامعات، وخبراتهم التي يمكن اعتبارها نقطة انطلاق للمزيد من عمليات الإنتاج المشترك للتنمية الحضرية في مصر.

والهدف من هذا البحث هو إقامة شراكات رسمية جديدة في مجال المعرفة وإيجاد إمكانيات لإضفاء الطابع المؤسسي عليها في نظام جديد للمعرفة الحكومية مشترك الإنتاجية، وفي الوقت الذي تتخذ فيه هذه المبادرات الحضرية نمودجا جديدا لإنتاج المعرفة في مصر يحفز على بدء مثل هذه الشراكات المعتمدة. لتحقيق هذه الغاية، تبدأ هذه النظرية باستعراض عام للخبرات العالمية حول الإنتاج المشترك لشراكات المعرفة في مجال التنمية الحضرية كدعم للإشارة إلى أساليب تنفيذها في مصر.

ثم، ومن خلال مقابلة مع المستشار الفني لوزير الإسكان ومحاضر مساعد في مركز الإسكان وبناء البحوث الوطنية، يتم إعداد فهم نقدي لنظام المعرفة الحكومية القائم من أجل فهم الكيفية التي تنتج بها الحكومة الحضرية في مصر معرفتها ثم تستخدمها.

وبعد ذلك، أجريت مقابلات مع المدير التنفيذي لصندوق تنمية المستوطنات غير الرسمية، ومنسق الإدارة المركزية لتنمية المناطق غير الرسمية، كما تم تنفيذ كبير المستشارين التقنيين ومدير البرامج في مكتب موئل الأمم المتحدة في القاهرة للتعرف

على المنظور الحكومي لهذه المسألة، ثم أعقب ذلك تحليل أظهر منظور مبادرات القاهرة الحضرية الذي تم تنفيذه من خلال استبيان على شبكة الإنترنت.

وفي النهاية، يتم تقديم التوصيات التي تؤدي إلى العودة إلى هدف البحث.

إقرار

هذه الرسالة مقدمة في جامعة عين شمس للحصول على درجة الماجستير في العمران المتكامل والتصميم المستدام . إن العمل الذي تحويه هذه الرسالة قد تم إنجازه بمعرفة الباحث سنة ... هذا ويقر الباحث أن العمل المقدم هو خلاصة بحثه الشخصي وأنه قد اتبع الأسلوب العلمي السليم في الإشارة إلى المواد المؤخوذه من المراجع العلمية ك ل في مكانه في مختلف أجزاء الرسالة ..

وهذا إقرار مني بذلك،،،

التوقيع :

الباحث : فرح هشام عب الفتاح البحيرى

التاريخ :

الإنتاج المشترك للمعرفة: نموذج إبتكار نحو إضفاء الطابع المؤسسي على حالة القاهرة

اعادة النظر في العلاقة بين المعرفة و الممارسة من خلال دراسة المبادرات الحضرية في القاهرة

مقدمة للحصول على درجة الماجستير في العمران المتكامل والتصميم المستدام

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لجنة الحكم

الممتحن الخارجي

أ.د.

أستاذ.....

جامعة.....

أ.د.

أستاذ.....

جامعة.....

أ.د.

أستاذ.....

جامعة.....

التوقيع

تاريخ المناقشة:.....

الدراسات العليا

ختم الإجازة

موافقة مجلس الكلية . /.../...

أجيزت الرسالة بتاريخ:.....

موافقة مجلس الجامعة .../.../...

جامعة عين شمس



جامعة شتوتجارت



11/08/2020



الإنتاج المشترك للمعرفة: نموذج إبتكار نحو إضفاء الطابع المؤسسي على حالة القاهرة

(إعادة النظر فى العلاقة بين المعرفة و الممارسة من خلال دراسة المبادرات الحضرية فى القاهرة)

رسالة مقدمة للحصول على درجة الماجستير فى العمران المتكامل والتصميم المستدام

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