Participatory Planning Experiences in Egyptian Cities: Pragmatic Approach towards Sustainability.

Ghada Farouk Hassan Associate Professor - Urban Planning Dept Faculty of Engineering - Ain Shams University

Abstract

Planning sustainable city can be realized through both the urban context representing the spatial dimension of realizing sustainability, and the policy tools representing the atmosphere that enables the establishment of a sustained process. Policy tools had to consolidate governmental laws and legislation, partners and information dissemination to realize Sustainable Community

Sustainable community can also be understood as collaboration between economic actors, NGOs, the city, as well as the general public. The participation process shows the need for other actors in making its strategy and policy making.

In the case of Egyptian cities, the Strategic Urban Planning for the Small Cities (SUPSC), with the assistance of UN-Habitat, considered participation of the communities as trigger to start and to feed the planning process.

The paper aims to investigate the capability of the participatory planning process used in the SUPSC, to build a sustainable community and to realize sustainability. A deep review of the literature shows different phases and the initial outcomes of participatory process. The paper seeks to identify gaps and obstacles of SUPSC participatory process through an analytical comparison towards achieving sustainable community.

Keywords: "participation, sustainability, Egyptian cities, strategic plan"

1-Sustainable development principles

1-1 The basic Principles.

Definitions for sustainable development had been developed in the last 30 years. Early definition was reported in, the United Nation's report of the World Commission on Environment and Development," named by the "Brundtland Principles 1987". It highlighted the link between environmental, social responsibility and the development:

"Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

This definition contained two key concepts:

- the concept of 'needs' to which overriding priority should be given; and
- The idea of limitations imposed by the state of technology and social organization on the environment's ability to meet present and future needs.

Therefore, achievement of sustainability is not only through physical growth but also through economic growth and poverty reduction

The second definition, was reported in John Elkington's (1997) book, "Cannibals with Forks,". Elkington promoted the idea that the traditional economic model needed to consider environmental and social factors on an equal basis.

Sustainable development thus had to achieve the economic prosperity, the environmental quality and the social equity in parallel. Planners seeking sustainability need to perform not only against a single, financial bottom line, but also against triple bottom line: which are economy, environment and social equity. Brundtland (1987) and Elkington (1997) have discussed those determined issues to make the world more sustainable; however, progress towards the sustainable development has been limited.

1.1.1 Challenges for Planning Sustainable Cities

Global Report on Human Settlements 2009 assessed the effectiveness of urban planning as a tool for dealing with the challenges facing 21st-century cities and for enhancing sustainable urbanization. Jonathan M. Harris (2000) highlighted urban planning practices and approaches, and related constraints and conflicts,

Jonathan (2000) also pointed out notes that traditional approaches to urban planning (particularly in developing countries) have largely failed to promote equitable, efficient and sustainable human settlements or to address twenty-first century challenges such as rapid urbanization, shrinking cities, climate change and related disasters, urban sprawl and unplanned peri-urbanization, as well as urbanization of poverty and informality. He concluded that new approaches to planning can only be meaningful, if they were linked to contextual sociopolitical processes.

Over the past few decades, new approaches addressing to the various problems listed above, had resulted in emphasizing the following urban

concerns: Strategic rather than comprehensive; Flexible rather than end-state oriented; Action and implementation oriented; Stakeholder or community driven.

Mee Kam Ng (2001) concluded that, planning sustainable city can be realized through both the urban context representing the spatial dimension of realizing sustainability, and the policy tools representing the atmosphere that enables the establishment of a sustained process. Policy tools had to consolidate governmental laws and legislation, market, information dissemination to realize Sustainable Community (GSA Office of Government wide Policy, 2009).

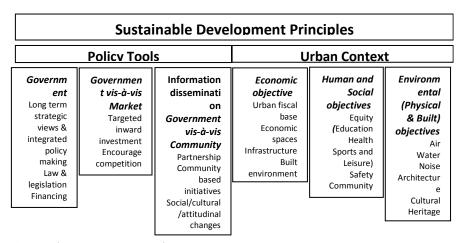


Figure 1 the sustainable development principle

Source: (Mee Kam Ng, 2001)

1.2 Participatory Planning & Sustainable Community

1.2.1 Difference between Participatory Planning and Public Participation

The traditional approach to participation had tended to assume that the planners can identify a common public interest and express it in the plan, which is then endorsed by elected representatives (Creighton, p 2005). Therefore, these assumptions had been challenged as societies became increasingly diversified by ethnicity, lifestyle, age and gender.

Therefore, planning practice needs to engage with the reality of diversity in today's society. This means being aware of different cultures and ensuring that issues of diversity are addressed throughout the planning process. Traditional public participation had often failed to do this. Participatory planning (Dale & Newman, 2008) is built around diversity, conflicting interests and the need to listen to the voices of marginalized groups. Participatory approach involves the inclusion of different stakeholders so that their views, concerns and issues can be included in the planning process. In this approach more networks, partnerships, information sharing, practical strategies were possible (Communities & Local

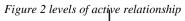
Government, 2007). Participatory approach aims at the end to create an active relationship among the various stakeholders of the society.

1-3-2 Active relationships

Sustainable development requires building sustainable community. Thus, it ensures consensus building and engagement with citizens both governments and non-governmental organizations. Those organizations need an active relationship. It allows different point of views, and finds areas of common agreement and it is transparent, with the constraints on each party clearly

understood. As per Communities & Local Government (2007), four level of participation are building active relationships and are as follow:

Information provision: This requires an effective communication with the participants. The means of communication can be (written, visual, face-to-face, electronic, etc), and timing . The transparency and the feedback from participants are essential at this www.goodpracticeparticipate.govt.nz/levelslevel.





Consultation: is a process that permits and promotes the two-way flow of ideas and information. Effective consultation is based on principles of openness, transparency, integrity and mutual respect. .

The consultation process may confirm the thinking behind the initial proposal, or identify new matters that hadn't been considered. It can also generate submissions expressing a variety of differing views or perspectives.

Partnership: A joint working relationship where the partners are otherwise independent bodies ; agree to co-operate to achieve a common goal ; create a new organizational structure or process to achieve this goal; plan and implement a joint program; share relevant information, risks and rewards

Community development and decision-making is inherent to community development. Community members make their own decisions; they decide how much outside help they want. A community may be (Karagkounis, V. (2009))

- Geographically based, such as a neighborhood, city, or rural town 0
- A network of relationships based around a common identity, such as 0 ethnicity, or interest such as sport or music.

It is concluded that building an active relation between stakeholders is key stone for building a sustainable community and then sustainable city.

1.3 Attribute of Sustainable development of a City (SDC)

From the above study, setting sustainable development in a city is a complex operation, and the planning process itself became more complex, it is notable to use policies tools that enable the real establishing of the process, occurring in an urban context i.e. the spatial dimension that realizes sustainability.

The sheet below is gathering the main attributes of sustainable development that should to be applied to achieve the sustainability.

Table 1 the sheet of Attribute that must be in the application on SDC

	Participation: ➤ Information provision ➤ Consultation ➤ Partnership
70	 Community development and decision-making
Policy tools	 (Government vis-à-vis Community) Community character: respect community history > strengthen community identity > partnership (government, private sector, community)
	Government Legal framework → Long term strategic views & integrated policy making → Law & legislation → Financing mechanisms
text	 Equity: ensure equitable distribution of benefits and costs ensure adequate resources and services are available to mitigate the impacts on disadvantaged groups
Urban context	 Environment: ➢ improve the overall living and working environment in order to promote health, safety and enjoyment ➢ safeguard resources and prevent environmental degradation
ſ	Economy:

Source: the author

The next part of the paper will present the experience of strategic urban planning of the small city in Egypt as a practice experience to set sustainability. The paper will diagnose gaps according to the above sheet derived and identify obstacles that hinder the process, on both levels: the urban context and the policy tools used.

2 - Strategic Urban Plans for Small Cities SUPSC in Egypt

2-1 Background

Egyptian cities have witnessed growing urbanization. This process of urbanization had caused the continuous formation of informal settlements on the periphery of cities due to the continuous migrating from rural areas that have arisen in the absence of overall planning, with disagreements of law and violation upon the property of the State.

As a result of this cruel deprivation of the minimum standard of living, the situation has spread among the inhabitants of these areas endemic diseases and the spread of ignorance and illiteracy and unemployment. Figure 3 satellite image of delta region 2009



Source: Google maps 2007

The lack of strategy for cities to develop local economic, and environment in general has been a major impediment to realize sustainable development.

2-1-1 Constraints

Unavailable databases and lack of updated maps at local units have been the main constraints. Furthermore, many serious financial constraints have appeared for the provision of utilities and infrastructure to upgrade informal areas where available maps showed only main streets.

Shortage of adequate cadres in most administrative units due to the low salaries has represented also a constraint (El-Diwany,S. AboulEyoun, I.,(2001)). Therefore, the government seeks to fill this gap by hiring a quantity of employees without having any professional experiences. This fact have also represented an important constraint for development and projects implementation. As result, weak field monitoring (follow-up) have allowed the growth of informal settlement.

2-1-2 Challenges:

Only Alexandria has begun a city development strategy CDS, as by El-Diwany, S. AboulEyoun, I., (2001). The rest of the cities has lacked any form of legal plan.

As, the city budget had been dissociated from the planning process, the master plans had ended up as shelved technical studies and have not been achieved. Finally, the lack of capacity to undertake City Development Strategy has been major obstacle to the accomplishment sought.

2-1-2 - Opportunities:

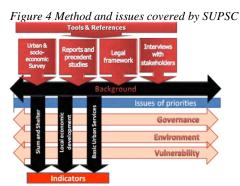
The General Organization for Physical Planning (GOPP) had set into motion initiatives to strategically transform urban planning in Egypt. The GOPP had been finalizing the new Urban Planning Development Law in which it has

instituted sustainable development as directive principle and strategic urban plans as a method replacing old master plans as statutory development documents and was approved by the Parliament and then by the presidential decree 119 year 2008. The GOPP had accomplished also in the process of implementing a national program to prepare General Strategic Plans for Villages in Egypt (4099 villages).

2-2 Methodology of the Strategic Urban Plan for Small Cities in Egypt SUPSC

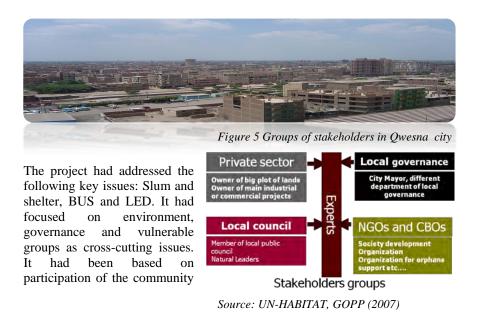
The overall goal for the project has been to contribute to the sustainable development of small cities by preparing short, medium and long term Strategic Urban Plans with focusing urban development and enhancing urban

management. The SUPSC method aspired to the participatory approach that enable the community to participate and to identify their needed priority projects, in order to create sustainability, to be able to resist in front changing circumstances, to develop tools, to improve the standard of living for all dwellers, especially the poor and marginalized groups. So it had used a structured approach where priority interventions were agreed upon through consultative processes.



Source: author

3- Strategic Urban Planning of Qwesna City



and the civil institutions to reach planned and projects associated with the requirements and needs of the community. It had also relied on the information obtained from interviews with the stakeholders.



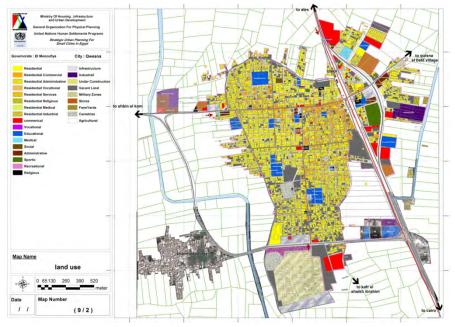
The paper will analyze the project activities,

tools and urban outputs, to evaluate the project sustainability, based on Attribute of Sustainable development of a City: policy tools and urban context.

3-1-Background

Qwesna city is located in Markaz Qwesna in El Menoufiya Governorate. The city mediates Markaz Qwesna on the agricultural travel-way "Egypt-Alexandria" and the bridge leading to Shebin - and is considered as the eastern gate of the governorate. Qwesna plays an important economic role because of the existence of industrial Mubarak district which is considered the second industrial pole after Sadat City in the governorate. Study addresses the following key themes: shelter and slums, basic urban services, and of the local economic development. This profile focuses as well on environment, governance and vulnerable groups as cross-cutting issues.

Figure 3: Existing Urban Landuse for Qwesna city



Source: Farouk, G and team work

The study is based on participation of the city community and civil institutions to reach corresponding planned and projects associated with the requirements and needs of the community.

It also relied on the data and information obtained from interviews

Shelter and slums: Qwesna is one of cities with regular urban fabric

located at west of Shebin El Koum (Government capital). City housing ranges between low level that concentrated in degraded areas at the heart of the city, and the middle level represents that the vast majority of housing (both at the heart of the city or parties that are created in the nineties). Qwesna city enjoys high score of residential housing units. while the



occupied units don't exceed the proportion of 40% of the total number of housing units. Appointed about 60% of the units are vacant, which is not supplied in the real estate market in the future or of the need to ban new laws.

Basic urban services : Qwesna city privileged unique position because of its location on the agricultural road to Cairo / Alexandria and the main entrance to the city of Shebin El Koum capital of El Menoufiya government, also its located on the railway network Cairo / Alexandria and away from the city of Shebin El Koum about 20 kilo meters, most of the city lies on the West Side of the agriculture road Cairo / Alexandria. Basic urban services facilities and services sovereign most parts of the city. 95% of the city's population possesses good service sanitation. As for the water systems has been improved network relatively disadvantaged areas, and supply network currently suffering from the deterioration of large parts of them, which led to increased losses.

Local economy : The existence of an industrial zone in the city of Mubarak helped indirectly in the development of the city. The informal sector brings many economic benefits at the level of Qwesna city. This sector provides products to a broad segment of society which cannot be provided by the formal sector to the consumer by the same price, even at low quality. Development is basically maintaining the development of the industrial region of the city rather than the city itself. This may have an impact on the deterioration of small-scale industrial sector in the City.

Environment : Firstly, the existence of the city nearby the industrial region had a negative impact on the level of environmental pollution of the city, this pollution is being presented in (factories wastes and its

effect on soil and groundwater -while the coal furnaces and smoke emissions from factories bricks are threats of pollution of the city where there are about 18 composting Coal in the neighboring villages of the city, which are (Shubra Bakhoum _ Ajhor El Raml - Kfar Abshish – Monshaet om Khanan).

Governance : Urban governance in Qwesna City is relatively good. The absence of a wide encroachment after the adoption of 1999 urban boundary indicates good urban controls . However, it lacks data and

spatial programs and mechanism that lead good management. This, so called, good practice always depends on the efforts of individual leaders.

Vulnerable groups : This segment consists of poor,

women and children that are ofimportant part the community they are mostly found as street children, or street vendors or unemployed breadwinners. women and



vulnerable dwellers Women and young people suffer from a lack of recreational activities and have to take their role as factors contributing and sharing development.

3-2 Policy tools

3-2-1 Participation in Qwesna City

In Qwesna city, the project had started by preparing meeting with governor and localities to acquire permissions and facilitations to achieve successful participation of the stakeholders.

Information provision

The participation of the community in data collection phase had been ensured either by providing direct information about the city or by providing help in performing urban surveys. The information provision through participation had aimed to identify main gaps and set different proposals for resolution according to stakeholder's opinions and experiences.

To perform this phase, the mission had been explained to different stakeholders who had been divided into four groups (as shown in figure (9)). Questions had been asked to each stakeholder or group of stakeholders separately to ensure secure situation and to avoid any limitations. Through several interviews done with the civic society, a deep understanding of the city gaps and potentials for sustainable development had been identified.

Consultation

Through the city consultation, the city studies, analysis, proposed projects and objectives had been presented and discussed with city stakeholders. Their comments had been recorded and priorities had been selected through workshops gathering different partners.

Through **Workshops** stakeholders had focused on one issue to agree on priority selection. Each group had a



coordinator who had guided and had managed the activities of the group, to facilitate its discussions. On the spot, a proper follow-up, and workshops' results had been re-presented to all stakeholders for final priority projects approval.

Work Groups. Series of Workshops had been conducted through workgroups to negotiate allocation of projects and limits of urban expansions (*Haez*).

Consultation results	Used Tools	Consultation agenda	Attendance		
 Stakeholders agreement on all presented data Agreement on priority objectives Agreement on urban limits and projects' allocation 	 Presentation PPT Listing of proposed projects and alternatives 	 Brief show for the study results, SWOT analysis, objectives, and Lists of proposed projects Open discussion Recording comments Sectional Workshops for priority selection 	• All groups stakeholde rs together		
Workgroup results	Used Tools	Workgroup agenda	Attendance		
 Agreement on urban limits and projects' allocation 	 Maps showed location of plots of land suitable for expansion and projects allocation 	 Workshop to negotiate allocation of projects and limits of urban expansions 	 Core group (representati ves for each group of Stakeholders' 		

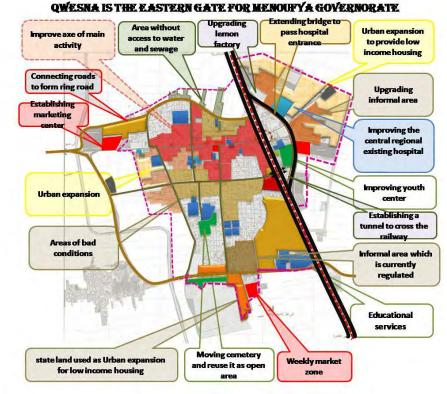
Table 1 shows the agenda, result and used tools in consultation and workgroup

Source: Farouk, G and the team work (2009)

3-2-2 Community Character:

Figure 6- Strategic urban plan for Qwesna city 2007

Future vision for Qwesna city 2027



Source: Farouk, G. and the team work (2007)

Discussions had been operated on assets and opportunities of the city. City vision which is an essential part of the strategy formulation of the city, had been created with the participation of the community. It had been based, not only on respecting community history and strengthening community identity, but also on revitalizing it.

Accordingly, it had been agreed by all Stakeholders through the city consultation, which had been held in September 2007 that the future vision for Qwesna city 2027:

"Qwesna is the eastern gate of the Menoufiya governorate"

The main goal of the city had been to ensure its role as regional level among ElMenoufya governorate. So it should improve the connectivity with surrounding urban communities, should perform and improve its regional services as the important market of the Delta of agriculture and industrial products, and then it can improve living conditions of its dwellers.

3-2-3 Legal Frameworks

The Qwesna strategic plan had ended by formulating logical frameworks that explained the strategy, according to agreed objectives. It had identified objectives and had proposed indicators to measure progress in this development.

Moreover, the strategic plan and the New HAEZ of Qwesna had been considered as being the legal map for the development of the city, where regulations, uses, and actions are defined. Their approvals' are the only way to obtain license for development as mentioned in the law 119 year 2008.

Table2 shows brief logical framework for Qwesnacity strategic plan

The main goal : Qwesna is the Eastern gate of El-Menoufiya								
First strategic line: Qwesna is the delta Market for agricultural and industrial								
products								
Objective 1: Provide job opportunities to reduce unemployment problem in the city	Indicator 1 : Annual unemployment rate of the total job market. Indicator 2 : The number of jobs being created in the year Indicator 3 : No. of The number of labor-intensive enterprises	Source1 : Information center of the city Source2 : CAPMAS						
Objective 2: Increase the amount of agro-industries investments	Indicator 1 : The volume of investments added to the agro- industrial sector during one year Total investment sectors of agro- industries around 900 million pounds Indicator 2: number of economic units operating in the area of agricultural industrialization 42 plants	Source1 : Department of the general Authority for Investment in the governmet Source2 : Information center of the city						
Objective 3: Increasing transactions of agricultural products to the region	Indicator 1: The annual rate for exports of agricultural products to the rest of the governorates and outside (current indicator: Unavailable and being updated) Indicator 2: Financial resources resulting from the marketing of agricultural products as a proportion of GDP of the city (current indicator: Unavailable and being updated)	Source1 : Information center of the city Source2 : CAPMAS Source3 : : Directorate of Agriculture in the government						
Second strategic line: improve the living conditions of the city, especially for								

low-income city						
Objective 1:	Indicator 1: Per capita recreational	Source3 :				
Upgrading and	services areas in the city	Annual survey				
providing services	Total green areas per capita 1.3	by Housing &				
and infrastructure for	metres2 Indicator 2: % households	infra-structure				
deprived areas	connected to sewage 95%	Directorate &				
	Indicator 3: The standard of health	the planning				
	services per capita family, nursing,	department in				
	doctors and operating rooms	the				
	Indicator 4: % households connected to	government &				
	water networks 95%	planning				
	Indicator 5: % No. of residential units	department in				
	for residential usage (11385 residential	Qwesna				
	units)					
Third Strategic line: ind	crease the connectivity internally and exter	mally				
Objective 1:	Indicator 1: Per capita in the city of	Source1 :				
Raise the efficiency	about 2.5 meters flat paved / person in	Information				
of internal roads and	the city	center of the				
increasing	Indicator 2: Annual accident rate	city				
connectivity with all	(current indicator: Unavailable and	Source2 :				
the region	being updated)	CAPMAS				
	Indicator 3: Population distribution	Source3 :				
	according to educational level	Annual survey				
	categorized according to gender	by planning				
		department in				
		Qwesna				

Source: Farouk, G and the team work (2009)

3-3Urban Context

Equity: Vulnerability groups had been represented in all phases of the projects. Moreover, priority projects had been tested by the (Project- Objectives) matrix to assure that the pro-vulnerability objectives had been filled. It had been clear that poverty reduction and women empowerment are the direct and the indirect objectives of ten selected projects.

Environment: The second strategic line for Qwesna was: "Improving Living Condition for Dwellers", so most of the selected projects through the consultation had been aiming the realization this objective. By testing the projects and the objectives, it had been revealed that eight projects are objecting to reduce the pollution, while two of them aim directly to improve the environment.

The new Haez of Qwesna set through the process is objecting enabling land to absorb the population increase and preventing new encroachment on surrounding agriculture land and then prevent environmental degradation.

The list of first priority projects	Improve the living conditions	Provide residential units	Avoid traffic accidents	Improve the flow of traffic	Improving internal and external link	Support craf activities	corroborate regional leadership	Stimulate trade movement	Provide new jobs	provide regional service for Markaz	Raise the efficiency and improve services	Provide the necessary requirement to meet the future	Reduce pollution and improve the environment	Previnting poverty	The empowerment of women	Improve public health	Upgrading the skills of workers	Number of objectives achieved from the project
An overbridge to facilitate the southern entrance to the city			3	3	3		2	2			2			1	1			17
Creation a department for burns treatment					2		2		2	3	3	3	1	2	2	2		22
Establishing bus stop complex			1	2	3	1	3	2	2	1	2	1	2					20
Linking Qwesna with the proposed international road	1			3	3	3	3	3	3		1	1	1	2	2	1		27
Duplication of Qwesna / Cairo railway project				3	3		3	3	2	1	1	1	2	2	1	1		23
drawing new boundary (haez)		3	2				1	2	2		2	3	1					16
Vertical expansion double street-wide		3				1	2					3		1	1			11
A general plan of Qwesna	2	3	1	3	3	2	3		2	2	2	3	1	1	1		1	30
Establishing a zone for craftsmen in the city				2	2	2	3	3	3	2	1	1		3	2		2	26
Transfering recycling project				1	2	1	1	1	1	2	2	1	3	3	2	2		22
create an association of furniture	2			1	1	3	2	3	3	2	1	1		2	1		2	24
Establishing Markets to compile craft products	2			2	2	3	3	3	3	2	2	1		1	1			25
Moving livestock market, sand using their land for services	1		1	3	3	3	3	3	3		2		3	1		1		27
The number of projects achieved the goal	×	6	×	23	27	19	25	32	27	15	23	19	15	19	14	9	3	

Table 3 shows project objective matrix for Qwesna Priority project

Economy: Local Economic Development LED was an essential issue of study and tackling in the SUPSC. Many projects had been objecting raising incomes and developing local economic by: Supporting craft activities, increasing trade movement, and providing new job opportunities.

5 Findings & conclusion

Table 4 the SUPSC in Qwesna city analysis

	Sustainable development	Strategic Urban Planning of Qwesna city									
		strength	weakness								
	Participation	Information collection by interviews Identification of priorities, allocation of project and drawing city limits through consultation, series of workshops	Non acting participatory Budgeting law was an obstacle hinder forming a real partnership,								
Policy tools	Community character:	Creating vision is based not only on respecting community history but also on strengthening community identity	lack of legal framework oppose creating the sustained partnership								
P_0	<i>Government</i> Legal framework	Financing mechanisms could not been implemented yet due to the non-supportive laws or decrees									
t	Equity:	Vulnerability groups were represented through the stakeholders in all phases Priority projects assure that the pro- vulnerability objectives were filled	efficiency of providing services are still questioned								
Urban context	Environment	The second strategic line for Qwesna was for Improving Living Condition For Dwellers" The new Haez of Qwesna set through the process is preventing the encroachment on surrounding agriculture land	The implementation of projects proposed by participation through the SUPSC of Qwesna city still faces many obstacles due to the non- compatible legal system								
	Economy:	Local economic development was an essential issues of the SUPSC									

The implementation of the strategic urban plan of small city SUPSC via participation still faces many obstacles due to the non-compatible framework system. Participatory Budgeting laws were not yet acting in Egypt at the time of doing the projects, although many national and international efforts contributing to prepare it. This fact was representing an obstacle that opposed the creation of the sustained partnership and the formation of an active relationship.

Services and facilities were spatially provided to mitigate the impacts on disadvantaged groups. But efficiency of providing services is still questioned.

The analysis of the SUPSC method reveals the improvement of the issues of sustainability theoretically. Therefore, the realization of sustainability in Qwesna city may be successful within the urban context. While policy tools that enable the proper atmosphere to realize sustainability need to be empowered via many supportive laws, and a complete legal framework.

Finally, planning practice needs to be engaged with the diversity in today's society. This means being aware of different cultures and ensuring that issues of diversity are addressed throughout the planning process.

The complexity of the problem is that the fail in achievement of real partnerships for implementation do not only leads to the non-achievement of the sustainability, but also causes a general mistrust, and refuse to participate. This consequence represents a strong obstacle to rebuild sustainable community.

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