

The impact of governance on performing an urban project in public spaces; case of Bardo Urban Park of Constantine

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Abstract:

The urban project's governance has always known a high level of complexity. We aim to evaluate this kind of management through the realization of the urban park project. It is an ambitious project that aims at the valorization of Constantine's image. The project experienced several changes which influenced the cost and the delay in delivering. In this paper, it chose the case study as a research strategy. For future projects, the consideration of the governmental aspect is essential by combining it with a managerial approach that will encompass all project management practices, focusing on Bardo's park in Constantine as a study case. The paper highlights, on the one hand, how a strong culture of the project is an iterative process that goes beyond the procedural framework of the "operation." It raises concerns about the governance and management of a project with citizen participation and considering the practices of the inhabitants.

Keywords: Urban Governance; Public Space; Urban Analysis Approach; Urban Project; Urban Development

1. Introduction:

Cities are all about change in new ways, buildings, and construction. On this track, city leaders are also recognizing the need to conserve resources. Nowadays, urban renewal is emerging as a newfangled planning practice with a double purpose: working on old and disadvantaged parts of the city while meeting the requirements of thrifty space management, it evokes an ambition for urban, social, and economic revalorization of the city through complete projects. Each project is distinguished by its unique characteristics and related activities. These projects must be completed on time, within budget, and to prescribed specifications while they are elevated in an environment of conflict.

From the Algerian case presented by the Bardo urban park development project and an analysis of the typologies of evaluation approaches for urban sustainable development projects, this article questions the conditions of relevance and performance of the tool through the evaluation of governance by cost and time performance indicators at the scale of the project in an urban project as well as the spatial stakes that it deals with.

This evaluation is based on performance indicators, a fashionable management tool, and is one of the means, among others, of implementing and measuring a policy of

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governance and urban sustainability. The temptation of greenwashing, of "green marketing" that would replace real, local, sustainable development projects the construction of a system of indicators to assess the sustainability of an urban project is a voluntary and incentive-based, i.e., non-regulatory, mechanism. In this article, we will focus only on assessment systems that use quantitative indicators.

Therefore, to realize such projects, city stakeholders should use a project management approach to ensure the effective and efficient implementation of the urban renewal process. This approach allows the project managers to meet the project's requirements while considering the stakeholders' needs and expectations. On this basis, Constantine was the focus of several studies and development scenarios. The project of developing Bardo urban park is considered a part of this framework, merged into a set of inter-reliant projects with strategic and operational dimensions of project management, distributed among several parties. The urban project's management remains complex. The evaluation of the importance of project management in a participatory approach managerial global through this case study is the main aim of the study.

We are interested in the contexts and strategies of urban projects. What happens between the announcement of the project and its implementation, especially when it lasts a long time?

What influence do the different formulas chosen to have on the content of the projects?

How can investments be controlled and uncertainties regarding the construction of an urban park be managed?

Urban planning projects are defined at several stages of development, which include different phases of preliminary studies, diagnosis, programming, and design, before entering an implementation phase. The involvement of residents or citizens in a project process can be in the content's definition of the project, in which case this involvement can tend, at its highest level, towards co-production or co-elaboration, or in the decisions taken. It is likely that, at each phase of the project, the involvement of the inhabitants can vary in intensity in terms of organizational methods and the objects covered. Finally, urban projects are laboratories for the adaptation of metropolises to the mutation of the contemporary productive system. The aim is to understand if there are structures for the direct participation of civil society in the planning of urban territories.

A reflection on the economic efficiency of urban projects remains to be carried out: is an urban project more efficient than a less visible but also more profound action aiming to improve the assets of cities (like the Algerian policy)?

2. Research methodology

The method used in order to assess the relevance of the approach in this paper is the case study, which is recognized as one of the most commonly used research methodologies for researchers taking a qualitative approach (Yin, 1994). By implementing this method, we can focus on a particular phenomenon and uncover key elements or knowledge (Saunders et al., 2009). This research focuses on the management of a participatory urban project as a public space, studying the case of Bardo urban park in Constantine, Algeria. The case study method is often used

because it offers insights that could not be achieved with other limited approaches. It is also considered a useful tool for the preliminary or exploratory phase of a research project.

There are various categories of case studies. (Yin & Cohen, 1984) identified three, namely exploratory, descriptive, and explanatory case studies. This research is based on an exploratory case study that aims to discover any phenomenon in the data that serves as a point of interest. Also, preliminary fieldwork and small-scale data collection are conducted before research questions and hypotheses due to the explanatory nature of the paper. A pilot study is considered an example of an exploratory case study (Zainal, 2007), noting that it is crucial in determining the protocol that will be used.

The choice of a single case study is based on the characteristics of the case that represent a unique and, at the same time, critical situation. Single case studies are also used as preliminaries or pilots in multiple case studies.

The semi structured interview and focus group process are used to understand the status of the project, to discuss the project's standing and evaluate it in terms of cost and time for measuring the performance for knowing the management and governance of urban projects. The semi structured interview and focus groups were undertaken with the stakeholders of the project, the project sponsors, the administration, the project managers, and the researchers involved in the study.

3. Project management in urban development

3.1 Research growth in urban Project

The traditional notions of planning are progressively being replaced by those of urban development and the urban project. It has several dimensions and can be defined as follows: "The urban project is both a concerted process and a territorial project. It consists of defining and implementing development measures in a given urban area in partnership with all the civil and institutional partners concerned, integrating the different territorial scales and the long term, with a view to sustainable urban development (Kühner and al., 2021).

The definition of an urban project is not completely clear, and there is still some confusion about the concepts surrounding it (Ingallina & Dupuy, 2002). The urban project refers to processes of requalification that aim to drive transformations of a part or the whole of the city, its physical form, its economic base, but also its image, in order to position it favorably in interurban competition (Pinson, 2004).

The use of the concept of "Project" in the discourses and practices of urban policy actors dates back to the 1970s (Ingallina & Dupuy, 2002). This concept was mobilized to oppose functionalist or regulatory urbanism. In a globalizing economic context, the first urban breakaway policies were initiated to align local dynamics with the requirements of a deregulated international economic system, whose political elites pursued a neoliberal doctrine.

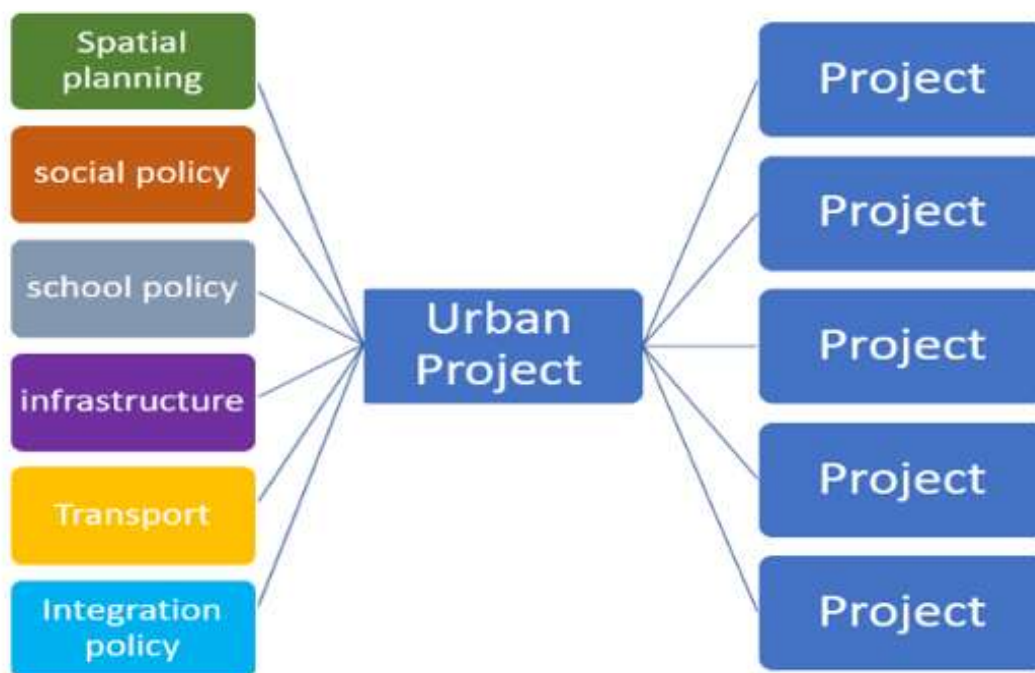
As a lever for local public action, the urban project shapes the city, whether in the way in which the actors construct the challenges of urban policies, in the nature of the objectives defined therein, or in the ways in which these policies are implemented (Pinson & Vion, 2000).

At the core of research on the city and urban development, the urban project has been approached by researchers and practitioners. We are thinking here of the work

focusing on the normative approach; analytical and genealogical (Haumont, 1993; Ingallina & Dupuy, 2002; Toussaint & Zimmermann, 2001), actionist (Pinson & Vion, 2000; Verdol, 2011), sociological (Martouzet, 2018), or outright postures critical of the ideology of the project (Genestier, 1996; Génestier, 2001).

Furthermore, the interpretation of the emergence of urban project approaches is based on three disciplinary registers. Economics and political science, based on arguments such as the financialization of the city and urban entrepreneurship, and their impacts on urban transformations (Harvey, 1990; Jessop, 2001; Le Galès, 2005), A sociological analysis dimension (Martouzet, 2018). The third dimension analyses the urban project as an instrument for transforming the relationship between cities and the state (Verdol, 2011).

Fig. 1. Urban Project policy's



Source. <http://www.are.admin.ch/>

3.2 Inhabitant participation in urban development projects

The issue of citizen participation in social development projects in general, and in urban development, has emerged as a central theme in the debate over how to achieve sustainable development. Subsequently, with the Report of Brundtland (Zaccai et al., 1987), the Conference of Rio (Barthod, 1993) and the “International Council for Local Environmental Initiatives” (Yienger et al., 2002), the main common objective was to anchor the sustainable development approach at a local level and to encourage local authorities, particularly cities, to suit it (Hajek et al., 2015). The injunction to citizen and inhabitant participation in urban development projects has become a motif of public territorial action.

With the acceleration of the planet's urbanization, cities have become, over the last twenty years, places of exacerbation of social conflicts and struggles between actors with divergent interests, and testing grounds for 'participative' urban governance solutions that are supposed to bring greater efficiency and effectiveness to public action. Many research studies and critical revisions of the innovative experiments of

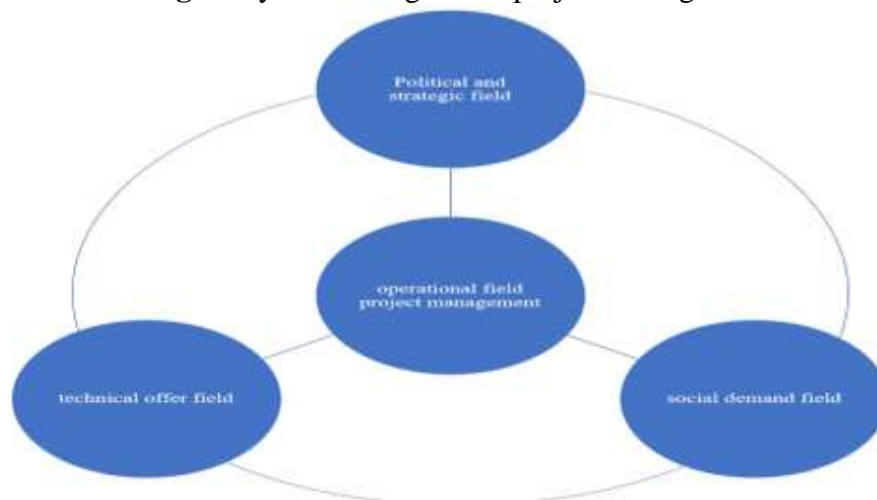
"involving" citizens and users at different levels of intervention, going from the broad level, through the implementation of "participatory democracy", 'towards the local level, giving the example of the generalization and operational dissemination of "bottom-up" approaches, which have increased at the international level, founding a critical mass of knowledge on the subject.

In many southern countries, which joined the train of sustainable urban development in its "participatory" aspect late compared to their very centralized institutional contexts, we have seen a technical appropriation of the paradigms of democratization of urban planning when it was not a political recovery of the slogan. Participatory urbanism, which, it should be remembered, was the result of a long process of transformations of urban practices, taking its conceptual roots in the ideas of Patrick Geddes (in Meller, 2005), himself influenced by the theory of "community planning", advocated a more participatory, collaborative urbanism involving authorities and inhabitants, but did not have the expected echo in many national contexts, sometimes even in the countries where it was born.

The urban project is characterized by its complexity: various actors are involved (elected representatives, technicians, civil society, project managers) who defend different objectives (political, technical, or local validity) in different areas (living environment, social links, economic development). Rather than analyzing these dimensions in a linear way, which would not sufficiently consider the interactions between the elements, it is more convenient to develop a systemic approach that makes it possible to reduce this complexity and identify the main fields of action within which the urban project evolves. In concrete terms, it is convenient to distinguish four fields of action: the field of political and strategic steering; the field of project management; the field of social demand; and the field of technical supply and expertise (Fig.1).

Each of these fields is the area of a specific actor. And for each one of them, several objectives could be identified, the achievement of which requires careful coordination with the other fields. This is shown in the following diagrams.

Fig. 2. Systemic diagram of project management



Source: <https://creately.com>

For the defenders of participative approaches, two groups of arguments can be distinguished (Fareri, 2000). Participative approaches are the only way to guarantee that environmental issues (in the broader sense of the living environment) are truly considered, especially at the local level, since elected officials are suspected a priori of giving too little importance to these issues.

3.3 Case study Background

The city of Constantine has a central geographical position in the region (Fig. 3). Constantine straddles two large natural areas: the mountainous Tell to the north and the High Plains to the south. This favorable geographical position has enabled it to become a strategic crossroads on a regional scale, to attract the various flows resulting from a spatial organization system, the center of a circle whose radius between Annaba, Skikda, Jijel, Sétif, Batna and Guelma varies considerably according to the number of kilometers. At the crossroads of the 5 main communication axes, the central pole of the regional socio-economic dynamics, Constantine, is almost unique. The ancient city is built on a podium site. It is isolated from the rest of its physical environment because the Rummel and its gorges to the west limit it to the north and east by a large escarpment (fig. 4.) (fig. 5.).

Fig 3. Geographical position of Constantine (study area) in Algeria



Source. <https://fr.wikipedia.org/wiki/Constantine>

Fig 4. Fig.5 Overview of Constantine city center



Source. Google, authors treatment.

The area of Bardo has a key role, especially for its central urban layout. Bardo is an extent with a hinge function located between the historic and the modern city, with a spatial mediation link between the urban parts.

Due to its widespread form, it is located near all the main districts of the city. For this reason, the naturalist area constitutes the green heart of the city, becoming the "Urban Park" of Constantine. The city could take advantage of an extraordinary amount of green in this large area. The integration of the park in the urban environment requires studies of the site, which include a set of independent projects.

Fig 6. Situation of Bardo park in Constantine city center



Source. Google Earth, authors treatment.

Bardo site is privileged because of quite a few factors, specifically the richness of its historical heritage, as well as its situation in relation to the city center, being an assembly point between the bridge of "Sidi Rached" and the viaduct of "Trans Rhummel".

Bardo, whose name derives from the Spanish Prado, which means garden, is located on the edge of the ancient city walls but was its immediate suburb before becoming its extension. An extremely accessible space, it was occupied as soon as the city walls were destroyed, it has been liberated recently, allowing the appearance of this extraordinary panorama of the conjunction between the city, the Rhummel and its emblematic bridge, the Bridge of Sidi Rached.

Fig 7. Urban development of Bardo Park



Source. <http://www.skyscrapercity.com>

Bardo is one of the largest shanty towns in Constantine that the urban actors of the city are planning to develop and transform in a fundamental and sustainable way. Given its location in the Center of Constantine, this central space is a part of the modernization plan of Constantine.

4 Results and Discussion

The theoretical approach is superposed on the case study: Bardo urban park and the neighboring projects, trying to solve the problems posed by analyzing the real causes of the problems and using tools and methods of project and program management to solve them and to give proposals that allow the project to manage the current situation.

4.1 project and program level verification:

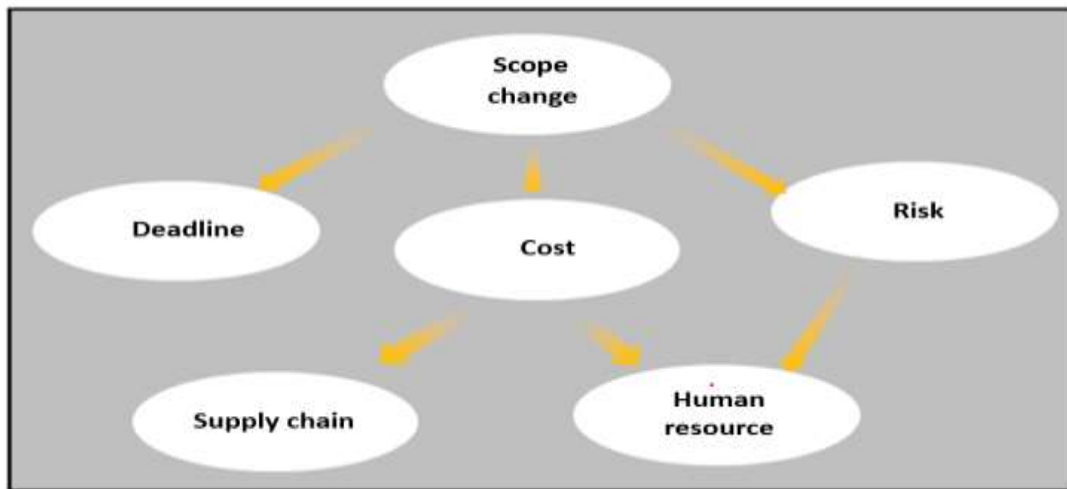
According to the carried state of art, various changes appeared in the Bardo project at the internal level (level of the park) and external (the urban park with the adjoining projects). For that, an examination of the current situation at the internal level and program (the total interdependent projects) to try to include, understand, and evaluate the problems to find suitable solutions

4.2 checking internal interdependencies (in project terms):

When creating project deliverables, such as the project management plan, with the required elements of scope, time, cost, risk and quality, all factors must be considered and well understood. The case of the Bardo urban park project, which has experienced several modifications that have influenced and prevented its advancement.

The addition or modification of an element to the scope of the project will require careful consideration because the impact of this change will result in new outcomes and tasks, which will cause the project to exceed the expected timeframe. The cost of these new additional tasks must also be added into the budget. The new scope item may be based on new assumptions, which present new risks. The quality of the new scope item needs to be measured as well, which means that new roles and responsibilities may be needed, with the possibility that the required level of skills needed to accomplish the tasks are not available in the project's team and expertise, which prevents the change to the existing communication plan, timetable, and costs.

Fig. 8. Diagram explaining the project situation of the urban park



Source: author

This diagram explains the project situation according to the urban park. The project has encountered a change in scope (content). This has influenced the schedule and budget. To reduce these new risks, a new member of the project team may need to be used, or if not, a qualified person needs to be hired, which will certainly affect the schedule and budget yet again to reflect the new activities and costs associated with this change.

There will also be new assumptions that need to be made. This leads to new risks that need to be assessed.

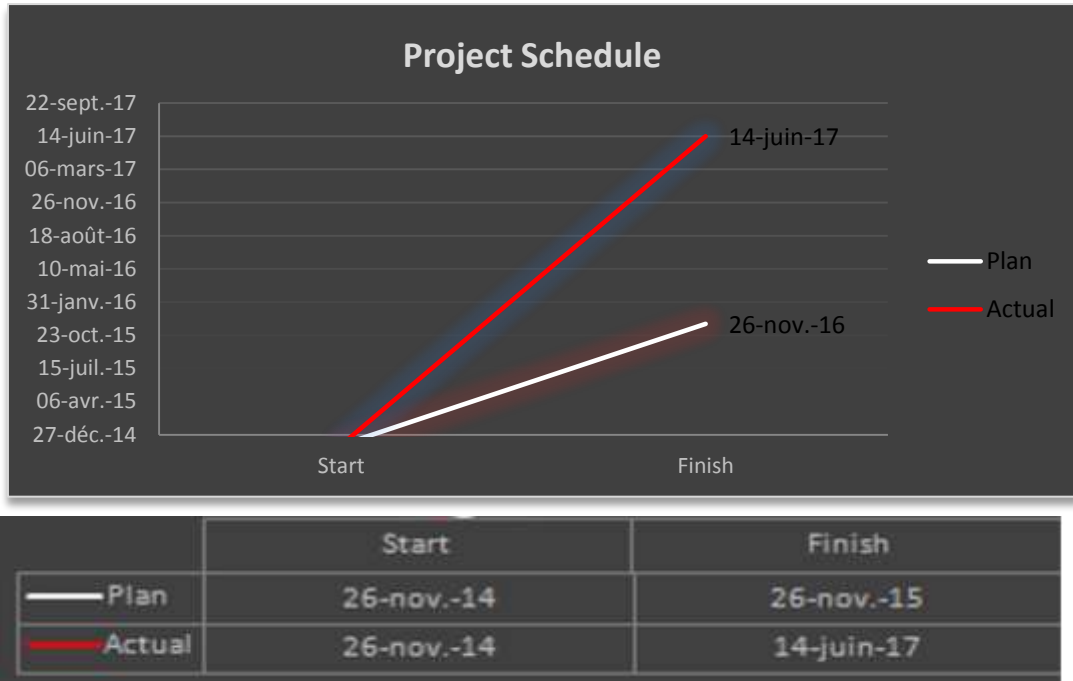
4.3 Scope management checking:

The definition of the project scope based on the (SDP) is the project breakdown structure that gives the stakeholders a shared understanding of the project and its objectives.

The project scope defines the boundaries of the project. From the stakeholders' point of view, it covers all deliverables included in the project. These deliverables may be subject to evaluation and modification throughout the project's lifetime. It is therefore important to specify from the outset what will and will not be included in the project's scope.

4.4 On time management:

Fig. 9. The time gap between actual and planned



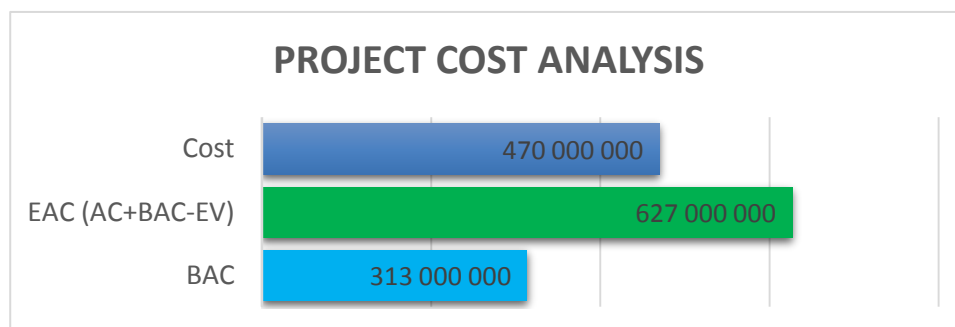
Source: author

The project of Bardo urban park underwent a considerable delay (2 years) since its launching on November 26, 2014, with a rate of advance of 50%. These delays are mainly caused by the absence of the programmatic phase (the pre-operational and operational phases) considering the launching of the project in urgency (capital of the Arab culture event), also due to the risks of landslides, the insufficiency of financing to allocate work and the constraints of the projects adjoining the urban park.

4.5 Cost management analysis:

According to earned value management

Fig. 10. Project cost analysis



Source: author

Table 1: The estimated cost of the project

BAC	313000000 DA
EAC (AC+BAC-EV)	627000000DA
ETC (EAC-AC)	157000000 DA
Cout actuel	470000000 DA

Source: author

EAC = the remaining work

ETC = Budget remaining to complete the work

BAC = budget estimate

EV = Earned Value

AC = cost overrun in ... d

Forecasts: (Formulas)

EAC Estimate at complete:

1st scenario: $EAC = AC + \text{New ETC}$

The first estimate is fundamentally flawed, hence a new estimate.
estimate.

2nd scenario: $EAC = AC + (BAC - EV)$

Project proceeds as planned, no change in sight.

3rd scenario: $EAC = LAC / CPI$

The same cost performance will continue.

4th scenario: $EAC = AC + (LAC - EV) / (\text{weighted CPI} * \text{weighted SPI})$

The performance weights for costs and delays are different.

Performance index for project completion:

TCPI based on BAC = $(BAC - EV) / (BAC - AC)$ to meet BAC

TCPI based on EAC = $(LAC - EV) / (EAC - AC)$ to meet EAC

According to the Earned Value Management (EVM) scenarios: the estimate of the urban stock of bardo is fundamentally wrong, hence a new estimate.

5 Conclusion

Unfortunately, this project has undergone several internal changes and disruptions (change of lots, change of plans, respective work stops, a twist of the land's morphology, numerous amendments...) the external level (the adjoining projects of the urban park have prevented the progress of the works and have occupied the land of the project perimeter), these hindrances are essentially due to a lack of planning upstream of the project, the absence of programmatic studies and its bad management on the one hand, and on the other hand, by the existence of external interfaces with other adjoining projects which are managed independently at the strategic level as well as at the operational level. All these problems have been caused by the absence of a city contract and the problem of governance, which has led to problems of coordination.

Indeed, the success of these projects, which includes the project of realization of the urban park of Bardo, requires an effective and efficient management by the actors who carry them as a unified and coherent whole in the form of a program of very great urbanistic value. It aims at the valorization of the heritage safeguarded sector

"the Medina", an urban park in the heart of the city, having a unique and extraordinary landscape view of the site, which requires particular attention during the realization, which calls for the application of an approach to programmatically integrates the processes of the project.

In the case of the bardo project, the involvement of citizens and civil society cannot intervene at all stages of the action. If the latter were to intervene, in person in all the details of the public action, the number of actions and projects they could carry out would necessarily be limited. They therefore intervene on an ad hoc basis, at certain points in the process. Their interventions thus punctuate the progress of public action, as if they were high points where the decision "goes back" to the politician.

The marginalization of local authorities, particularly through the absence, with rare exceptions, of delegation of responsibility to local authorities for the entire life cycle of projects; very simply, because major projects are under the control of the upper echelons of the state and operate based on systematic derogations from the development plans and urban planning regulations enacted, they are carried out without local authorities having any say in the matter.

The sidelining of local professionals and the absence of consultation with civil society because the delegation of project management to foreign private companies, when it encompasses all the phases of project mechanics, excludes local professionals and operators. Above all, it is the real estate and financial market experts, who are frequently foreign or connected to the managerial clientele close to the central power, who play a decisive role.

The spin-off entrepreneurs and the local authorities, which have little experience, practice, and culture in development projects and in terms of issues related to pursuing of environmental objectives in a process of subsequent territory management, still have difficulty in understanding the importance of the continuity of their role and the challenges raised by citizen participation. Beyond the concern of legitimizing their work through a communication strategy, they are not aware of the enduring interactions that occur between programming, design, implementation, and management throughout the process and result in a series of micro-decisions that strongly influence project ownership methods during the process while defining it.

Performance measurement has a very important impact on the scale of urban projects. This measurement is a decision-making tool for decision-makers on the scale of the city and on the scale of the project because it reveals an improved knowledge of territories and projects and a better articulation of temporalities thanks to the feedback it also constitutes; it is an iterative approach that will allow the different divergent temporalities to converge. The use of the dashboard as a monitoring tool will then contribute to a better articulation of temporalities between them by ensuring the continuity of sustainable development approaches as well as a common culture of evaluation in sustainable urban development, which will be strengthened by exchange between the many actors from different spheres of action.

Indeed, the research findings highlight how powerful project culture is as an iterative process, an approach that goes beyond the procedural framework of the "process" and promotes considering the challenges of sustainable development.

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