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MANAGEMENT OF EMERGENCY MEASURES PROJECT OF ALGIERS'S KASBAH

Madina Foukroun
PuVit Laboratory, Department of Architecture and Earth Sciences, Ferhat ABBAS, UniversitySetif 1, Algeria.
ORCID ID: 0009-0009-9813-1386

Said Madani
PuVit Laboratory, Department of Architecture and Earth Sciences, Ferhat ABBAS, UniversitySetif 1, Algeria.

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ABSTRACT

Management strategies for the conservation and safeguarding of cultural heritage in general, and urban heritage in particular, have evolved greatly over the past two decades. The relationship between heritage and development is now omnipresent in the policies of construction or reconstruction of territories, where the major challenges lie in their enhancement.
Algeria does not have a great deal of experience in the management and administration of heritage safeguarding and enhancement projects, whether urban or architectural, as evidenced by the significant number of projects that remain unfinished or incomplete due to a lack of efficiency.
Within the framework of the Permanent Plan for the Safeguarding and Enhancement of the Protected Historic District (PPSMVSS) for the protected historic city of Algiers, emergency projects have been launched to slow down or even stop the deterioration of this heritage site. The objective of this study is to understand the process of formalizing and managing projects in protected historic districts, as well as the interactions between the different stakeholders involved.The methodology used combines on-site surveys, interviews, and questionnaires with the various stakeholders. It refers to the conceptual model of project success factors developed by Pinto and Slevin, in order to evaluate these operations, which have not led to theexpected results.

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INTRODUCTION.

Rapid urban development driven by the industrial revolution has profoundly and often irreversibly transformed the environment, making our heritage highly vulnerable. This vulnerability has led to an awareness of the risk of losing its qualities, giving rise to the notion of urban heritage and the need to safeguard it. (Fioux,2016; Gosselain, 2019)

Originally, the term "heritage", derived from the Latin « patrimonium », was a legal term referring to the inheritance passed on from father to children. Over time, the concept has expanded from a focus on isolated monuments to a more holistic understanding considering historical, geographical, economic, and environmental context. (Choay, 1992; Neyret, 2004). This shift emphasizes the

importance of adopting a comprehensive approach to preserving and managing cultural heritage, moving beyond a narrow, object-centric view.

Urban heritage has many dimensions – cultural, social, economic and political – and evolves according to the perception of the various urban players. Preserving it has become a major challenge for cities, in order to pass on this heritage to future generations while integrating it into contemporary urban development (Barrère, 2017; Stein, 2005)

Algeria is a centuries-old country with a rich cultural heritage. Urban cultural heritage plays a significant role (Bousserak & Zerouala, 2018; Mazouz,2005). Unfortunately, because it is not properly cared for, it is subjected on a daily basis to major attacks and alterations that put it in danger of disappearing (Guerroudj, 2000; UNESCO, 2023).

The urban heritage of historic towns, a fragile and vulnerable system, requires that the interventions undertaken there be meticulous and controlled. Indeed, these urban heritage sites are generally in a very advanced state of deterioration, and in many cases this is associated with the marginalisation of their populations (Icheboudene, 2003; Lesbet, 1985) and the multiplicity of parties involved. The complexity of the situations to be managed calls for an effective management strategy, which is the only way to guarantee the success of the projects carried out (Babey & Giauque, 2009; Dumont, 2008).

Since its independence in 1962, Algeria, a young and emerging country, has put in place a whole legal arsenal to safeguard its cultural heritage, in which the need for protection has been emphasised. Until 1975, the date of the Algerianisation of legislative texts, French legislation was applied, except in the case of provisions contrary to national sovereignty. It was in this context that the first piece of legislation governing archaeology and historical and natural monuments and sites was promulgated, « Ordinance 67-281 of 20 December 1967 on excavations and the protection of historical and natural monuments and sites ». This specific legislation for the protection of « historic monuments and sites » confirmed the principle of State ownership of all movable and immovable property of definite interest from the point of view of history, art and archaeology (Zadem, 2018). It is important to note that Algeria ratified the Unesco international convention in 1973.

Ordinance 67-281 was the only text applied to safeguard and preserve cultural heritage until the end of the nineteen-nineties, and was the first piece of legislation to provide a legal framework for the concept of built heritage, but unfortunately it obscured urban heritage. In 1998, in response to the unanimous observation that our urban cultural heritage was in a state of extreme deterioration as a result of the absence of a global and coherent approach to safeguarding it on a territorial scale, Law 98-04 of 15 June 1998 on the protection of cultural heritage was promulgated. It provided a response to the shortcomings observed in the field by introducing a new heritage strategy.

Law 98-04 of 15 June 1998 renews the legal framework for the protection of built heritage, broadens the definition of built heritage to include «urban ensembles» and introduces procedures for their protection through the creation of «protected sectors». It recognises the specific nature of historic town centres by introducing an urban planning instrument: the «Permanent Safeguarding and Enhancement Plan for Safeguarded Sectors: PPSMVSS» (Zadem, 2018). The decree relating to the procedures for its establishment was promulgated in 2003 (Décret exécutif N°03-324, 2003).

Between 2007 and 2014, the Algiers's Kasbahunderwent two emergency «operations» (2007-2009, 2012-2014) as part of the 1st phase of its PPSMVSS, designed to slow down, if not halt, the process of deterioration.

In 2021, the UNESCO World Heritage Committee expressed its concern at the new collapses and the increasing deterioration of its built environment, and invited Algeria to adopt «*an inclusive approach and integrated, coordinated management of physical and socio-economic interventions to guarantee the maintenance of a social and economic fabric, without which the Kasbah could eventually be 'deprived' of its inhabitants and its urban functions*», and in 2023 «*urges the State Party to continue its efforts to survey the entire urban fabric of the property and to continue to take the necessary measures to halt its progressive degradation*» (UNESCO, 2021, 2023).

As part of this research, our initial hypothesis is that, if they are to be effective and relevant, the projects initiated on heritage sites, especially those that are occupied, depend on good administrative management (involving the project owner and local authorities – APC and APW) and mastery of the various technical aspects of their conservation (involving the project manager – BET). We have therefore set ourselves the objective of evaluating the emergency measures project in the Algiers's

Kasbah (1st and 2nd campaigns) in order to assess the degree of their relevance by correlating the contracting authorities and the project managers, whom we consider to be key players in the success or failure of a project.

METHOD AND TOOLS.

A project is defined as «[...] a temporary initiative undertaken to create a unique product, service or result» (Project Management Institute, 2017). It is also defined as « a single process consisting of a set of coordinated and controlled activities, with start and finish dates, undertaken to achieve an objective in accordance with specific requirements, including time, cost and resource constraints » (ISO 10006) (AFNOR, 2010). To achieve its objectives, it is essential to put in place not only the necessary human, material and financial resources, but also effective, far-sighted management, which implies an upstream management strategy.

Management is the art of achieving an organization's objectives, based on the diverse and multidisciplinary nature of the people involved. Project management specifically involves planning, organizing, monitoring, controlling, reporting, and motivating teams to meet project goals (ISO 10006), (AFNOR, 2010). It is therefore a question of having the ability to set objectives to be achieved within a well-defined timeframe, to put in place all the necessary resources (human, material, financial, etc.) and to drive their achievement by directing all the efforts of the available human resources towards the set objectives. Project management can therefore be said to be based around four main functions: planning, directing, organising and controlling (Ghedjghoudj, 2015).

The difficulties experienced by the various projects linked to the preservation and enhancement of the urban cultural heritage, in particular that of the Kasbah of Algiers, challenge us and lead us to believe that the success of a project depends on several factors that are independent of its management and/or management (Finch, 2003; Pinto & Slevin, 1987).

Indeed, several authors have shown that the success rate for many projects is very low, despite the application of highly advanced planning methods. The latest figures from the Standish Group, published in «The chaos report» (Standish Group, 1995), show that only 16% of projects are completed on time and to specification; 31%, or almost a third of projects, are not completed at all; 45% of projects are over budget by more than 50%; and finally, in terms of functional coverage, 32% of completed projects with drift cover less than half of the expected functionality.

All these figures make us aware that the success or failure of a project, over and above the implementation of a managerial strategy, depends on several factors, both endogenous and exogenous. Pinto and Slevin have proposed a conceptual model based on 14 factors which they describe as «uccess factors» (10 endogenous factors and 4 exogenous factors). For the purposes of our work, we will limit ourselves to the 10 endogenous factors. These factors vary according to the nature of the project, its life cycle, the specific contexts in which it is carried out, and the resources and means dedicated to it. We have chosen this model to assess the effectiveness of the project management of the emergency measures in the Kasbah of Algiers, because Pinto and Slevin are considered to be the first authors to have attempted to provide a scientific basis for the study of the factors influencing project management.

For the two operations of the emergency measures project, the term "campaign" is used, as it better captures the time-limited nature of each intervention, given that the project initially comprised a single emergency measures operation followed directly by the launch of the restoration project.

METHODOLOGY.

In order to identify the reasons why emergency measures operations did not produce the expected results, we adopted a hypothetico-deductive approach in our research work, resulting from the experimental method and a variety of research methods such as: observation, interviews, statistical analysis, etc. (Dépelteau, 2010) with a «mixed research methodology» (Creswell & Creswell, 2018), which combines and integrates different methods of data collection and analysis. The «Journal of Mixed Methods Research» (JMMR) defines mixed methods research (MMR) as: «research in which the investigator collects and analyses data, integrates findings, and draws inferences using qualitative and quantitative approaches or methods in a single study».

Our approach is based on fieldwork carried out with the two most influential stakeholders in the project: The project managers (the project owners and local authorities) and the technical consultants (the contractors) involved in the project.

To assess the degree of success or failure of the emergency measures project in its 2 campaigns, we will base ourselves, as previously mentioned, on the Pinto and Slevin model (Pinto & Slevin, 1987), which considers that the success of a project depends on four main criteria: time (compliance with contractual deadlines), finance (compliance with the budget allocated to the project), effectiveness (achievement of the targeted objectives) and customer satisfaction (acceptance and support of the customer and/or beneficiary). In order to carry out our in situ survey, we developed a questionnaire addressed to project managers and design offices and a protocol for conducting interviews with project managers (Angers, 1997).

Factors in the success or failure of a project.

The key success factors vary according to the type of project (Murphy et al., 1974) but also according to the sector of application. After reading and analysis, we have adapted the conceptual model defined by Pinto and Slevin to our case study in Table 1 (Chotteau et al., 2015).

Field surveys – interviews – questionnaire.

To build the database needed for our research work, we conducted an in situ survey over a period of more than six months between July 2022 and January 2023. The survey consisted of 02 parts. The first partinvolvedinterview questionnaires directed at for representatives of the institutions responsible for managing the project.

The targeted institutions are The Ministry of Culture as the central organisation and initiator of the operation, the Agence Nationale des Secteurs Sauvegardés (ANSS) as the institution responsible for implementing the PPSMVSS, the Direction des activités culturelles de la wilaya d'Alger (DACWA) as the contracting authority for the 1st campaign, the Office de Gestion et d'Exploitation des Biens culturels (OGEBC) as the delegated contracting authority for the 1stand 2nd campaigns; the Wilayal People's Assembly (APW) and the Communal People's Assembly (APC) as representatives of the local authorities.

The second part of the survey concerns the technical management of the project.This included distributing a self-administered questionnaire to the BETs involved in the project as "prime contractors" in the study area.

The study area was limited to the USS1 sector (defined below), which was divided into 12 blocks for the 1stcampaign and 19 blocks for the 2nd campaign. The questionnaire was sent to all BETs. Only 5 BETs responded positively and completed the questionnaires.

RESULTS AND DISCUSSION.

The emergency measures project for the Algiers's Kasbah and the PPSMVSS.

In 2005, the Algiers'sKasbah was declared a protected area. The "classified perimeter" comprises the historic core of Greater Algiers. Pursuant to the provisions of Article 42 of Law98-04, its boundaries were defined by Executive Decree 05-173 of 09 May 2005 creating and delimiting the "Casbah of Algiers" protected area, as follows(Décret exécutif n° 05-173 , 2005):

- To the north, along the axis of the Louni Arezki ramp and rue Oudelha Mohamed;
- To the east, around the Admiralty and the Kheir-eddine jetty;
- To the south, encompassing the El Djefna mole (quay No. 7) and running along the axis of the following successive streets: Azzouz Ben Bachir, Bakel Said, Bône, Debih Cherif; joining the south-west bastion of the Ali Khodja barracks;
- To the west, along rue Boualem Bengana.

The protected area covers a total surface area of 105 hectares and straddles several communes. (Figure 1a)

Chapter III of Law 98-04 introduces the concept of the protected area and its management tool: the Permanent Safeguarding and Enhancement Plan for Protected Areas (PPSMVSS).

The study of the PPSMVSS was launched in 2006 and entrusted to the CNERU Group, which had already carried out a study of the listed area between 1999 and 2001. The results were alarming: out of a total of 1816 buildings, 10% were in a state of ruin, 25% were in a state of first-degree disrepair and 25% were in a state of second-degree disrepair. The diagnostic report drawn up by Groupement CNERU highlighted four degrees of dilapidation (Groupement CNERU, 2007).

Table 1. Project success factors reported to the project owner. Source: Author, 2023.

N°	Succes Factors (Pinto et Slevin 1987)	Success factors reported to the contracting authority (Author, 2024)	Success factors reported to the project owners (Author, 2024)
01-01	Project mission	High-level decision/reference to regulations in force	Submission/response to specifications/reference to regulations in force
01-02	Top management support (allocation of sufficient resources)	Project ownership/ allocation of human and logistical resources	Adherence to the project by the BET manager/ allocation of human and logistical resources
01-03	Project planning	Designation of the project manager / Technical and economic feasibility study;	Integration project into the BET's portfolio/ Compliance with specifications
01-04	Customer consultation	Consultation with project stakeholders	Definition of the client's expectations and objectives/ Consultation of users (occupants)
01-05	Personnel (competent, qualified project staff)	Multi-disciplinary team headed by a qualified architect of protected sites and monuments.	Multi-disciplinary team headed by a qualified architect of protected sites and monuments.
01-06	Technical performance	Making conditions easier to complete the tasks.	Making conditions easier to complete the tasks.
01-07	Customer acceptance	Acceptance of the project by users	Approving the proposed work and outputs (based on the contract terms). User acceptance of the project.
01-08	Control and feedback at every stage of project execution.	Appointment of team to check and monitor the deliverables, as well as to monitor and control the construction work.	Respect the contractual clauses in terms of deliverables/ Competent team to monitor the work
01-09	Communication (between all stakeholders involved in the project)	coordination between stakeholders/ monitoring and control of the project in all its phases/ mediation BET/ contractors/ local authorities/ citizens	Internal coordination / Facilitating scheduled meetings / Monitoring and progress reports/ Mediating between project /manager and contractor
01-10	Problem solving (ability to identify and resolve unforeseen problems)	Resolving internal and external problems of the project.	Assisting the project managers in resolving problems both within and outside the project

- Dergee 1 dilapidated building: load-bearing structure more than 60% deformed (major and multiple cracks in facades, subsidence, swelling and/or collapse of floors, etc.).
- dilapidated building, degree 2: load-bearing structure deformed by 30%.
- dilapidated building, 3rd degree: independent structural elements deformed (staircase, gallery, etc.).
- Dilapidated building, 4th degree: Altered finishes (earthenware, paintwork, damp, etc.)

We also have : Ruins ;Voids;Walled buildings; Closed, unoccupied buildings; Occupied buildings where the owner is absent or refuses (not surveyed) and Illegal constructions and extensions.

The PPSMVSS for the Algiers's Kasbahwas drawn up in three phases in accordance with the regulatory provisions (Décret exécutif N°03-324, 2003). Its 1st phase is the diagnosis and emergency measures project.

The methodology adopted for phase 01 is summarised below:

- Division of the safeguard sector into nine sub-sectors;
- Carrying out surveys on the basis of standard forms covering typology, the state of buildings and networks, economic, socio-demographic and environmental aspects, etc; (Figure 1b)
- Drawing up thematic maps, including those of interest to us:

➢ The map of emergency measures, which are determined on a parcel-by-parcel basis and classified into three categories. The most vulnerable buildings and/or those in danger of collapse should be tackled as a matter of urgency, according to a programme drawn up by the BET in charge of the PPSMVSS: Groupement CNERU. The three categories were defined as follows.

✓ Category I: dilapidated 1st degree buildings (classified red) to be reinforced from the outside;

✓ Category II: dilapidated buildings, evacuated, walled up or closed by the authorities, to be covered

✓ Category III: 1st degree dilapidated buildings, occupied and to be shored up

➢ A map proposing the location of building sites, taking into account the difficulty of access.

- Drawing up specific sheets on the condition of buildings and networks;
- Preparation of photographic reports on the state of conservation of the protected area;
- Drawing up a diagnosis and defining emergency measures for each building;
- Drawing up a diagnosis and defining an intervention methodology for the defective sections or structures of the various networks;
- Drawing up a written report.

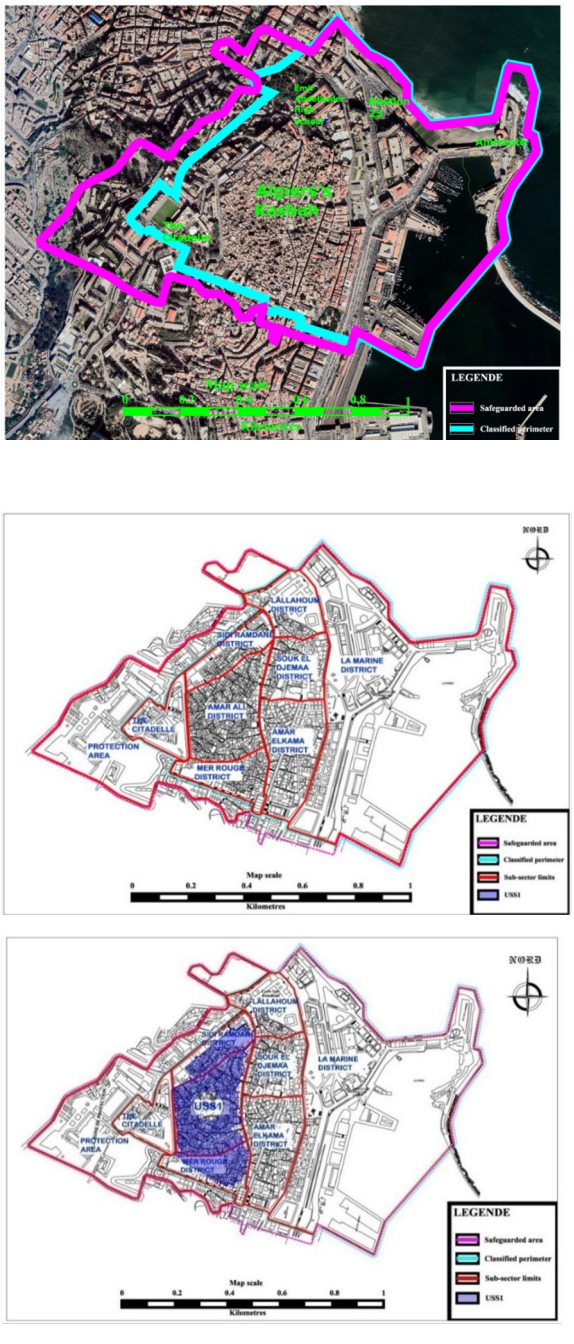

Figure 2: a) Limits of the safeguarded sector of the Algiers's Kasbah; b)Boundaries of the sub-sectors of the Kasbah of Algiers; c) . Boundaries of the USS1 (Source: CNERU Group, 2007. Reconstructed by Author, 2022.

The research work will be limited to the USS1 sector, which has seen the greatest number of heritage interventions (Figure 1c). This sector is composed of traditional buildings that have largely retained their original state. However,It is in a very poor state of conservation with many buildings classified as first-degree dilapidated, including ruins and vacant lots. It is important to note that "USS" refers to "urban area classified as a Protected Sector" according to the 2007 report by the Groupement CNERU (Groupement CNERU, 2007).

It is limited to the part located in the centre of the Kasbah, between:

- Rue Mohamed AZZOUZI on the north;
- Rue Mohamed Benguenif to the south;
- to the east, Abderrahmane ARBADJI;

- Boulevard de la Victoire to the west.

The USS1 sector encompasses the Sidi Ramdane, Amar Ali and Mer Rouge neighbourhoods, with 1,245 buildings, including 373 dilapidated 1st and 2nd floor buildings, 143 ruins and 135 closed or walled buildings (Groupement CNERU, 2007). (figure 2)

An initial assessment of the state of conservation of the built environment in the USS1 sector of the historic town was carried out as part of the first phase of the PPSMVSS study and is summarised and explained in Figure 6, which gives us a clearer reading of the state of conservation of the built environment in USS1.

We note that the ratio of dilapidated 1st, 2nd and 3rd level buildings is close to 50%, with 11.5% of buildings in ruins. These figures are incomplete, however, as some buildings were closed or walled up and could not be assessed because they were inaccessible.

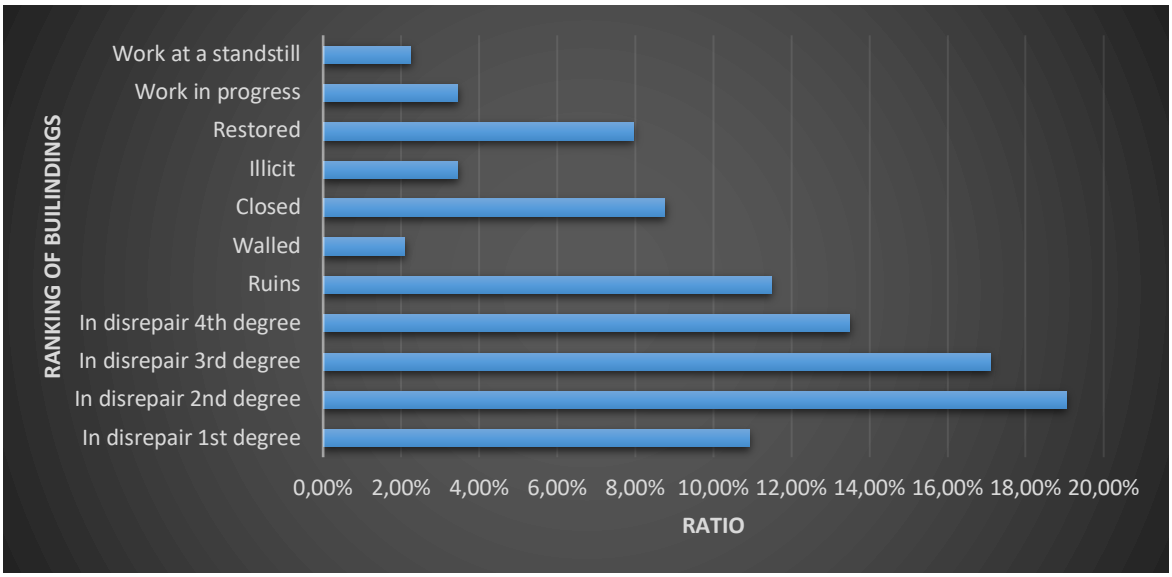

Figure 3. Conservation status of USS1.
Source: Author based on data from Groupement CNERU 2007.

Organisation of emergency measures in situ.

The Emergency Measures Project was launched to address the deterioration of the built environment in the protected sector of the Kasbah of Algiers. This project was initiated following a tragic incident in late 2006, when bad weather caused the collapse of a building, resulting in the death of two children. In response, the Ministry of Culture and the Wilaya (provincial government) of Algiers, represented by a joint committee, launched the first campaign of the Emergency Measures Project in June 2007.This initial campaign was planned to span 3 years and cover a total of 343 buildings, with an estimated cost of 282,732,274.00 Algerian Dinars (Groupement CNERU, 2007-2009).

The results of this 1st campaign show that 394 buildingswere covered by the emergency measures project.

The emergency measures consisted mainly of cleaning up, clearing undergrowth and weeding the site, stabilising the structures by installing wooden or metal props, protecting the buildings from water (temporary covering with a metal tube and sheet structure and waterproofing the terraces), etc.

The technical and coordination aspects of the project were initially entrusted to the Directorate of Cultural Activities of the Wilaya of Algiers (DACWA), which was designated as the contracting authority. In 2009, it was replaced by the Office for the Management and Exploitation of Cultural Assets (OGEBC).

In 2012, still under the aegis of the Ministry of Culture, a 2nd campaign was launched, with the Office de Gestion et d'Exploitation des biens culturels (OGEBC) appointed directly as delegated project manager.

In order to meet deadlines (due to the advanced state of deterioration of the buildings) and to control the project, as well as to avoid the cumbersome tendering procedure, the safeguarded sector of

the Kasbah of Algiers was divided into several parts known as "islands", minimising the number of buildings to be taken on by the design offices and construction companies and thus reducing the amounts of the project management contracts and construction contracts below the minimum amounts required to go through the tendering procedure.

There were seventeen (17) of these. Each block was assigned a letter of the alphabet (A, B, C, D, E1, E2, F, G1, G2, H1, H2, I, J, K, L1, L2, M). The USS1 sub-sector included thirteen (13) blocks (A, B, C, D, E1, E2, F, G1, G2, H1, H2, I, J) (Source: DACWA, 2007). (Figure 3a)

Each block was assigned to a technical design office and several construction companies were hired, depending on the number of buildings involved. The blocks were defined in relation to the morphology of the land, the proximity of roads and, above all, whether there were any dilapidated grade 1 houses next to each other.

Given the slowness and delay in launching the actual restoration work, a new campaign of emergency measures was launched in 2012, with the OGEBC appointed as delegated project manager. This campaign covered 323 buildings. The total for the two campaigns was 717 houses.

For this new campaign, the protected area was subdivided into a larger number of blocks, increasing the number to twenty-four (24). As with the 1st campaign, each block will be designated by a letter of the alphabet (A, B, C, D, E, F, G, H, I, J, K, L, M, N, O, P, Q, R, S, T, W, X, Y, Z) and will also be assigned to a technical design office and several construction companies.USS1 is then subdivided into nineteen (19) blocks (A, B, C, D,E ,F, G, H, I, K, L, M, N, O, P, Q, R, S, T). (Source: OGEBC, 2012) (Figure 3b)

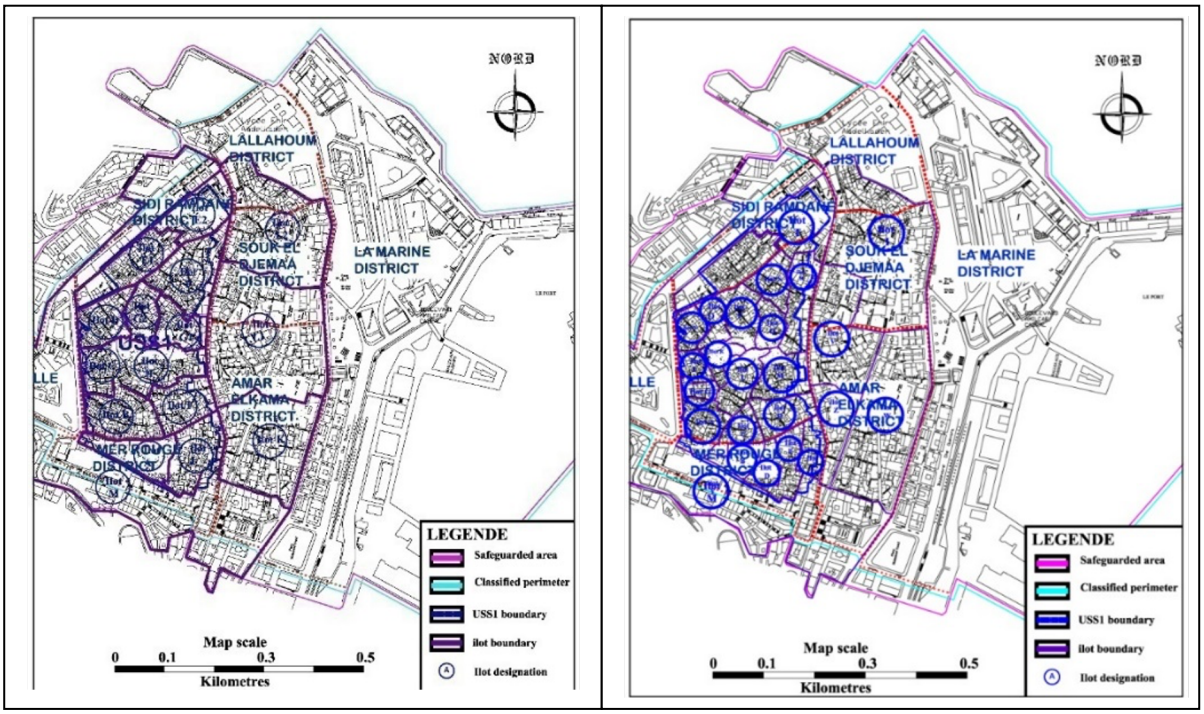

Figure 4: a) Limits of the blocks –1st campaign b) Limits of the blocks –2nd campaign (Source: Groupement CNERU, 2012. Reconstituted by Author, 2022).

Evaluation of the emergency measures project (EMP) in the Kasbah of Algiers.

As stated above, we will use the model of project success or failure factors proposed by Pinto and Slevin (Pinto & Slevin, 1987) to assess the degree of success of these two campaigns, particularly from the point of view of their management at the "micro" level, based on the 10 endogenous factors.

The information gathered and compiled was analysed and classified according to their degree of influence on the project, from the most favourable to the most unfavourable.The analysis was carried

out in two phases: before and after weighting. We then compared them with those obtained by Slevin and Pinto (Pinto & Slevin, 1987).

1st stakeholder: the project owner (project management).

Of the 06 stakeholders initially targeted, we were only able to interview representatives of 04 institutions: the ANSS, the OGEBC, the DACWA and the APC. We were unable to contact the representative of the Ministry of Culture (central administration) and the representative of the Wilay People's Assembly (APW) (local authority). The interviews lasted about an hour and a half and were semi-structured.

The questionnaire consisted of a set of questions covering all the key factors (Pinto & Slevin, 1987). Respondents were given the option of answering "Yes" or "No", or making an assessment ranging from "Very poor - Poor" - "Fair" - "Good - Very good".

Once the interview had been completed, the respondents were asked to rank all the key factors (Simos, 1990) from 01 to 10 (01 being the most unfavourable value) in relation to their experience in managing the emergency measures project. After processing the data collected by indexing the values:

1 for answers with "Yes" and for "Good - Very good"; 0.5 for "Correct" responses; and 0 for "No" responses. We obtain the values summarised in Table 2.

Table 2. Values obtained per factor. Source: Author, 2024.

Success Factor	F1	F2	F3	F4	F5	F6	F7	F8	F9	F10
Factor value ($I_f=\sum T_{qf}/N_q)* N_f$	8,00	3,12	6,25	0,00	1,25	1,25	2,500	1,67	6,87	7,50
Average weighting factor ($FP_{mf}=\sum T_{Pf}/N_e$)	1,00	4,50	4,25	8,75	5,25	5,00	8,500	4,75	9,25	3,75
Value of the factor after weighting ($I_{fp}=I_f*FP_{mf}$)	0,80	1,41	2,67	0,00	0,66	0,62	2,125	0,79	6,36	2,81

Where:
∑Tqf = Total points obtained per factor;
Nq = Number of questions per factor;
Nf = Number of factors (10);
∑TPf = Total weighting values per factor; Ne = Number of respondents.

The results obtained have been classified from the most unfavourable to the most favourable (Table 3). We note that the factors considered most unfavourable (value < 5) by all respondents, before weighting, are in order: 4.5, 6, 8, 7and 2. The factors considered most favourable are in order: 1, 10, 9 and 3. In order to assess the importance given to each of the success factors by the project managers, we asked them to rank them in ascending order(from most to least important). The results of this ranking enabled us to weight the factors, and we obtain a new ranking (Table 3).

Table 3. Overall results (managers). Source: Author, 2024.

N°	Success Factors (Author 2023)	Value before weighting	Value before weighting
1-04	Client Consultation	0,00	0,00
1-05	Personnel	1,25	0,72
1-06	Technical Tasks	1,25	0,75
1-08	Monitoring and Feedback	1,67	1,04
1-07	Client Acceptance	2,50	0,63
1-02	Top-Management Support	3,13	2,03
1-03	Project Schedule / Plans	6,25	4,22
1-09	Communication	6,88	1,20
1-10	Troubleshooting	7,50	5,44
1-01	Project Mission	8,00	8,00

We note that after weighting, all the factors lose their value and the unfavourable factors (value < 5) are in order: 4, 7, 5, 6, 8, 9, 2 and 3.

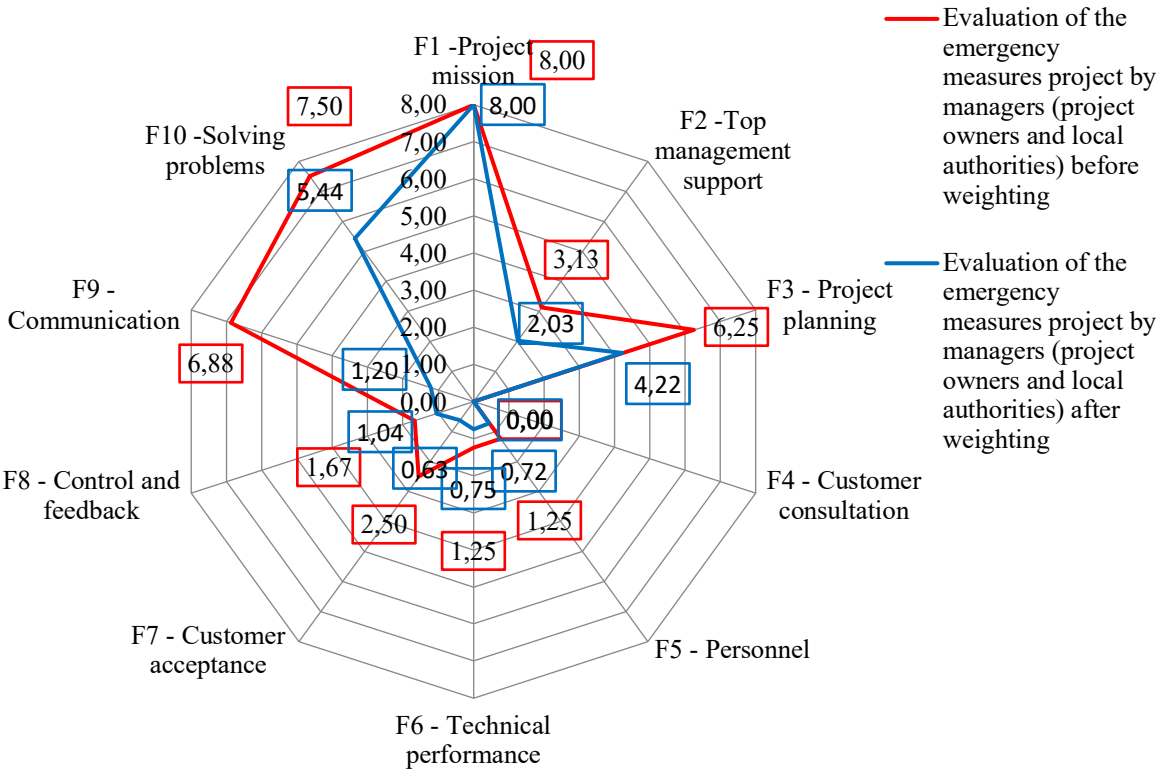

Figure 5. Result of the evaluation of the project by the managers. Source: Author, 2023.

Only two factors remain in the favourable category and are in order: 1 and 10.This analysis shows that the project managers recognise that they were not prepared for this type of

project and that they did not have the resources (human and material) needed to carry out the tasks assigned to them. Furthermore, we note that factors 4 and 7 relating to consultation and acceptance of the project by the customer (beneficiary occupants) are virtually non-existent.

We can therefore conclude that the emergency measures project, in its early maturation phase (project management), did not benefit from the minimum conditions necessary for its success. It was launched in haste without taking into account the reality of the situation on the ground and its difficulties, which is why it was bound to fail. It should also be noted that the change of project manager between the 1st and 2nd campaigns, and the lack of coordination between them, meant that the experience gained during the 1st campaign could not be capitalised on.

2nd stakeholder: Project managers (engineering consultants).

We drew up a self-administered questionnaire for the engineering consultancies that participated as project managers, which we distributed to the managers. We were able to collect data from 5 of the seventeen consultancies contacted.As with the survey conducted among managers, the questionnaire sent to the design offices (prime contractors) was composed of questions covering all the key factors.

The same methodology was applied, and respondents were given the option of answering "yes" or "no", or making an assessment ranging from "very bad - bad" - "correct" - "good - very good".

Once the questionnaires had been completed, respondents were asked to rank the success factors from 01 to 10 (01 being the worst) in relation to their experience of the project. After processing the data collected by indexing the values:

1 for answers with "Yes" and for "Good - Very good" ;0.5 for "Correct" responses; and 0 for "No" responses.We obtain the values shown in Table 4.

Table 4. Values per factor - BET. Source: Author, 2024.

Success Factor	F1	F2	F3	F4	F5	F6	F7	F8	F9	F10
Factor value ($I_f=\sum T_{qf}/N_q)^* N_f$	7,50	5,00	4,38	2,92	7,50	8,75	0,00	3,75	4,38	5,63
Average weighting factor ($FP_{mf}=\sum T_{Pf}/N_e$)	7,00	7,50	7,25	6,50	4,75	5,50	6,75	6,25	5,50	5,50
Value of the factor after weighting ($I_{fp}=I_f{*}FP_{mf}$)	5,25	3,75	3,17	1,90	3,56	4,81	0,00	2,34	2,41	3,09

With:
∑Tqf = Total points obtained per factor;
Nq = Number of questions per factor;
Nf = Number of factors (10);
∑TPf = Total weighting values per factor;
Ne = Number of respondents.

We note that the factorsconsideredmostunfavourable (value < 5) by all the respondents are in order: 7, 4, 8, 3, 9. The factorsconsideredmostfavourable are in order: 2, 10, 1, 5 and 6.

As with the managers, we asked the BET managers to rank the success factors in the same way. After weighting, we obtained the classification summarised in Table 5.

We note thatafterweighting, all the factors lose their value and the unfavourablefactors (value < 5) are in order: 4, 7, 5, 6, 8, 9, 2 and 3. Only the factor remains in the favourablecategory.

Table 5. Overall results (BET). Source: Author, 2023.

N°	Success Factors (Author 2023)	Value before weighting	Value after weighting
1-07	Client Acceptance	0,00	0,00
1-04	Client consultation	2,92	1,90
1-08	Monitoring and feedback	3,75	2,34
1-03	Project Schedule /Plans	4,38	3,17
1-09	Communication	4,38	2,41
1-02	Top-management support	5,00	3,75
1-10	Troubleshooting	5,63	3,09
1-01	Project mission	7,50	5,25
1-05	Personnel	7,50	3,56
1-06	Technical Tasks	8,75	4,81

This analysis shows us that, as in the case of the managers, the contractorsinvolved in the project are stillpoorlyqualified and have very few resources to deal with the constraintsassociatedwithsuchprojects, especially as the workiscarried out on occupied sites and the residents have not been involved or consulted. Whetherbefore or afterweighting, factors 7 (acceptance) and 4 (consultation) relating to consultation and acceptance of the project by the client (beneficiary occupants) are verylow. Nevertheless, the design offices conducted the 2nd campaign (2012-2014) in more efficient manner, giventhattheyhadacquired amount anexperienceduring the 1st campaign (2007-2009).

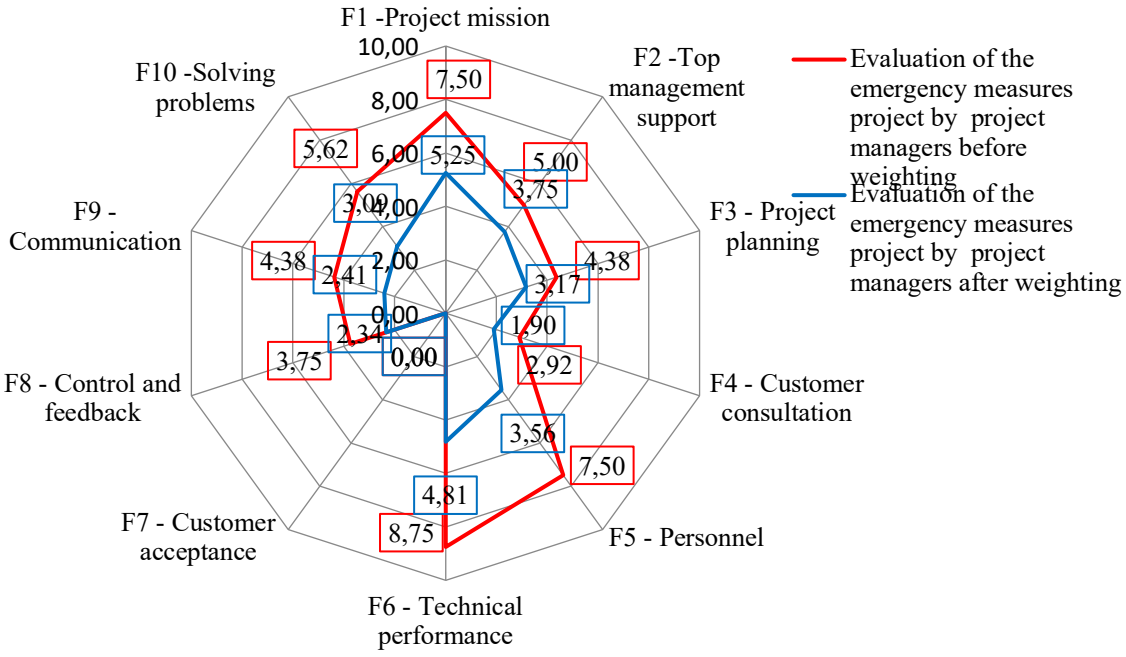

Figure 6. Results of project evaluation – BET. Source: Author, 2024.

CONCLUSIONS.

With the enactmentofLaw 98-04 and its implementing decrees, Algeria acquired the legal, regulatory and technical tools to safeguard its urban cultural heritage. A pilot project, and the 1st project launched as part of a PPSMVSS, the emergency measures project for the Algiers's Kasbahwas launched in 2007 as part of the 1st phase of the PPSMVSS study. Its aim was to halt the deterioration and crumbling of the built environment pending finalisation, approval and implementation of the safeguard plan. It representsan unprecedented example of urban heritage management under Law 98-04.

Today, twelve years after the approval of the PPSMVSS, houses continue to fall in Algiers's Kasbah, still claiming victims. In March 2023, a consultation was launched for a new campaign of emergency measures, with Public Equipment Directorate of the Wilaya of Algiers, under the aegis of the Ministry of Housing, Town Planning and the City, as the contracting authority, and without the participation of the cultural sector. The question is, in 2024, are we still planning emergency projects? Apart from the few restoration projects launched for major monuments (e.g. Palais du dey, El barani mosque, mausoleum of Sidi Abderahmane Ethaâlibi) and the restoration of four houses (Bouhired block) (Source: ANSS, 2022) no restoration project has been launched for the houses covered by the emergency measures project in its two campaigns.

Through this work, we have attempted to evaluate management of emergency measures. Admittedly, it is clear to both managers and consultants that there was a real political will at the outset (factor 1: project mission), with the release of over 600 million Algerian dinars for the 2 campaigns. This evaluation highlighted the gap between the stated objectives and the actual performance of the emergency measures project for the Algiers's Kasbah . The findings suggest the need for a critical review of the project's implementation and management to address the identified shortcomings and improve future heritage preservation efforts.

According to the contracting authorities (DACWA and OGEBC) and prime contractors, the emergency measures project for the Algiers's Kasbah faced numerous constraints that seriously hampered its proper execution. The key factors behind these constraints included:

- The lack of coordination between the parties involved, in particular the culture sector (Ministry of Culture, initiator of the project) and the local authorities: the APC, which is considered to be the backbone of the exercise of decentralisation and has powers devolved by the State for the benefit of the development of its territory (Law 11-10 of 22 June 2011 relating to the commune, n.d.; Moussaoui & Arabi, 2017) was very detrimental to the project. Moreover, in various reports, UNESCO considers that the lack of coordination of actions and the non-functionality of the safeguarding plan are factors affecting the property and suggests that a management plan be put in place (World Heritage, 2011, 2013; UNESCO, 2017, 2019, 2021); (Factors 8 and 9).
- Exclusion of local residents from the project: Even though some associations were present at certain coordination meetings, they did not play their role of interface between the administration and local residents at all. The design offices found themselves having to play this role alone, which was not one of their prerogatives; (Factor 04)
- The social component of the Kasbah remains poorly controlled. Although CNERU included a socio-economic survey in its study, it remains incomplete, as many houses could not be visited because they are occupied by squatters. According to information gathered from the ANSS, the OGEBC and the APC, almost 40% of the population of the Casbah of Algiers is made up of squatters. Moreover, in its 2021 report, UNESCO expressed its concern about the increasing deterioration of the built environment of the Algiers's Kasbah(World, 2021);(Factor 07)
- The over-densification of the houses and the impossibility of evacuating or relocating the occupants prevents the work from being carried out, given the cramped nature of the site; (factors 4 and 7)
- The legal status of the property and the impossibility for the State to intervene in private property. A cultural heritage fund has been set up to help owners who want to restore their properties and who would like to do so by submitting an application. Unfortunately, according to data collected from the ANSS, the OGEBC and the APC, more than 40% of private property is owned by unknown owners, and the Cultural Heritage Fund has never functioned (Factor 8, 10).
- The lack of expertise on the part of all those involved (managers, BETs and contractors) has had a negative impact on these operations in terms of deadlines and costs; (Factor 05);
- The absence of a control and coordination body. The National Agency for the Safeguarding of the Coastal and Harbor Sites (ANSS) was only established in 2014, so there was no supervisory and

coordinating body in place for the two campaigns of the emergency measures project. This led to a lack of coordination and a failure to capitalize on the results of the operations.(factor 08).

In fine, The evaluation of the emergency measures project for the Algiers's Kasbahreveals that, while the project was not a failure in terms of stabilizing and maintaining the buildings during the development of the PPSMVSS safeguard plan, it did fall short in its overall management and administration.

Many of the success factors were not adequately addressed, which resulted in a lack of follow-up restoration projects. To avoid repeating these mistakes in future heritage preservation efforts, all stakeholders will need to work in greater cohesion and collaboration.

Capacity building for staff involved in such projects will be crucial, as will developing a new vision that positions citizens as active participants. The emergency measures project, as a pilot initiative, should form the basis for serious reflection to devise a robust management strategy capable of effectively safeguarding Algeria's urban heritage for future generations.

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