

Evaluation of Egypt's National Urban Policies and their Role in Addressing Urban Poverty

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ABSTRACT

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The absence of Egypt's adoption of clear urban policies has exacerbated urban development issues, including urban poverty. Drawbacks witnessed during the implementation of such policies emphasized the inevitability of their assessment within what Egypt is currently adopting as part of its national urban policy preparations. The research overviews the various aspects related to this issue based on analytical and descriptive methods to evaluate the Egyptian and selected worldwide experiences in this field, according to a set of principles and criteria that contribute to drawing conclusions to deal with the repercussions of this phenomenon and its impact on urban and economic dimensions, etc., In order to formulate basic considerations for the formulation of Egypt's urban development policies to deal with urban poverty, to ensure the formulation of adaptive mechanisms and urban governance. Future research in this article will examine how to achieve coordination and complementarity among the concerned organizations in the formulation of urban policies in order to overcome the constraints related to the implementation and implementation of policies. One of the most important innovations in this area is the initiation of work on the formulation of urban policies on specific development issues such as urban poverty... and other issues and challenges facing Egypt's urban development.

1. INTRODUCTION

There is a correlation between poverty and national urban policies (NUPs), and there is no doubt that poverty reduction is the objective of all states. So Poverty, which reflects the reduction and decline of the standards of living of the people, is a reflection of the failure of development policies, whereas NUPs are a tool for implementing socio-economic policies and the results of which are directly reflected in the poverty rates, So it is necessary to evaluate these NUPs by answering a fundamental question: have the urban policies adopted by the State led to poverty alleviation?

For Egypt, it has adopted several policies for urban development at various periods, to address the development's issues, one of the most important of these issues is the phenomenon of urban poverty, which today has become one of the most important issues to urban development, hence the widespread of urban poverty in Egyptian Cities and the high poverty rates in it reflects the imbalance and failure of Egypt's NUPs, which requires evaluating these policies to identify weaknesses and imbalances, as well as the speed of intervention during the reformulation of policies that promote urban development and alleviate urban poverty, this is in view of the current State's adoption of making NUP.

2. RESEARCH IMPORTANCE

The study is a practical guide to evaluate Egypt's NUPs to address one of the most important issues of urban development, which is urban poverty, which derives its importance from

being an analytical study comparing NUPs with urban poverty, which seeks an evaluation mechanism to measure the effectiveness of Egypt's NUPs in reducing urban poverty and improving the standard of living in the view of such policies.

3. RESEARCH OBJECTIVES

The main objective of the research is to evaluate the role of Egypt's NUPs in reducing urban poverty by the following:

-Presentation of Egypt's NUPs and its role in the alleviation of urban poverty.

-Evaluate various NUPs and programs and their role in poverty alleviation by citing some of the world's leading experiences in this field.

-Formulate the necessary considerations in formulating Egypt's NUPs to address urban poverty (using lessons learned from global experiences in this field).

4. RESEARCH METHODOLOGY

This research is based on the inductive approach to identify the phenomenon of urban poverty in Egypt, as well as the approach of historical analysis that was carried out through the review of NUPs adopted by Egypt on various time, using the case-study approach where the phenomenon and indicators of urban poverty were studied in a sample of Egyptian Cities, and then used the analytical descriptive approach to study, analyze and evaluate Egypt's NUPs, and also to study and analyze the content of selected global best practices, so the research has

been organized through the following points:

- Review the phenomenon of urban poverty in Egypt (definition/causes/manifestations).
- Review Egypt's NUPs.
- Evaluating NUPs in addressing urban poverty.
- Review and analyze various global experiences and learning lessons in how to support Egypt's NUPs making to alleviate urban poverty.

5. LITERATURE REVIEW OF URBAN POVERTY IN EGYPT

Poverty is one of the major issues facing the world, which has enormous and complex proportions, consequently, there is no unified concept of poverty, as many jurisprudence overlaps at many points due to the researchers' differences, as well as differences between poverty forms and manifestations in different societies and times [1].

5.1 Definition of urban poverty

Poverty is defined as a multifaceted social phenomenon, not only lack of income or even a scarcity of employment opportunities but also a marginalization of a class of society [2].

The World Bank [3] has defined the concept of poverty as the inability to achieve a minimum standard of living as well as the inability to obtain resources and getting opportunities.

Urban poverty is a poverty closely related to the shortcomings in the human development process, it can be defined as poverty resulting from overcrowding in urban areas leading to reduces benefits of urban life like the best services and higher incomes in general [4].

Poverty indicators are higher in urban than in rural areas due to several reasons, the most important of which is an increase in rural-urban migration flow in search of job opportunities and a better standard of living.

Urban poverty means not only the urban deterioration of the city, but also the deterioration of all the various phenomena and aspects associated with it: living conditions, environment, health, clean water, sanitation, services, roads and employment opportunities ... etc.

Urban poverty is an issue resulting from urbanization growth in deteriorated areas, as well as the neglect and failure of development in some urban areas, this turns urbanization into a burden on economic development gains [5].

5.2 Causes of poverty

Several factors and causes contribute to the spread of poverty, including natural disasters, economic scarcity or misuse of resources, such as widespread ignorance, illiteracy and deteriorating health conditions, development policies adopted by the State, such as the concentration of services and activities in a region or major city, following is a summary of the most important causes of poverty:

5.2.1 Natural causes

There are natural causes that may constitute poverty, such as natural disasters earthquakes, volcanoes, hurricanes, floods, droughts and desertification, as well as a range of artificial elements such as environmental degradation and the impoverishment of the concept of environmental security by

developing countries, all of which lead to people's impoverishment of their impact on urban [6].

5.2.2 Economic causes

Poverty appears as a result of low economic levels resulting from weak economic activities and economic stagnation, as well as a lack of diversity in economic opportunities and activities and low rates of economic growth, and thus high unemployment rates, which cause a decline in the income level of both the individual and the family, which ultimately reflects the inability to meet the basic needs of the individual or family and thus poverty.

5.2.3 Social causes

One of the most important social causes that exacerbate poverty is the following:

-Population growth, where population growth puts pressure on resources and the environment, and affects the quality of life, especially if it is among the people living in poverty [7].

-The insufficient basic services provided to members of society [8].

5.3 Manifestations of urban poverty

Poverty has multiple manifestations in urban areas, which is a negative factor that exacerbates and further deteriorates the situation. If there are certain urban manifestations that indicate deterioration, and the following are the most important manifestations of urban poverty:

5.3.1 Physical manifestations

Poverty reflects directly on the urban characteristics of Egyptian Cities and this is clearly reflected in urban, which reflects a deteriorating urban environment in which elements of good urban life are not available, because of the widespread urban poverty in most Egyptian Cities, and the most important urban manifestations of poverty in Egyptian Cities are the following:

- Slums

Egypt's rapid urban growth as a result of increased urban population and unplanned migration has led to the emergence of informal urban growth, which has led to the unprecedented emergence of slums in most Egyptian Cities to the extent that these slums make poverty belts surrounding cities and ancient districts [9]. The poor live in slums, because of the easy to get house and access to facilities in an illegal and cheap way.

Slums are one of the greatest manifestations of urban poverty in Egyptian Cities, which are hotbeds of poverty inside and around Egyptian Cities. in 2013, Egypt had 1150 slum areas for about 15 million people, of which 351 are unsafe slums, and the area of slums in some of Egypt's Cities amounts to 70% of the city's area [10].

- Low Housing Levels

This is illustrated by the study of the characteristics of the housing of the poor, where the poor are concentrated in houses with temporary roofs and walls.

- Rising Population Density and The Lack of Green Areas

The population density in Egyptian urban areas has increased significantly - particularly in major cities - According to the 2006 census, Cairo had a population density of about 41,000 persons per square kilometer, while in

European capitals it ranges from 8,000 to 12,000, that is Cairo's density is about five times that of Western capitals., and this severe human accumulation has a significant impact on the overall quality of urban life. Green spaces lacking in most Egyptian cities are an important element of proper urban formation [11].

- Poor Connection with Facilities and Services

Poor people suffer from a lack of basic services and facilities for reasons related to the illegality of construction in poor areas, which do not fall within the priorities of local authorities [6].

- Rising Overcrowding Rates

The rate of overcrowding in poor areas is high as a reflection of the pattern of families and the size of poor families, as the poor often belong to large families.

5.3.2 Social manifestations

There is a close correlation between high crime rates and violence with poverty, the high and increasing rate of youth unemployment, the disintegration of the family as a result of poverty or often as a side effect, the ineffectiveness of education systems, and researches indicate a global increase in juvenile crime rates, particularly among the urban poor [12], in addition to the widespread phenomenon of child labor among the poor because of the inability of their parents to bear Education expenses due to low income.

Epidemiological or deterioration of health is also one of the main manifestations and consequences of poverty [13], with poverty mortality rate was about one-third of the world's deaths, according to the World Health Organization (WHO) statistics in 2009.

5.3.3 Economical manifestations

The economic sector is one of the most important issues of poverty, poverty cannot be separated from the economy since poverty is closely linked to low income levels and job opportunities, and hence the economic manifestations of poverty in Egyptian Cities can be identified in the following:

- Low Income Level

Poverty is a complex issue, as it is a function of income and prices of goods and services, where poor families can't easily meet basic needs as a result of low incomes, where income is one of the basic pillars of the family that shows the economic level of each family, income instability is closely linked to the presence of work.

- Rising Unemployment Rate

High unemployment rates in society increase poverty rates, and the private sector's inability to meet a proportion of the growing demand for a job opportunity, and the urban poor usually work as temporary low-wage workers, in agriculture or in the informal sector, or are unemployed, due to employment opportunities' unavailability or incompatible with their low level of education and lack of potential [6].

- The Lack of Diversity in Economic Activities

Most Egyptian Cities have one economic activity that is agriculture, where 47.4% of all Egyptian cities have the main activity of agricultural activity, in addition to the fact that 45.4% of all Egyptian cities are in the initial activities phase, according to the report of the Central Agency For Public

Mobilization And Statistics in 2016 [14], indicating the weakness of the economic structure of Egyptian cities, thus affecting high poverty rates.

- Stability of the Economic Functions of Egyptian Cities

One study measured the functional transformations of Egyptian Cities, and the results are that 56% of Egyptian Cities are functionally stable, indicating a decline and a decrease in the rate of growth of economic employment, and a decline in the rate of creating new jobs, as well as a decline in the growth rate of economic and service establishments [15].

5.3.4 Environmental manifestations

There is a strong relationship between poverty and environmental pollution.

Urban slums suffer from the prevalence of most forms of pollution such as air, water and audiovisual pollution, where the urban poor suffer serious health risks.

Poor urban settlements often form in city centers near environmentally unsafe areas, such as landfills or industrial sites, where the people are particularly vulnerable to serious health consequences, although access to health care in urban areas has improved, morbidity and death rates are higher for people living in urban slums than in rural areas [12], so the problem of urban poverty overlaps with the problem of environmental degradation.

Table 1 shows the main manifestations of urban poverty in Egypt.

Table 1. Manifestations of urban poverty

Physical Manifestations	Social Manifestations
The spread of slums.	High rates of crime.
Low housing standards.	High illiteracy rate.
Degradation of roads and buildings.	Spread of morbidity and health deteriorating resulting from malnutrition.
The lack of green spaces.	Marginalization and weak participation in public life.
High overcrowding rates.	The prevalence of child labor.
The lack of connections to basic services and facilities.	
Economical Manifestations	Environmental Manifestations
Low income level as well as income instability.	Widespread pollution in all its forms such as air, water and audiovisual pollution. Environmental degradation.
High unemployment rates.	
The lack of diversity in economic activities.	
The weakness of the economic structure.	
Functional stability of most Egyptian Cities.	

5.4 Relationship of urban poverty with urban growth

Egypt has experienced a wave of rapid urban growth associated with urban poverty, in fact, Egypt's urban growth problems lie in unplanned growth, so wide and rapid urban growth results in an increasing number of slums and poor people, as well as increased unemployment rates, social inequalities, discrimination and violence, which ultimately reflects on high indicators of urban poverty [16].

It is worth mentioning that the high rates of urbanization witnessed by Egypt are accompanied by low rates of economic growth, which causes the phenomenon of urbanization, which makes a tendency to consider urbanization in Egypt as a

hindrance to development unlike developed countries, and therefore urbanization has lost its importance as a means of spreading growth and development, and the most serious problem for urban growth in Egyptian Cities without effective urban management is the phenomenon of urban poverty.

Figure 1 shows the evolution of urban growth rate in Egypt, where it was 30.3% in 1960, to be 42.8% in 2016. That reflects the rapid, unplanned urban growth in Egypt, which lead to more pressure on the facilities and services, as well as increasing the demand for job opportunities and thus increasing unemployment rates, finally leading to a rise in urban poverty in Egypt's cities.

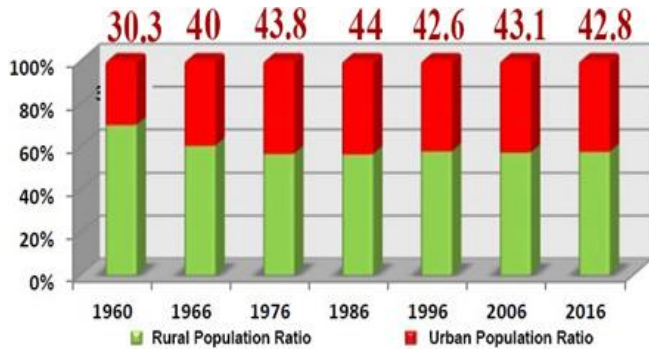


Figure 1. Increasing of urban growth rates in Egypt (1960-2016) [17]

6. NATIONAL URBAN POLICIES IN EGYPT (NUPS)

Egypt has adopted a number of NUPs to address the repercussions of urban growth and its consequences, the most important of which is urban poverty.

Poverty is one of the first issues that have received the attention of NUPs adopted by Egypt, both in previous and current policies, but have the policies adopted by Egypt succeeded in reducing the numbers of poor and reducing poverty rates?

6.1 National urban development policy (1980-2000)

The National Urban Development Policy was introduced by the Ministry of Urban Communities in 1980 and targeted until 2000, because of a series of pressing issues. The policy has put forward a range of alternatives to solve issues and achieve national goals and visions.

This study was based on achieving the focused spread of the development process by achieving economic growth rates, taking into accounts ensuring social equity between regions, as well as reducing poverty rates in poor regions [18].

Policy Objectives:

- The redistribution of the people and exit from the valley.
- Regulating the process of unplanned growth and creeping into agricultural land.
- Reducing poverty rates.

Criticism and Analysis of Policy:

- Although one of the most important objectives of this policy is to achieve a high growth rate of economic growth and improve the living standards of the people with a focus on the needs of low-income groups (the poor), this policy has given some recommendations that run counter to the issue of poverty reduction such as

(recommendations for increased population concentration in Cairo and Alexandria) where the increased population concentration increases the rate of depletion of resources, especially agricultural land, which is one of the most important resources of the poor.

- The policy recommended raising growth rates in Upper Egypt Cities, which did not happen due to a flaw in the implementation of the policy, which reflected that Upper Egypt remains the poorest region in Egypt.

6.2 Egypt's Development and Reconstruction Map (1998 - 2017)

As a result of the continuing issues of Egyptian urban, such as the issue of people and resource imbalances, high unemployment rates, poverty rates and population densities to the point of overcrowding in some areas, particularly major cities, and increased rates of unplanned growth in Egyptian urban, the Development and Reconstruction Map was proposed as a planning concept to resolve these issues [19].

Policy Objectives:

- Optimizing the exploitation of human, economic and natural resources by spreading and start the urban by attracting the people toward regions with economic potential, resources and safe environmental characteristics.
- Redistribute the people and get out of the narrow valley and delta by reconstruction outside the valley and delta.
- Necessity to protect fertile agricultural land from urban creeping.

Criticism and Analysis of Policy:

- The map has introduced a number of new cities and urban development axes that have been instrumental in achieving policy objectives, but because of the separation of economic development plans from physical development plans, a huge amount of economic resources have been wasted on the creation of new urban communities that do not reduce the phenomenon of poverty but help to exacerbate poverty at the national level.
- The policy neglected the economic aspect and proposed the most expensive economic alternative that is spreading to the Egyptian globe, which is not commensurate with Egypt's status as a developing country with high poverty rates.
- The study also did not prioritize the exploitation of resources and in identifying the proposed areas as a primary priority for development, especially most of them were not related to existing urban.
- It lacks a strategic plan that identifies development areas according to resources and develops an investment plan that identifies the areas and quality of investment.

6.3 New Urban Cities and Communities Policy (1975)

The concept of creating new cities in Egypt began in the late 1970s through the Greater Cairo Plan, prepared in 1986, which proposed the extension of urban on desert lands away from the main urban bloc in the form of new independent cities, each with an economic base sufficient to establish and grow.

Policy Objectives:

- Redistributing the people so that the urban extension on desert lands is carried out in the form of new cities.
- Creating new cities that have an independent economic base through which to create jobs and reduce unemployment.

Criticism and Analysis of Policy:

- These communities have not achieved their goals because of the strong centralization of the decision-making and locations of the establishment of these cities, and a total number of 18 cities have been implemented out of 44 proposed new cities, whose population in 2006, only 10% of their target as of 2017.
- The policy did not succeed in solving the problems of Egyptian urban, which are very concentrated in major cities, where new cities will not be able to attract the population as expected.

Egypt's Recent Proposed NUPs:

Egypt's recent proposed NUPs on the current and future situations, which we cannot analyze and criticize in the current period and study their impact on poverty, as some are still in the process of being prepared, and some are still in the implementation phase, are as follows:

6.4 Egypt's Sustainable Development Strategy 2030

The strategy aims to achieve a regular market economy characterized by stable macroeconomic conditions, capable of achieving sustainable inclusive growth, characterized by competitiveness and diversity, and plays an active role in the global economy, capable of adapting to global variables, maximizing value added, providing productive jobs, and reaching the real gross domestic product (GDP) per capita among high, middle-income countries [20].

Policy Objectives

- Increase the size of the urban in proportion to the availability of resources and distribution of the people, as well as maximize the returns on development in the new regions.
- Improving the quality of the current urban life.
- Maximizing the exploitation of Egypt's strategic location regionally and internationally by expanding strategic projects attractive to local and international investment.

6.5 National Strategic Plan for Physical Development (2052)

The General organization of physical planning (GOPP) prepared this comprehensive national strategic plan for urban development commissioned by the Supreme Council for Urban Planning and Development in 2009, with the aim of achieving development until 2052.

In preparing the Strategic Plan, GOPP adopted an integrated approach aimed primarily at achieving comprehensive sustainable development, as well as to create an urban strategic plan reflecting this vision and is practically applicable in view of the development pillars and competitive advantages of areas eligible for development, The strategic plan also adopted a poverty reduction plan by focusing on the development of poor

areas specially Northern and Central Upper Egypt, as well as achieving population and development balance and social justice [11].

Policy Objectives:

- One of its most important objectives is to address the issue of poverty in Egypt, where NUPs reduce the proportions of the people below the poverty line, as well as to bring poverty levels closer together in different regions as an urgent goal to be achieved in the early stages of development.
- The construction of the new space outside the valley and delta by establishing various economic development activities.
- Achieving social justice in the distribution of the benefits of development, with the support and care of the unable from poor social groups.
- Achieving the basic needs of people for education, health, housing, culture, sport and entertainment, to reduce poverty rates.

6.6 National Urban Development Policy (conducted in 2020 and not yet adopted)

This policy was prepared by the United Nations (UN HABITAT), but its adoption procedures have not yet been finalized, but its objectives and directives have been finalized.

Policy Objectives [10]

- Strengthening urban agglomerations in the Egyptian urban format.
- Reducing regional inequalities.
- The balanced deployment of urban communities in the desert.
- Promoting the sustainability of cities.
- Increase the efficiency of existing cities by enhancing the productivity of the local economy to reduce poverty rates.

National Urban Development Policy 2020 Proposals for Urban Poverty:

National Urban Development Policy 2020 has proposed several policies to achieve the economic, social and urban development of Egyptian cities, the results of which are reflected in reducing urban poverty rates in Egypt, the most important of which are the following:

- The move towards the establishment of economic complexes by activating the integrated planning of economic complexes.
- Enhancing the competitiveness of Egyptian cities by increasing the ability to establish advanced and non-traditional service activities.
- Maximizing the benefit of economic and investment zones and linking to local or spatial features.
- Policies to support local economic development.

It is noted that these policies may achieve economic development because they are a set of economic reform policies, where there is a close correlation between economic development and poverty reduction, as it has already been achieved in many states such as Malaysia, which has achieved a significant reduction in poverty rates.

7. URBAN POVERTY IN VIEW OF EGYPT'S NUPS

The research is primarily aimed to evaluate the role of Egypt's NUPs in addressing urban poverty issues, have they achieved poverty reduction? To achieve this, it is necessary to review some indicators of poverty and the numbers of poor people in Egypt, as well as to monitor and measure the phenomenon of urban poverty in some Egyptian Cities (case studies), as follows:

7.1 Numbers and proportions of the poor people in Egypt

The latest poverty estimates in 2019/2020 have found that 29.7% of Egypt's population is poor [21]. The poverty rate in Egypt has increased from 21.6% of the total population in 2008/2009 to 25.2% of the total population in 2010/2011, then it increased to 26.3% of the total population in 2012/2013 and reached 32.5% of the total population in 2017/2018, then decreased to 29.7% in 2019/2020 [22], as shown in Figure 2.

Extreme poverty rates fluctuate, reaching their highest rate at 6.2 in 2017/2018 and then declining to 4.5 in 2019/2020.

It is worth mentioning that the poverty and extreme poverty rates in Egypt decreased in 2019/2020 [23], this reflects that the policies recently adopted by Egypt may succeed in reducing poverty rates in Egypt in the future.

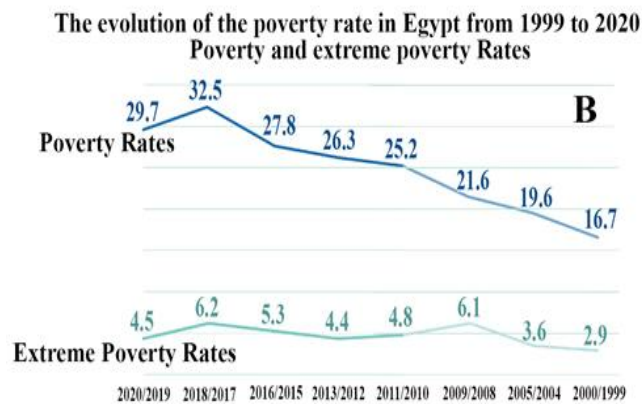


Figure 2. Evolution of poverty rates in Egypt 1999-2020 [22]

7.2 The Phenomenon of urban poverty in some Egyptian cities

In addition to poverty statistics, a series of indicators reflecting urban poverty have been adopted and reviewed in some Egyptian Cities (case studies). The cities of Assiut governorate were selected as a case study because it is the poorest governorate in Egypt, over different periods, according to 2011 statistic and the latest statistic of the poor in Egypt's governorates for 2017/2018, Assiut governorate was 66.7% that is the highest percentage [24], as shown in Figure 3.

Assiut city was excluded from the study due to its administrative and regional role as the capital of the governorate and therefore needs to be studied with certain similar cities, as well as New Assiut city because it is a new city and therefore its data are not available in some time periods, and was satisfied with studying the rest of the cities of the province due to their similarity in the characteristics of the society, economic and physical.

There are many indicators reflecting the most important

manifestations of urban poverty in Egypt, a set of indicators was selected as shown in Table 2 due to the availability of its data over different periods of time, thus tracking the phenomenon of poverty.

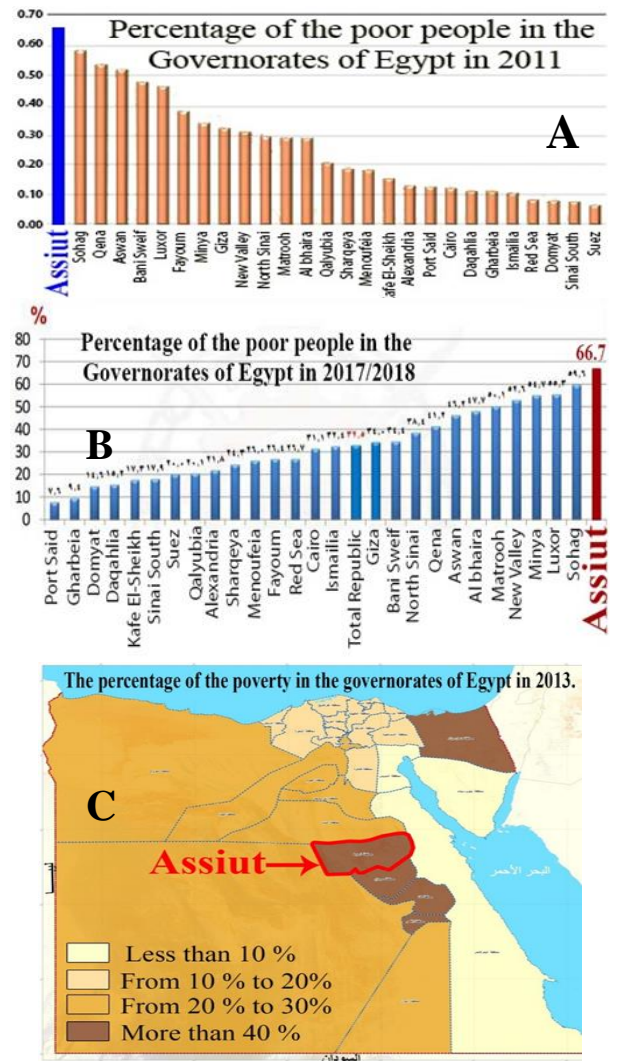


Figure 3. The proportion of poor in Egypt's governorates for periods of time (2011-2013-2018) [24]

Table 2. Indicators used to measure the phenomenon of urban poverty Assiut governorate's cities

	Indicators	Resources
Physical Indicators	Overcrowding rates	The Central Agency for Public Mobilization and Statistics in Egypt (CAPMAS) (Census 1996-2006-2017)
	Shanty house rate	
	Rate of households in Shanty house	
	Rate of households that have drinking water connection	
	Rate of households that have sanitation connection	
Social Indicators	Illiteracy rate	Human Development Index Reports (2003-2015), as no reports are available before that.
	Human development index	
	Index of life expectancy at birth	
Economic Indicators	life expectation index	(2003-2015), as no reports are available before that.
	GDP average per capita index	
	GDP index	
	Unemployment rates	(CAPMAS)

By reviewing the results of urban poverty indicators in sample cities, the following were found:

Overall, the proportion of the poor population in Assiut governorate's cities increased in 2017, with the highest proportion of the poor population in El-Ghanaim City reaching 51.9% of the total population, as shown in Figure 4.

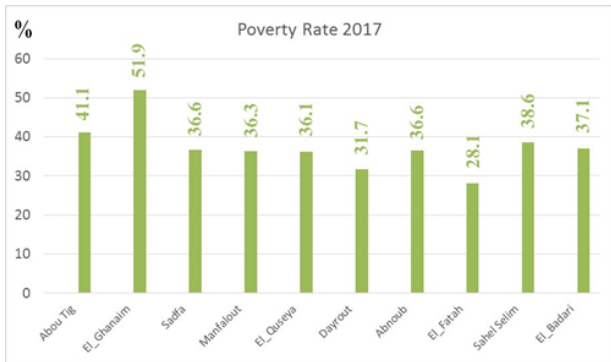


Figure 4. Poverty rates in Assiut governorate's cities in 2017 [25]

Physical Indicators

• **Overcrowding Rates:** High overcrowding rates in Assiut governorate's cities although improved between 1996 and 2017, they remain high, reaching their highest value in the city of El Ghanaim with 1.55 individuals/room, as shown in Figure 5.

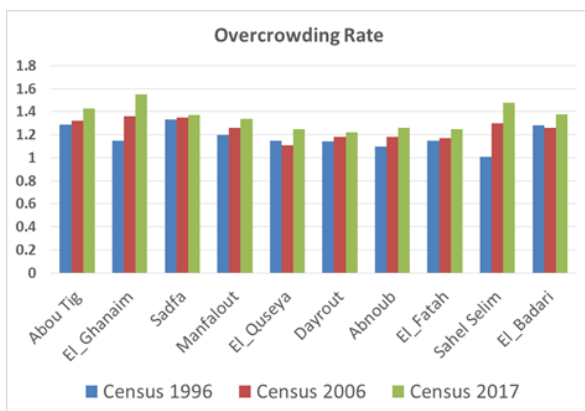


Figure 5. Overcrowding rates in Assiut governorate's cities (1996-2017) [26]

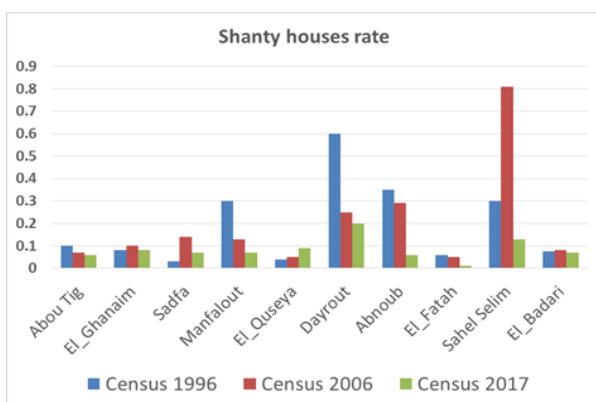


Figure 6. Shanty House Rate in governorate's cities (1996-2017) [26]

• **Shanty House Rate:** There has been a decrease in the proportion of Shanty house rate in the governorate's cities, especially in 2017, as shown in Figure 6.

• **The rate of Households that Have Drinking Water Connection:** Most of the households in Assiut governorate have a drinking water connection, and there has been significant improvement in this indicator from 1996 to 2017, as shown in Figure 7.

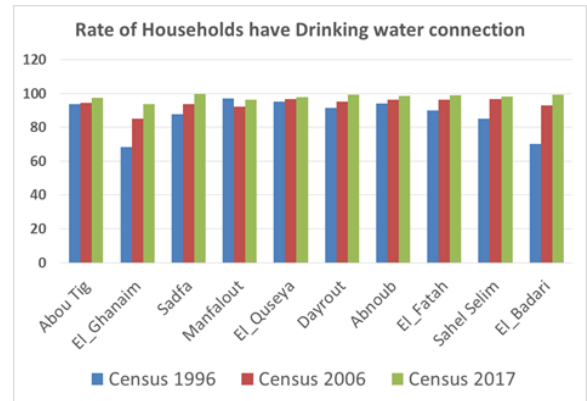


Figure 7. Rate of Households that have drinking water connection in Assiut governorate's cities (1996-2017) [26]

• **The Rate of Households that Have Sanitation Connection:** These rates decreased significantly from 1996 to 2017, but it is increased for 3 cities only in 2017, namely, Al-Quseya, Abu Tig and Badari, reflecting the low standard of living and poverty of the governorate's cities, as shown in Figure 8.

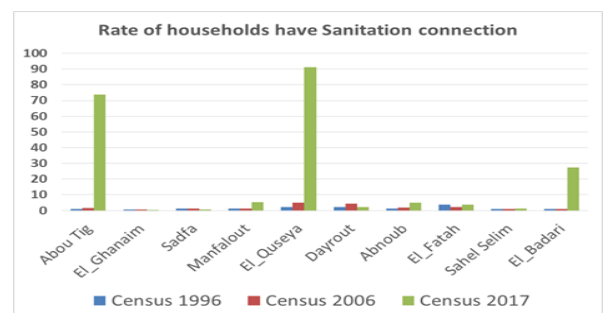


Figure 8. Rate of Households that have Sanitation connection in Assiut cities [26]

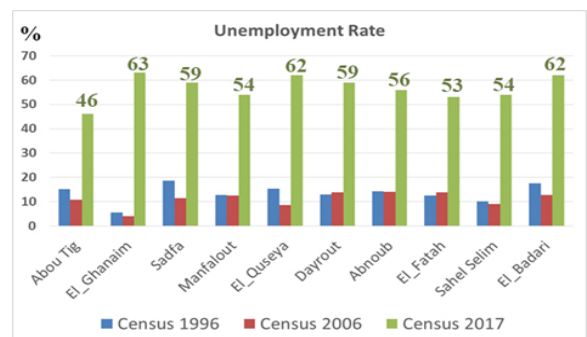


Figure 9. Unemployment rates in governorate's cities (1996-2017) [26]

Economic Indicators:

• **Unemployment Rates:** it has been increased significantly

in Assiut governorate's cities in 2017, particularly the city of El-Ghanim, where the unemployment rate reached 63%, indicating a low level of income in the cities of the governorate, which is reflected in the high poverty rates in the cities of the governorate, as shown in Figure 9.

- **GDP average per capita index:** An improvement in average GDP per capita at the governorate cities level, as shown in Figure 10.

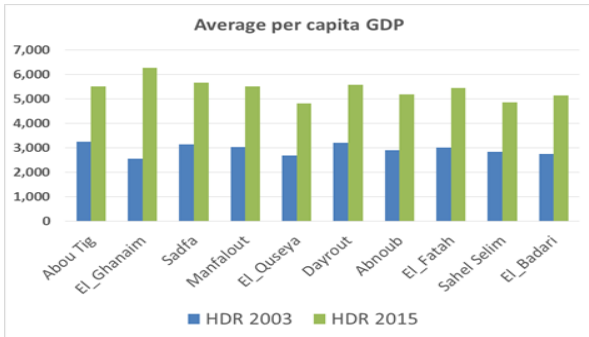


Figure 10. GDP average per capita index in Assiut cities [27]

- **GDP Index:** A significant drop in the GDP index in 2015 from 2003 for all cities in the governorate, indicating a deteriorating economic situation in most cities in the governorate, as shown in Figure 11.

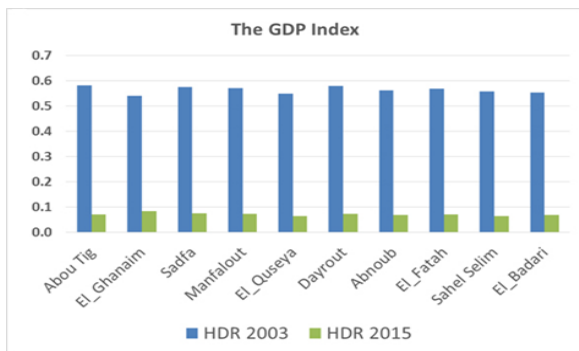


Figure 11. GDP index in Assiut governorate's cities [27]

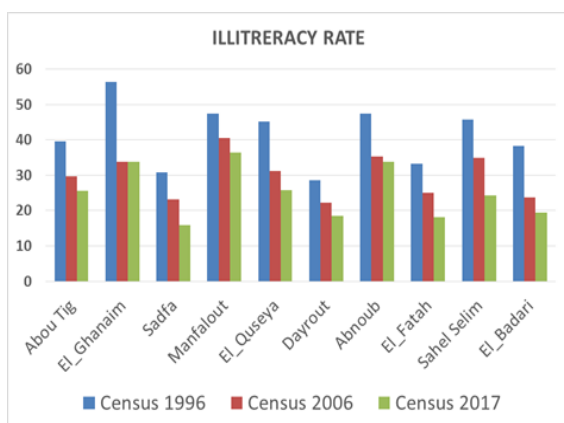


Figure 12. Illiteracy rates in Assiut governorate's cities (1996-2017) [26]

Social Indicators

- **Illiteracy Rates:** Although there was an improvement in illiteracy rate between 1996 and 2017, illiteracy rates remain high, with the highest illiteracy rate in Manflot city reaching

36.4% in 2017, as shown in Figure 12.

- **Education Index:** A somewhat improved index of governorate cities in 2015 than in 2003, as shown in Figure 13.

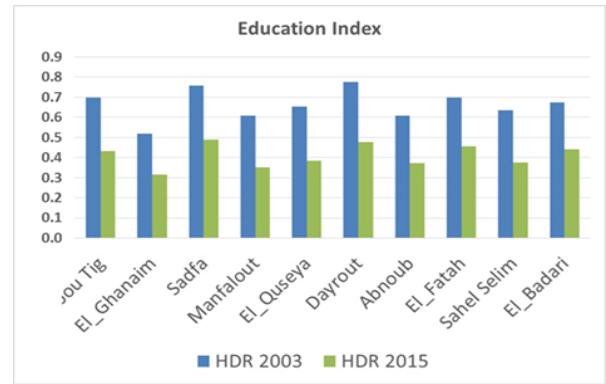


Figure 13. Education index in Assiut governorate's cities [27]

- **Human Development Index (HDI):** An indicator created by the United Nations (UN) indicating the level of well-being of the world's peoples, a statistically composite indicator of life expectancy, education and per capita income indicator, the Human Development Index study of Assiut governorate's cities in 2003 and 2015 shows a significant decline in the human development index reflecting the low state of cities and high poverty rates, and a low-value record in 2015 in El-Ghanim City, as shown in Figure 14.

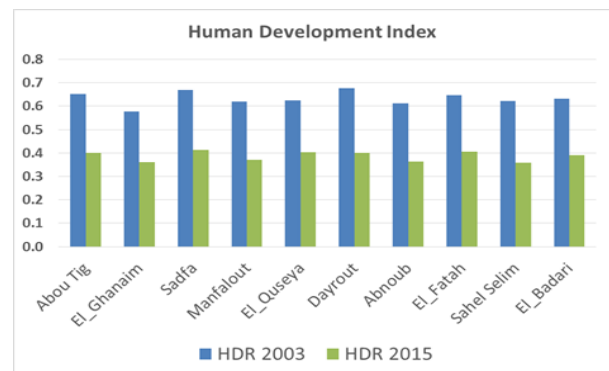


Figure 14. Human Development Index (HDI) in Assiut governorate's cities

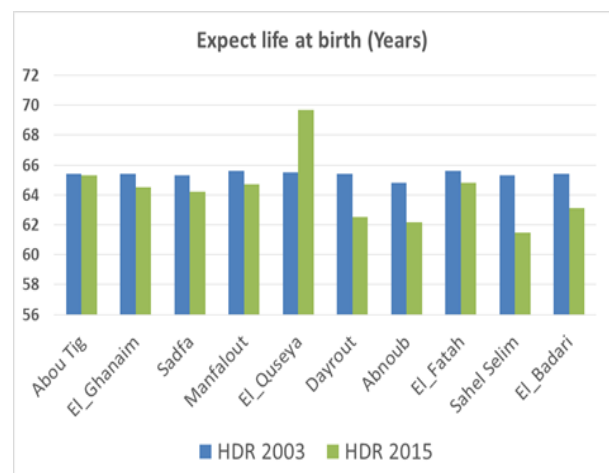


Figure 15. Life expectancy at birth in Assiut governorate's cities [27]

- **Life Expectancy Index at Birth:** This indicator is lower in 2017 than in 2013 in all cities of the governorate except Qussia city, reflecting the low level of health care in the governorate's cities, as shown in Figure 15.

- **Life Expectancy Index:** There has been a slight development in this indicator for some cities in the governorate, while for other cities, the life expectancy index for 2015 is lower than in 2003, as shown in Figure 16.

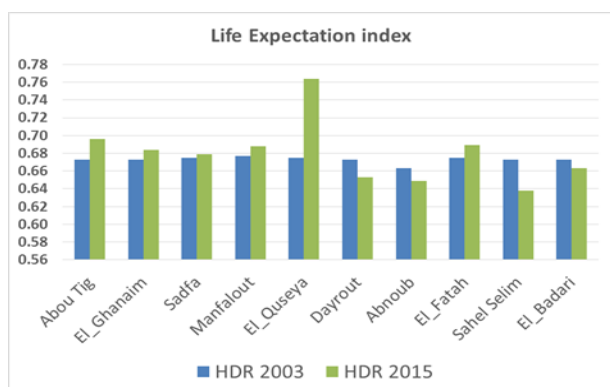


Figure 16. Life expectancy index in Assiut governorate's cities [27]

By analyzing selected urban poverty indicators in sample cities, the following were found:

The analysis of urban poverty measurement in the cities of Assiut governorate shows that the urban development policies adopted by Egypt before 2000 have no clear impact on reducing poverty rates, but after 2000 there was a slight improvement in some indicators, but the numbers and proportions of the poor continue to increase, reflecting that urban poverty continues to worsen in most Egyptian cities.

8. EVALUATING EGYPT'S NUPS

This evaluating methodology of Egypt's NUPs relies on two points as follow:

- The extent to which policies achieve goals, one of the most important of which has been to reduce poverty rates.
- Results and reflection of these policies on the issue of poverty.

Through the evaluation, the weak social and economic impacts of Egypt's NUPs were demonstrated, reflecting its inability to reduce poverty rates or even alleviate it sufficiently, as evidenced by the statistics on poverty in Egypt, which indicate the high number of poor and poverty rates in Egypt, as well as by using some indicators that measure the phenomenon of urban poverty that has been applied to the cities of Assiut governorate, and by looking at the reasons why Egypt's NUPs have not succeeded, it has been found that:

- NUPs focused on centralizing the activities and services in major Egyptian cities, which led to the inflation and growth of some cities in exchange for poverty and deprivation of other Egyptian cities, particularly those in Upper Egypt, which increased indicators of urban poverty Egypt's NUPs not introduce special policies for the development of poor cities.
- Policies have not succeeded in reducing urban domination to focus on development in specific cities and neglect other cities.
- The lack of integration between proposed development projects and poor areas.

Concerning NUPs recently proposed by Egypt, it is noticeable that these policies adopt the issue of urban poverty and this has been explained by the objectives and orientations of these policies and could reduce poverty rates in the future. Table 3 shows assessing Egypt's NUPs.

Table 3. Assessing Egypt's NUPs in view of its objectives and reflection on the issue of poverty

Policy	Objectives	The Reflection on Poverty
NUPs (1980-2000)	<ul style="list-style-type: none"> - The redistribution of the people and exit from the valley. - Regulating the process of indiscriminate growth and creeping into agricultural land. - Reducing poverty rates. 	<ul style="list-style-type: none"> - Although its objectives were to reduce poverty rates, it gave recommendations contrary to the issue of poverty: - Increased people concentration, activities and services in major Egyptian Cities, resulting in poverty and deprivation of other cities. - Upper Egypt Cities, the poorest cities in Egypt, did not have real development opportunity to reduce its poverty, despite the policy's recommendation to focus on development Upper Egypt Cities. - It was relying on the industrial sector only and therefore relying on a single economic sector in which any defect would lead to the collapse of the national economy as a whole, as well as that sector needs skilled and trained employment that is not commensurate with the capabilities of the poor, as most of whom work in the agriculture sector.
Egypt's Development Map (1998 - 2017)	<ul style="list-style-type: none"> - Optimizing the exploitation of human, economic and natural resources by spreading and start the urban by attracting the people toward regions with economic potential, resources and safe environmental characteristics. - Redistribute the people and get out of the narrow valley and delta by reconstruction outside the valley and delta. - Necessity to protect fertile agricultural land from urban creeping. 	<ul style="list-style-type: none"> - This policy did not provide radical solutions to address the issue of urban poverty, by proposing the most costly economic alternative, that is, spreading development outside the valley and delta, which is not commensurate with Egypt's conditions as a developing country with high poverty rates. - Focus on directing financial investments to reconstruct the desert through the creation of new cities, and did not give proposals to solve existing urban issues, resulting in waste of resources and increased urban poverty. <ul style="list-style-type: none"> - Egypt's poverty rates in view of this policy: <ul style="list-style-type: none"> ▪ Egypt's poor proportion increased from 21.6% in 2009 to 26.3% in 2013. ▪ In 2011, 17% of Egypt's population suffered of food crises.

Policy	Objectives	The Reflection on Poverty
New Urban Cities and Communities Policy (1975)	<ul style="list-style-type: none"> - Redistributing the people so that the urban extension on desert lands is carried out in the form of new cities. <ul style="list-style-type: none"> - Creating new cities that have an independent economic base through which to create jobs and reduce unemployment. 	<ul style="list-style-type: none"> - Totally at odds with the issue of poverty because new cities need substantial funding and with little funding available to finance these cities to be independent, so this policy has not succeeded. - The urban poverty was not among this policy main objectives so there is no direct reflection in resolving the issues of Egyptian urban poverty. - This policy is not appropriate for Egypt as a poor developing country. <ul style="list-style-type: none"> - Egypt's poverty rates in view of this policy: <ul style="list-style-type: none"> ▪ Eighteen of the 44 proposed new cities were implemented, and in 2006 they attracted only 10% of their target population, indicating that economic activities were not completed, so they did not succeed in attracting the people and did not contribute to reducing either poverty or unemployment rates in Egypt. ▪ The proportion of the poor people in Egypt reached 32.5% in 2017/2018
Egypt's Sustainable Development Strategy 2030	<ul style="list-style-type: none"> - Increase the size of the urban in proportion to the availability of resources and the size, distribution of the people, - Improving the quality of the current urban life. - Maximizing the exploitation of Egypt's strategic location, and expanding strategic projects. 	<ul style="list-style-type: none"> - At this stage, we cannot measure the impact of these policies on poverty, but it is worth noting that poverty has received considerable attention. From recent policies because of exacerbation of the poverty issues in Egypt at previous periods, and these policies may reduce poverty rates in the future, whereas Egypt's poor proportion fell from 32.5% in 2017/18 to 29.7% in 2019/2020. - The most important recommendations proposed by the recent Egypt's NUPs to address poverty are the following: <ul style="list-style-type: none"> ▪ Providing basic services to people such as education, health and housing, to reduce poverty rates. <ul style="list-style-type: none"> ▪ Focus on supporting the poor. ▪ Work to reduce the proportions of the people below the poverty line. <ul style="list-style-type: none"> ▪ Increasing the productivity of the local economy of Egyptian Cities to reduce poverty rates. <ul style="list-style-type: none"> ▪ Establishing various economic activities. ▪ Improving the quality of urban life. - The strategic plan adopted a poverty reduction plan by focusing on the development of poor areas, as well as achieving population and development balance and social justice.
National Strategic Plan for Physical Development (2052)	<ul style="list-style-type: none"> - Reduce the proportions of the population below the poverty line, as well as to bring poverty levels closer together in different regions. - The construction of the new space outside the valley and delta by establishing various economic development activities. - Achieving social justice in the distribution of the development benefits, by supporting poor social groups. - Achieving the basic needs of the people for education, health and housing in order to reduce poverty rates. 	<ul style="list-style-type: none"> - NUPs 2020 has proposed a number of economic reform policies reduce poverty rates, the most important of these policies are as following: <ul style="list-style-type: none"> ▪ The move towards the establishment of economic complexes. ▪ Increase the competitiveness and the economic base of Egyptian cities. <ul style="list-style-type: none"> ▪ Maximizing the benefit of economic and investment zones. <ul style="list-style-type: none"> ▪ Policies to promote local economic development.
NUPS (conducted in 2020 and not yet adopted)	<ul style="list-style-type: none"> - Strengthening urban agglomerations in the Egyptian urban format. <ul style="list-style-type: none"> - Reducing regional inequalities. - The balanced deployment of urban communities in the desert. - Promoting the sustainability of cities. - Increase the efficiency of existing cities by enhancing the productivity of the local economy to reduce poverty rates 	<ul style="list-style-type: none"> - NUPs 2020 has proposed a number of economic reform policies reduce poverty rates, the most important of these policies are as following: <ul style="list-style-type: none"> ▪ The move towards the establishment of economic complexes. ▪ Increase the competitiveness and the economic base of Egyptian cities. <ul style="list-style-type: none"> ▪ Maximizing the benefit of economic and investment zones. <ul style="list-style-type: none"> ▪ Policies to promote local economic development.

9. GLOBAL EXPERIMENTS

This part of the research is interested in studying some of the global experiences of some countries to understand about policies addressing urban development issues, especially urban poverty, and the reflection of these policies on reducing urban poverty, in preparation for the formulation of the most important considerations to be taken into account in the formulation of Egypt's NUPs to address the issue of urban poverty.

Some foundations have been relied upon in the selection of experiments, the most important of which is that the state is extent similar to Egypt in some urban development issues, as well as the use of some experiences of developed countries that have achieved success in eradicating or alleviating poverty, as its results will be used, which will directly reflect

on how to support the methodologies of Egypt's NUPs-making, so that they are effective and ensure the adaptation to crises and future risks expected from development issues, particularly urban poverty.

9.1 Malaysia experiment

Malaysia has been one of the most extremely poor countries, but because of the Government's enormous efforts, poverty has been alleviated. Urbanization is the main cause of urban poverty in Malaysia, with urbanization rising from 27% of the total population in 1970 to 71% in 2010, resulting in urban areas not being able to absorb the dramatic population increase.

The most important manifestations of poverty in Malaysia are the spread of slums on the coasts of Malaysia and within Malaysian Cities, as well as high unemployment rates.

9.1.1 Malaysia's NUPs in addressing urban poverty

Malaysia has adopted urban policies that succeeded in reducing urban poverty rates.

The government has implemented specific programs, within its philosophy and policies geared toward urban poverty, the most important of which are

- Adopt a New Model of Network instead of Hierarchy Model in the City System

The government is adopting the network system in the InterCity System, rather than hierarchy system, so that each city played a developmental role within its network, leading to actual development for all cities within the network [28].

- Achieving Malaysia's Promising Economic Development

Malaysia has adopted several economic reform policies that have played a leading and effective role in achieving strong and promising economic development in Malaysia. Since the implementation of the New Economic Policy (NEP) 1971-1990, Malaysia has made significant progress in eradicating poverty, creating new jobs that have helped reduce unemployment and thereby reduce poverty rates, thus establishing sustainable economic growth.

- Focusing on Small and Micro-Projects

Such projects play a major role in supporting the local economy and are commensurate with the skills of the poor, due to reducing poverty rates.

- Adopting Policies that Support Poor in Malaysian Society

The policy has adopted a range of programs that support the poor in society and provide their basic needs, such as the Development Program for The Poorest Families, the Malaysia Choice Secretariat program, as well as interest-free loans to the poor that enable them to purchase housing [18].

- Upgrading of Slums

Malaysia has been interested in eliminating the most important manifestations of urban poverty that are slums, by developing a plan to eliminate slums through clearance or upgrading. The government carried out many slum clearance on the Malaysian coast, and rebuilt these slums in line with site Properties, and in view of the State's economic and urban development plan [29], as well as providing infrastructure facilities and services in poor remote areas. So the linking of economic and urban development in one policy is the key issue in solving urban poverty.

9.1.2 Reflection of Malaysia's NUPs on urban poverty

Malaysia's Experiment is most successful poverty eradication, because of Malaysian government adopted policies that could reduce urban poverty, rates from 25.5% in 1970 to 3.8% in 2019, and Figure 17 shows the historical development of Malaysia's poverty rates from 1970 to 2019 [30].

The Most Important Factors for the Success of Malaysia's Experiment are

- Relying on the network system of intercity relations rather than the hierarchy system has led to the real development of poor cities, where a development role has been assigned to these cities, leading to their development and reduced poverty

rates.

- Malaysia has adopted several economic reform policies that have played a leading and effective role in achieving strong economic development and reducing poverty rates, which reflects the key role of reform policies in reducing poverty rates.

-One of the most important factors in Malaysia's Experiment in addressing urban poverty is its interest in integrating the dimensions of social, economic and urban development, as follows:

- Malaysia has taken an interest in social aspects by targeting support for the poor.
- The policies focused on strengthening economic development and achieving strong economic development in Malaysia.
- In addition to taking an interest in urban development through the improvement of the system of network of intercity relations, and upgrading slums, that helped create a better urban environment.

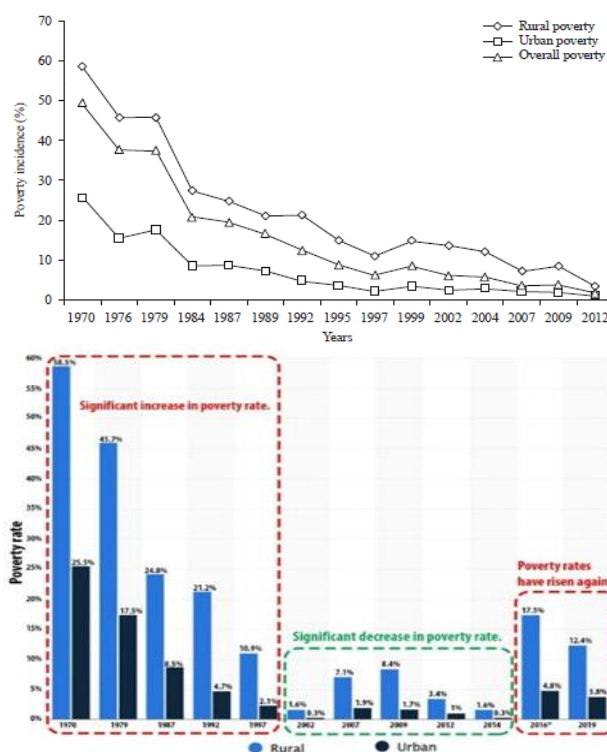


Figure 17. Part A and B Malaysia's poverty rates (1970 to 2019) [31]

9.2 Saudi Arabia experiment

There is great similarity in most urban development issues between Egypt and Saudi Arabia, and the most important causes of urban poverty in Saudi Arabia is the high population, as in 1970, there were about 6 million people and rose to more than 32 million today, as well as high rates of urbanization.

The manifestations of urban poverty in Saudi Cities are represented by the spread of slums, low levels of housing, lack of services, pressure on facilities and services in some cities, high unemployment rates.

Saudi Arabia ranked 10th in the world in the poverty rate and is the first Arab country in terms of the lowest poverty rate in the Middle East, according to a recent World Bank poverty report [32], with a poverty rate of 12.3% in Saudi Arabia, according to 2017 statistics [33]. But unofficial estimates

indicate that the proportion of the poor is 25% of the population, and the poverty rate may continue rising in Saudi Arabia coincides with the high unemployment rate among youth.

9.2.1 Saudi Arabia's NUPs in addressing urban poverty

Poverty was one of the most important issues adopted by Saudi Arabia's NUPs, and this was clearly reflected in the policy orientations, and the policy relied mainly on two entrances: achieving economic diversity, and creating the axes of urban development, also the policy focused on the need to improve and develop poor cities to alleviate poverty.

First: Achieving economic diversity:

- Achieving economic diversification, thereby creating many new and diverse jobs to reduce unemployment and raise incomes, thereby alleviating poverty.
- The Economic and Social Reform Program 2030, which relied on plans to reduce dependence on petrol only as an economic resource, by implementing many investments in other industries and economic activities [34].
- Relying on creating and new economic activities that did not contribute in the Saudi economy before, such as tourism and mining activities.

Second: The axes of urban development:

The policy relied on the creation of axes for urban development by proposing a set of existing and proposed axes, with the aim of spreading development throughout the vast kingdom, especially poor areas.

These axes link the proposed growth centers to the areas of existing and proposed economic activities, and through these axes many poor cities that played no development role or strong economic base and high rates of urban poverty was developed by proposing these cities, as growth centers [35].

9.2.2 Reflection of Saudi Arabia's NUPs on urban poverty

- Following the implementation of NUPs proposed by Saudi Arabia, development will be deployed in most parts of the Kingdom through urban development axes, thus alleviating urban poverty for Saudi Arabia's dilapidated poor cities, which have been proposed as growth centers to achieve their development and poverty alleviation.
- The economic diversification and economic growth that Saudi Arabia is now seeking to be achieved, which will create many and varied jobs, thereby reducing youth unemployment rates as well as reducing poverty rates.

10. RESULTS

The research inferred that the most important considerations to be taken into the making of NUPs in Egypt, to be able to address urban poverty's issues in the view of the results and evaluation of Egypt's NUPs in addition to previous experiences form the globe experiments in this field, are as follows:

10.1 Relying on achieving and creating strong economic

There is a correlation between economic growth and poverty reduction, poverty is closely linked to the level of income, and therefore any development policies aimed at

reducing poverty must include economic policies that achieve both economic growth and economic diversification. These policies expand the investment of economic resources and encourage investment, which ultimately leads to higher income and reduce unemployment rates, thus poverty reduction.

10.2 Relying on the network system in intercity relations instead of hierarchy system

It is necessary to activate regional development by studying the network system of intercity relations to include the poor cities in the development strategy, which adds advantages to these cities and enables them to spread development in the surrounding areas and reduce their poverty rates.

It is possible to rely on the network system of intercity instead of the hierarchy system because of its advantages in functional, reciprocal and integration relationships between cities and achieving agglomeration economies.

10.3 Relying on small projects as an approach of achieving development local economic in poor cities

Small projects are used as a major strategy in many countries to achieve economic development and reduce poverty rates, because of the ease of creating job opportunities, especially in the local economy. Poor cities are often a burden in most developing countries because of their low economic productivity compared to major cities, so it is appropriate to establish small projects in these cities to increase their economic productivity, thus reflects on reducing poverty rates.

10.4 Relying on upgrading of slums

Since slums are one of the most important urban manifestations of urban poverty in Egyptian Cities, so it is necessary to rely on the upgrading of slums. The upgrading of slums is meant to provide a decent life for the community, and this approach is concerned with the slums and proposes ways to address by clearance, replacement and upgrading, according to its situation. This approach can participate in the process of development health, education and quality of urban life, all of which ultimately reduce and alleviate poverty.

11. DISCUSSION

The most important outcome of the research contributes to strengthening the formulation of Egypt's NUPs to address one of the most important constraints of urban development, urban poverty, where the results focused on the most important axes leading to the alleviation of urban poverty in Egypt, as follows:

- **Strengthening the economic sector of Egyptian cities, which creates new jobs, reduce unemployment and thus reduces poverty rates:**

The analysis of the economic situation of Egyptian cities revealed that most of them are agricultural and single-active cities, reflecting the recession and economic vulnerability of most Egyptian cities. In view of the strong relationship between poverty and income level, it is necessary to strengthen the economic sector of Egyptian cities by adopting policies that achieve both economic growth and economic diversity.

- **Not focusing on the development of some limited cities only, while neglecting and depriving the rest of the Egyptian cities:**

The results of the analysis of Egypt's NUPs show that the concentration of development in certain cities has had the greatest impact on the prevalence of urban poverty in most Egyptian cities. This has resulted in the concentration of activities, investments, and services in a limited number of cities and poverty in the rest of the cities. Thus, the focus needs to be on the dissemination of development in all cities in order to alleviate urban poverty in Egyptian cities.

- **Assigning development roles to poor cities and working to qualify them for a developmental role, so that they can achieve development and get out of poverty:**

This category of cities must be monitored, identified and assigned development roles in the light of their capacities and components; A study of the network of functional, complementary and interactive relationships between them and the surrounding cities and communities and work towards the realization of the bloc's economies, as well as the need to propose and allocate NUPs for the development of poor cities, where the lack of attention to their development has led to their deterioration and persistence of poverty at different stages of time until these cities become spots of poverty.

- **Eradicating poverty by eliminating its causes and manifestations such as the elimination of slums, the provision of basic services to people like education, health:**

Slums are the most important manifestations of urban poverty in Egyptian cities. They are informal areas in where the poor live. Slums suffer from shortages and deprivation of basic services for their inhabitants. They also contain degraded housing areas that do not meet the basic requirements of the standard living.

- **Egypt's NUPs need to adopt economic reform policies, as it is the key to solving poverty issues, this is due to closely linking economic growth to lower-income rates:**

This was clear by the study of global experiences, where experiences focused on the economic aspect and gave considerable attention to NUPs to address poverty, stressing the need to adopt policies that support economic growth so that it is able to sustain and grow.

- **Integration of social, economic, and urban development must be achieved in order to achieve real poverty rates, in the view of the following:**

- Egypt's NUPs overlook this integration, reflecting the worsening and complexity of urban development issues, the most important of which is urban poverty.
- The legal point of view adopted by the new proposed planning law is an attempt that has already taken place to achieve this integration.

12. CONCLUSION

The research concluded with a set of recommendations that must be considered in Egypt's NUPs making to be able to cope with urban poverty, the most important which are

- Necessity to formulate a set of policies of poverty reduction, because poverty is a complex issue.

- It is recommended not to focus on the development of some limited cities only, while neglecting and depriving the rest of the Egyptian cities.
- The need to get rid of the central principles of planning, especially with regard to the localization of economic activities and services.
- It is recommended that the poorest cities should be identified, and propose special policies for it with its priority in the development process.
- Policies should focus on adopting programs that support poor people and meet their needs, as well as improve their skills and abilities. (Giving them the right to participate in society).
- Focus on adopting policies that support economic growth and distribute its benefits fairly so that development spreads in all regions and poverty is eliminated.
- It is recommended to invest in productive economic sectors and to remove obstacles to this, because of their direct impact on poverty reduction.

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