

Chapter 7 :

Results of the field studies

In this chapter we shall review the most important results of the field study as revealed by the case study of Zagazig city and the district of Nasr City, as well as opinion of experts on means of intervention in housing

7-1 Case Study(1): Zagazig city

7-1-1- Historical background of the development of the city

Although Zagazig city is a relatively new city, yet it was established in an extremely old region, for Sharkeya governorate boasts two ancient Egyptian cities namely Tel Basta to the South East and San El Haggar to the East.

The history of modern Zagazig goes back to the thirties of the 19th century when a large number of irrigation and drainage canals were dug, barrages were built and roads were paved in Sharkeya (then directorate) to reclaim its lands and expand its urbanization. Ali Mubarak states that the city of Zagazig was first founded when Zagazig barrages were built in 1832 to replace Bahr Mouweis river dam. For the workers employed in the construction of the dam built huts on both banks of Bahr Mouweis river. This was the nucleus of urbanizing the area, a process that continued after the dam was completed¹.

When it was first established Zagazig was administratively affiliated to the Markaz of Kenayat. But in 1890 it became an independent Ma'moureya. Then in 1896 the Markaz (administrative center) was moved to Zagazig in the center of other towns of the Markaz. Then it became capital of Sharkeya governorate.

As to the name of Zagazig, the geographic dictionary states that the workers engaged in the construction of Bahr Mouweis barage were from the small village of Kafr El Zagazig a little to the north of the site of the dam, and the foreman was a man by the name of Ibrahim Zagzoug. The area where the huts and houses of the workers were built soon become known as Nazlat (hamlet) El Zagazig after the family of the foreman Zagazoug and Kafr Zagazig their town of origin. When the barages were completed in 1832 it was called Zagazig barages.

¹ Yousry, Mahmoud, 1974, Master plan project of Zagazig from 1972 - 2000, pp.140-148

Urban Development of Zagazig City:

Urban development of Zagazig city from the late 19th century and up to the period covered by the study may be divided into six stages namely: (see fig 7-1)

a-In 1886 the nucleus of Zagazig was the Zagazig barrage now known as El Tes'a barrage,(Barrage of the nine) in Kafr El Zagazig in the South, and Kafr El Sayadeen (the fishermen's district) to the north of Kenayat canal, in addition of course to some scattered settlements in El Montazah and El Nezam districts. The total urban area did not exceed 125 feddans that is about 8% of the urban area of 1973.

b-From 1886 and up to 1921 the urban area grew at a rate of 3 feddans per year, and the vacant area between Al Montazah and El Nezam districts become fully urbanized. Soon urban development crossed the railways and extended to its east, nearby Kafrs (hamlet) were soon founded such as Kafr El Eshara , Kafr Abd El Aziz and Kafr. El Nahal and Mouawad. The urban area then grew to become 14.5% of the 1973 urban area of the city.

c-Between 1921 and 1937 the rate of urban growth rose to 7 feddans per year and took the form of extensions of previously urbanized areas particularly to the north and east of the railway station. No new areas were urbanized during this period. The total urban area in 1937 reached 340 feddans, representing 21.5% of the 1973 urban area of the city.

d-From 1937 to 1960 the city grew on the outskirts particularly to the east and north and new urban areas were established such as El Masaken area in Kafr El Eshara and the area of administrative buildings on the opposite side of Kafr Abaza and Abu El Rish. By then the urban area of the city had grown to cover 545 feddans, that is about 34.5% of the 1973 urban growth area of the city, and the rate of urban rose to 9 feddans per year.

e-The era of urban and demographic explosion of the city took place between 1960 and 1973, for in those 13 years the urban area almost trippled from 545 feddans to 1582.²

² Ibid, Youssry, pp.140-148

The rate of urban growth in those years was an average of 80 feddans per year. That is about nine times the rate of urban growth in the previous period 1937 to 1960. The boom of urbanization expanded to reach small nearby villages and Kafirs particularly to the northern and eastern parts of the city. During this period several land plots were divided and approved particularly in the western and south western parts of the city.

f-The period from the mid seventies to the mid nineties was one of great national change. First, there was the adoption of the open door economic policy, there was also migration of Egyptians to Arab gulf countries and their return with capital, which most invested in buildings. Another important feature of this era was the establishment of Zagazig University and the growth of its faculties, a matter which necessitated providing houses for its professors, students and employees. As this University constituted the back bone of growth in the city, and as it was located in the north eastern part of the city the rate of urban growth was most rapid in this direction parallel to the villages of Shiba and Kenayat. It was during these last twenty years too, that informal housing areas grew and increased in number in the northern shiakhas (suburbs) of Zagazig.

7-1-2- Analysis of this urban development :

Zagazig city first originated as various scattered settlements, then in time these settlements grew to connect with each other. The oldest of these settlements was around El Tesa' barrages which is considered the nucleus of Zagazig city.

Until early this century the railway was considered a hindrance of urban growth. Consequently the city was confined to the area lying between the railway and Bahr Moumeis river. However, when this area became overcrowded, urban development was forced to cross the railway and urban growth continued in this new area but at very low rates, at first as there was a general feeling that this new area was isolated and outside the city. Only by the sixties did this new settlement attract more urban development a matter which led to its rapid growth particularly after the construction of the new "Mo'ahda" road. Most of the urban development of Zagazig city from the sixties and up to the seventies was in this area.

Tables (7-1) and (7-2) show that the annual rate of urban growth continued since the establishment of the city until now. This means that the city not only grew but that this growth was rapid. This is a feature common to all other cities in Egypt

due to the increase in population, the improvement in the means of transportation and the tendency to build more spaciouly than in the old areas where buildings were crowded in small areas. But the rate of urban growth increased from 1960 to 1973 at an extremely high rate that is unprecedented in the history of the city. This may be due to the following :

I-The housing crisis of this period particularly after the 1967 war and the immigration of about 56000 from the inhabitants of the Suez canal zone, greatly affected by the war, to Zagazig being the closest large city to them, and was further aggravated after the establishment of Zagazig University and crisis resulted in the construction of a large number of houses by both the private and public sectors to satisfy the growing need for houses.

II-It was during this period that many public service and utility buildings were constructed the most eminent of which is Zagazig University. Service and administration buildings were mainly built in the area apposite Monsha Abaza and Abu El Riche . The growth of the city in those years was mostly in the University area, in the north and north western parts of the city.

III-Many industrial buildings were erected in the southern and south western parts of the city, in the area opposite to Monsha Abaza and Abu El Riche .

IV-The construction of many industrial buildings in the southern and western parts of the city.

Table (7-1) : Analysis of the Urban Development of Zagazig city

Year	Area in Feddans	Increase in feddans	Annual increase in feddans
1886	120		
		105	3.0
1921	225		
		113	7.0
1937	338		
		207	9.0
1960	545		
		1037	79.0
1973	1582		

Source : Yousry, M. , 1974 , Master plan project of Zagazig city, 1973 -2000

Fig.(7-1) Zagazig urban development since 1880
 source : Youssry, M., Project of the Master plan of 1973



- The city in 1886
- 1886 - 1920
 - 1920 - 1937
 - 1937 - 1960
 - 1960 - 1974

Fig (7-2): Demographic Development of Zagazig City

Year	Number of inhabitants	Annual rate of increase (1)
1882	21450	5.3
1897	38434	-0.2
1907	37815	1.4
1917	42942	2.3
1927	52839	1.3
1937	59793	3.7
1947	81813	4.0
1960	124417	3.6
1966	151186	3.4
1976	202575	2.1
1986	245496	

source : The public census

- 1) The average annual increase between the two census as a percentage of the previous census .

7-1-3 - Attempts to prepare a Master Plans for the city:

In 1973-1974 the governorate entered into a contract with the professor Dr. Yousri Hassan assistant professor of planning to prepare a Master plan for Zagazig city from 1974 to the year 2000 (that is a period of 25 years). The plan included maps of the land uses in 1973 and a list of the buildings that should be demolished and stages of such demolishing to provide land necessary for the construction of other services and utilities instead, and to eliminate land uses that are disturbing or dangerous or should not be within the urban area. Table (7-3) shows these buildings or establishments.

7-1-3-A- Direction for future growth & development:

The 1973 Master plan project studied the factors affecting the direction of growth and recommended the following :

-In the first phase urban expansion should be directed towards the west and north to avoid the aggravation of the problems of the areas separated by the railway in the eastern and southern parts of the city. Meanwhile bridges on waterways should be improved and the new regions should be provided with the necessary services and utilities. At the same time the eastern part of the city should be improved through the policy of replacement, the sparsing of the population and providing them with services.

-Expansion towards the eastern and southern parts of the city may be allowed later after properly connecting them to the other parts of the city by means of the road network and the bridges proposed in the plan.

-The boundaries of the residential urban areas with their necessary services should be linked to and lying within the outer ring road. No building may be constructed beyond these boundaries except buildings used for industrial purposes.

-The northern and western boundaries of the city should be left without strict limits, that is the ring road may not be completed in these directions.

7-1-3-B- Quantitative needs of growth.

To be able to imagine a plan for the city for the year 2000 the estimated area of the city by then should be calculated . That is the area of land used for urban purposes that would or should be added to the present area. These new areas may be divided into the following three categories :

- The area necessary for the accommodation of the increase in the population.
- The areas necessary for reducing the demographic density and over population in the present residential areas.
- The areas necessary for non-residential purposes.

7-1-3-C- New Residential Areas

The expected population of Zagazig city in the year 2000 is about 475 thousand. That is an increase of 230 thousand than its 1986 population, as it is presumed that the demographic density in the new residential areas should not exceed

Table (7-3) Establishments and buildings that should be moved and the stages for their replanning and proposed new uses in Master plan (1974-2000)

The Sheiakha	First Stage 1974-1980	Second stage 1980-1990	Third stage 1990-2000
Hassan Saleh	Army camps	The mills	residential areas to be replanned
Al Hariri	Veterinary clinic (Al Rifk Bel Hayawan) the city council warehouse-Rashwan rice Hulling facilities, car repair workshops , the Rabies Hospital , army camps , the mill	The building used for industrial purposes west of Rabies hospital .	Residential areas
Al Nahal	Delta cotton gin company. Misr oil press and soap , the Oil company warehouses at gazor Zagazig- Al Mobarraz cemetery- The cemetery of the Christians and roman Catholics. The whole sale market the land originally used as an open field born. The brick plants , the land used for military purposes. The iron smiths and plumbing workshops, the car repair workshops , El gammaleyah market.	the tropical disease, hospital, the leprosy hospital, the personal statute courts.	residential area.
Al Hosaneya	The cattle market, the cemetery of the Christians. Tuesday market.		residence areas
Yousef Bek		The garages of the public transportation bus company and the sharkeya and Dakahleya bus companies	
Zagazig north and south			residence areas to be replanned
Al Hokama	The prison - the public hospital - the garage of El Nile company		

150 person per feddan. This means that there shall be a need for an additional 1540 feddans to accommodate the new residential areas including their services and utilities upto the year 2000.

However the land available for urban expansion within the administrative boundaries of the city, excluding the areas allocated for the University or similar land uses has been calculated as only 1300 feddans.

Consequently if the city is to accommodate this increase in population and residential areas its administrative (Haeiz) boundaries will have to be expanded. The study recommend that such expansion (that is an additional 240 feddans) should be in the northern and western parts of the city.

7-1-3-D- Reducing the present demographic density and over crowdedness in the city:

Due to the small area available for urban expansion and to prevent the degradation of agricultural land, we do not recommend providing more land to alliviate the current over crowdedness in the city. The high demographic density and the over population in the city is mainly due to the fact that the houses are only one or two stories high. This problem has now become quite serious and constitutes a health hazard and leads to grave social problems. For there are no green areas and no room for utilities and services.

It is well known to planners that the high demographic density itself is not a problem unless it is accompanied by over population and lack of services. This means that healthy residence areas may be planned in the city with a density higher than the present one provided that this density takes the form of high towers on residential buildings leaving sufficient green areas for the free movement of air and the penetration of sunshine, and provided also that there is enough space for educational, health, recreational and other services .

Therefore the study recommended reducing over population and high demographic density in Zagazig through vertical urban expansion particularly in the center of town. That is replacing already existing old one or two story buildings by high rising buildings provided the necessary health and other conditions are reasonably met.

7-1-3-E- Non-residential land uses :

In addition to the already required areas for the construction of new residential areas there is also need for land to be used for industrial purposes and for services and

utilities. The new proposed Master plan shall determine these additional areas and their location. See fig. (7-2), (7-3).

7-1-4 - The Master Plan project of 1973 (organic theory of planning)

Upon the determination of the quantitative needs of growth of the city in the different phases and the direction and priorities of this growth, came the stage of determining the means for such growth. This means that a theoretical pattern of planning that may be applied to new districts, as well as, to presently existing ones must first be prepared. Such a pattern would deal with both the present problems and the anticipated ones and tries to fulfill the objectives. The rational comprehensive approach was selected.. For this theoretical pattern the 1973 Master plan chose what is currently known as the “organic theory” of planning, which may be summed up in the following:

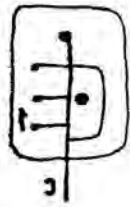
7-1-4-A- Objectives of the organic theory :

The organic theory aims at planning the city to attain the main objective of giving an understandable and logical structure for the city to enable it to function better. Through dependence on the hierarchy of urban components whether they are clusters, neighborhoods, municipalities , or roads, as well as , the hierarchy of service and utilities.

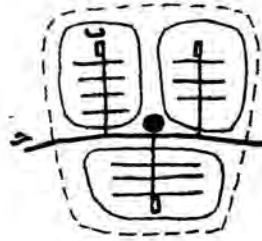
7-1-4-B- Application of the organic theory to the city of Zagazig.

When the organic theory was applied to the city of Zagazig special rates that take into consideration the limited potentialities of the city were selected. Such limited potentialities include the scarce funds and scarce area of land necessary for the growth of the city, which must be reasonably restricted to reduce the rate of degradation of agricultural land. And thus these measures increased the demographic density of the Master plan.

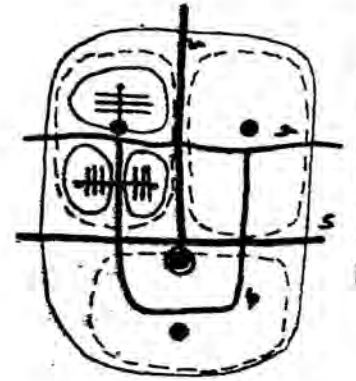
The proposed Master plan for Zagazig (from the year 1973 to the year 2000) has been prepared as is shown in fig. (7-4)



The Cluster



The district



The neighbourhood

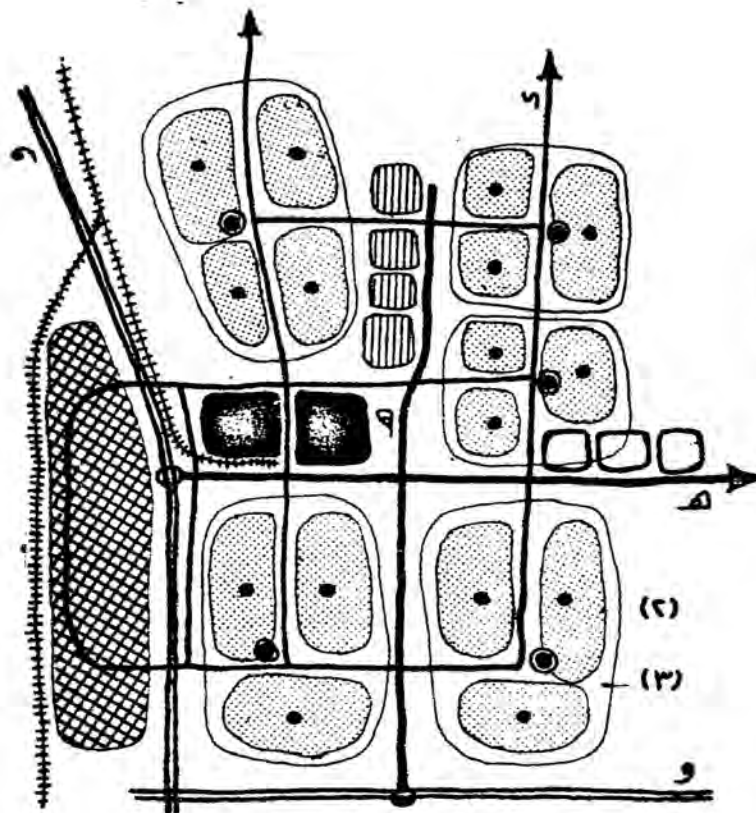


Fig (7-3) Organic theory

source: Yousry, M., Master plan project of 1973

7-1-5 - Assessment of the replanning attempt :

As previously mentioned lack of control over the trends, and volume of urban growth and lack of planning was the cause of many problems that were aggravated in time. Hence planning should aim at directing urban development towards the optimum direction and providing the necessary land for such growth and development in advance.

7-1-5-A- It must be admitted that the 1973 endeavour to prepare a Master Plan for Zagazig city was a pioneer initiative from Sharkeya governorate unprecedented in any other governorate in the Arab Republic of Egypt with the exception of Cairo and Alexandria governorates.

B- It is worthy of mention here that when a master plan for the city was prepared urban planning law No.3 for 1982 had not yet been enacted. Hence, the only authority responsible for the execution of this Master plan was the Urban Planning Department of the city council of Zagazig city. The structure of that department at that time and upto now renders it incapable of carrying out this responsibility. Moreover this master plan was neither approved by the competent Minister, that is the Minister of Housing nor by the Governor. When the law of urban planning was enacted in 1982 after 10 years of the preparation of Master plan, it was too late to execute. Thus, we could not say that there is a planning approach that governs the officials decision making nor tools to use.

C- The question now is could the present situation of the Egyptian towns and cities be changed if the local government adopts the policies recommended by their Master plans? This is what the study (dealing with the Major features of Egyptian cities upto the year 2000) attempts to answer taking Zagazig city as one of its examples. That is what happened in Zagazig since the preparation of the Master plan and up to the time of the study (1989), comparing the situation in 1989, and the master plan that was not executed by the local government .

The comparison has been confined to three basic elements namely land uses, urban development and services development.

7-1-5-1- Land uses :

A study of the main features of the problems of urbanization revealed that there is an undesirable mix of uses (interlock) in the land uses in Zagazig particularly

residential and other land uses. For example, there are the areas of risky and hazardous uses such as gas depots and other environment polluting activities such as industrial workshops within the residential areas³.

There are also the areas used for regional services such as the prison, the judicial courts compound and the cattle and camel market. All these facilities occupy large areas of land within the residential areas and hence have a negative impact on the performance of the city.

Therefore it was only normal that the above mentioned 1973 Master plan should adopt a clear cut recommendation in this respect calling for the immediate disengagement of this interference (interlocking) within a limited time during which all these land uses would be moved outside the city (see table 7-3). However, a thorough examination of the current situation revealed that only 13% of the land uses that should have been moved during the period 1974-1990 have actually been moved outside the city. For example plans to remove the prison have not been implemented nor has any arrangement to do so been taken up to the present (the end of 1996), for in the interviews the executive actors told us they are considering moving the prison.

7-1-5-2 Urban Development:

As a result of leaving urban development to grow in any direction unchecked, the already existing problems were aggravated and new ones appeared. The study also sheds light on the main feature of urban development problems. It is worthy of mention that one of the main objectives of the master plan of Zagazig was to direct urban planning to the best direction and to provide the necessary land needed by this urban expansion before hand. To attain this objective a new Master plan for the city for the year 2000 was prepared. This master plan determined the required areas for expansion to relieve over crowdedness in the areas with high demographic density as well as areas to be used for non residential purposes.

Furthermore, the direction of growth was defined through a theoretical planning model for the new areas and another for replanning the already existing areas to solve the already existing problems, to avoid potential ones and to attain the optimum objectives .

³ Faculty of Regional and Urban planning, 1989, Salient features of Egyptian cities upto year 2000,pp.56-59

The adoption of this new ideology (school of thought) led to defining the functions of the city and the structural hierarchy of the residential areas of the city, as well as, the service centers and consequently the road network of the city. (shown earlier in fig. (7-4).

Although information and data on the present situation of the urban growth of the city is not sufficient in this study yet the researcher's field study indicate the continued informal growth of the various land uses inside and outside the city with no control or limitations or restrictions whether to the volume or direction of this growth. Hence the city was soon connected to the small villages surrounding it such as El Aslougi, Shiba, and El Kenayat. This unchecked growth continued up to now (1996) consequently traffic into and from the city has become quite congested.

7-1-5-3- Services:

The Zagazig Master plan endeavoured to remedy the gaps in the structure of services, their rates and regional distribution. The 1974 data revealed that some schools are over crowded, the conditions of their buildings pathetic and their distribution among the various areas is not fair. Hence a plan was drawn to gradually improve the educational standard and determine the future needs of schools and classes on the basis of the estimated population growth, as well as ,on the basis of old schools that are to be replaced. The Master plan also included several recommendations to improve health services at their various levels, by providing sufficient beds, doctors and nurses to improve the rates of these services, taking into consideration the expected growth in population during the period covered by the plan. These recommendations also included the establishment of additional urban health centers. The Master plan further took into consideration providing areas for recreational services of which Zagazig is almost deprived .

However, the 1989 study indicates that there is a relative improvement in the services of the city in general although the degree of improvement differs from one service to the other. It has also been noted in this study that although the increase in the green area has been quite modest during the past 15 years due to the fact that it is not a priority for investment, yet the density of classrooms in basic education has dropped and the rate of bed / thousand inhabitants has risen from 2.4 in 1973 to 5.1 in

1988, thus exceeding the rate proposed in the Master plan for the year 2000 which is 4 beds per thousand inhabitants.

This discrepancy reflects a very important fact, namely that the decisions dealing with the distribution of public expenditure on the various sectors is not based on any general policy or master plan. Moreover, the researcher has noticed that the rate of improvement of medical and health services is mainly due to the fact that when the faculty of medicine of Zagazig University was established many of the professors who were appointed to it settled in the city and opened their private practices, clinics and hospitals , thus increasing the number of beds.

7-1-6 The present situation in Zagazig (problems and short comings)

The field visits and observations of the researcher, as well as, examinations of the most recent statistics indicate that the city suffers from demographic, housing and urban problems in addition to problems pertaining to land uses, as follows :

A-Housing problems :

As a result of the speedy increase in the population of Zagazig to reach 245496 persons by 1986 thus making it the ninth city or capital of a governorate in Egypt with respect to population, and as 34% of the urban dwellers of Sharkeya governorate live in the city of Zagazig (1986)⁴, the population density in Zagazig reached in 1986, 31115 persons per square kilometer. All these factors definitely had their negative impact on urban development, on the density and on over crowding leading to low rates of social and health standards. Moreover, most of the buildings are in a bad condition either because they are old or because they were originally rural houses then they were contained in the expanded urbanization process.

B-Services problems :

Due to the unplanned and unexpected growth rates of the population demand on the services increased rendering them incapable of satisfying the needs of the population, although the situation with the services is better than was expected by the Master plan (as mentioned in the major features of Egyptian towns).

⁴ Bureau of Census, 1986 statistics.

C-Utilities problems:

Utilities too met with the same fate as services, and they fell short of satisfying the needs of the ever increasing population and this is reflected in the frequent current failures and the overflow of the sewage.

D-Unplanned urban development:

The speedy increase in population rates led to an urban boom. Consequently the area of Zagazig expanded and contained the surrounding villages. This expansion continued in the wrong direction towards the fertile agricultural lands. This encroachment on agricultural lands has rendered many irrigation canals useless, as there was no land to irrigate and some of them were even filled. In some cases urban growth took the form of extension of already existing streets observing some of the building rules, although those buildings only required building permits from the villages of which they are a part, and not a building licence as in the case with buildings within the administrative border of the city. However in other regions close to villages the unplanned urban growth took the form of village houses that are in no way controlled by building rules and regulations, as is the case with the northern part of the city (El Bahareya Zagazig) Hence improving these areas or introducing facilities to them requires great efforts.

E-Distribution of land uses (allocation of land) :

In the past distribution of land uses was only applied to land owned by the state and earmarked for a certain land use. Consequently land uses were interlocked and distribution of services was unbalanced. For there were regions that had more than their share of schools while other regions were deprived of them. Moreover, the observation referred to in the 1973 Master plan still applies, namely that the prison, the open grain silos, the markets and other services occupy distinguished and privileged areas in the city and therefore should be moved outside it .

It is also worthy of mention here that the fact that part of the University lay in the western part of the city and the other part lay in the eastern part led to urban growth and expansions in these two directions. It would have definitely been better had the urban expansion been directed towards the western and the north western parts of the city as the master plan had recommended. This would have facilitated control of urban growth and planning of one part. Furthermore the eastern part is separated from the city by the railway. This is reflected in the difference between

(kism) precinct I which is the eastern part of the city and precinct II which is the northern and western part of the city. For precinct(kism) I which is the older one had a population of 107273 in 1976 and precinct II had 9530 in the same year. Precinct II developed more and at a quicker rate to have a population of 125926 and Precinct I 1,19570 in year 1986. In other words the western and north western parts of the city where the University lies develop at a higher rate than the eastern part.

7-1-7- Practical examples of intervention in urban land use in Zagazig :

The field visits and personal interviews conducted by the researcher proved that there is a deficiency in intervention or control over urban land use either due to the lack of experience of the political decision maker, or because he is unqualified in planning on because of a change in the administrative structure or its head, a matter which would lead to a change in a decision ...etc.

Follows are some practical examples :

1-Al Montazah street : this is one of the main streets of Zagazig city with gardens in the middle. A review of the history of this street shows that in earlier times a canal passed through it. Then it was filled and replaced by gardens and music kiosks. Later during the 1967 war and after, a bomb shelter was constructed under the gardens. This situation continued until the 1973 war when the bomb shelter was no longer used. The governorate then began to use these shelters as warehouses. But soon enough they constituted a threat to safety and security as they began to be used as shelters for crime and dope, see fig.(7-5)

Early in 1980 the governor thought to benefit from the concrete structure in building a bakery above the street level over the shelters. Then the governor who followed wanted to use it as a hall for ceremonies. Thus each governor used one of the shelters differently. Now those earlier gardens in the middle of the street now accommodate branch for the Bank of Development, a branch for Egypt Air, a branch for Al-Ahram Food distributing company, as well as, other installations for different uses.

Thus, it is impossible after the lapse of so many years and the existence of these fixed uses costing hundreds of thousands of pounds that Al Montazah street could be restored to its earlier state. But less costing uses such as newspaper kiosks or other kiosks and bus stops could be moved elsewhere.

2-The street overlooking Bahr Mouweis river: this street used to be characterized by its beautiful location and scenery. But as parts of this street were the responsibility of the department of irrigation and other parts were the responsibility of other departments, each part was developed differently. In one part the buildings were built directly on the river bank, in another a river corniche was built. One part was exempted from the restrictions of height limits to the extent that a building in this part is 21 stories high and has a licence to go even higher. Thus, this street lost its beauty and distinction (almost similar to what happened to the Nile river and its banks in Cairo) see fig (7-6)

3-Another street Abdel Aziz Ali street: was exempted from the height restriction so that the height of buildings may be one and a half times the width of the street. This led to traffic congestion and the change of the streets main course. Finally the last part of it was made larger by filling a canal and enacting a new building line.

4-In another street the new building line of "Kawmia" street was set, all the authorities and departments concerned abided by it so that it may be an outlet and facilitate access to the new areas inside and even outside the administrative border (cordon) of Zagazig. Everyone respected this building line whether it was inside or outside the administrative border, and whether it was formal or informal housing. However on the (corner) crossroad between this street and the river corniche there was a plot of land owned by the department of irrigation on which it built a building not abiding by that building line, a matter that consequently led to narrowing the street. The building department could do nothing about it. Then the governor gave the Association of Applied Engineering another plot of land on which it too built a building disrespecting the building line. This rendered the street even narrower within the administrative border of the city and wider outside it. Thus outside border lines buildings were more strict in respecting the building line than the formal official buildings within, see fig (7-7).

5-The University neighbourhood: The University constructed a neighborhood for its professors made up of villas and multi storey buildings, the compound was surrounded by a fence. As these were considered government buildings, they were exempted from the necessity of obtaining building licences and from paying additional fees to receive facilities. When these buildings were completed instead of having the university manage them they were given to the governorate to manage

them. The governorate pulled down the fence. The buildings thus lost their nature as government buildings or as a special compound and became ordinary buildings, similar to privately owned buildings they required licences, that is a building licence for every villa or multi storey building, as well as, payment of extra fees to receive utilities and services. Also after pulling down the fence any one could buy land or villa. Thus, control was lost. Hence the question now is, would it not have been better to leave it as an independent community with an independent management? See fig (7-8)

6-One of the previous governors proposed having an industrial zone in the eastern part within the administrative border of the city irrespective of Master plan or the rules for establishing an industrial zone. As this was within the urban area, houses were built on top of the workshops and thus it became an area of mixed uses, that is residential and industrial upon the overt and official approval of officials. Although industrial uses have hazardous effect on health....etc.

7-The area of Kafr El Zagazig El Bahareya in the northern part of the city has informally grown and developed. In a study of the urban area conducted in 1993 this area was excluded from the urban region and considered an agricultural area. All officials in the department of planning were well aware that it is all a residential area completely developed to informal housing covered with buildings even before 1993. But the officials in the department of agriculture, and according to their maps believe that it is an agricultural area and refused to include it in the urban area. Even more ironic is the fact that this region was considered in another study an area of informal housing that needs to be developed and requires a study to develop these informal houses, as well as, a budget allocation. This simply means that planners in the department of planning or GOPP and departments of agriculture know nothing about what either is doing, see fig (7-9).

8-The new urban expansion areas in the north and north western parts of the city are within the administrative border of the villages of Sheba and Kenayat. Therefore, building in these areas requires only a building permit and water and electricity facilities would be extended to such buildings without much ado. While building within the administrative border of the city requires a building licence, 10 years insurance, social insurance and other official documents and expenditures. Consequently land within the administration border of Sheba village, became more

expensive than land within the administrative border of Zagazig, the city and capital of Sharkeya governorate. That is land outside the urban border (cordon) became more attractive and profitable to build on. see fig (7-10)

9-In the district of Ezbet Abaza there is a plot of land on which there was a building that collapsed. The proprietor wants to build a new building on it. While his neighbours believe that part of this land should be expropriated by the governorate so that the street which gives access to this area may be widened. But there is no budget for such expropriation or compensation needed to the establishment of a new building line. Thus the proprietor built his building on all the available area, and consequently the inhabitants of the area were deprived of a wide access to their area that would be of prime importance in cases of fire, as it would allow easy access of fire brigades.

10-The land formerly used as a cotton gin was sold to the Bank of Housing and Construction, in an attempt to have a better use for land in cluses within the administrative border of the city. However due to the great difficulties encountered by the bank in incurring huge expenditures in the division of this large area of land, as well as, the high cost of connecting it to water, electricity, sewage and other facilities the bank could not proceed with the project at present. It was delayed and may never be implemented. Although such infill development can increase the number of apartments needed for future inhabitants as well as, enhance the image of the city.

11- The Problems of Zagazig University : Most of the faculties of Zagazig University are threatened to be forced to evacuate the buildings in which they are established. The first of these faculties is the faculty of Agriculture which was set up on an area of 64 feddans rented from their owner. The situation remained unchanged until the faculty began to build on the land, and litigation between the owner and the faculty began until the owner obtained a final court judgement to evacuate the faculty and seize the land. The owner did receive 25 feddans of the land of the faculty.

The first solution for this problem was to expropriate the land for public use. And when the government failed to do this, the faculty began to negotiate with the owner to pay for the land and put an end to litigation. The faculty offered to pay LE 50 million although market price for the total land is LE 64 million.

The University as a whole faces the same fate now that the lands of the University have become part of the residential developed area of the city and their

prices have soared high. Litigations with the owners including the wakf the land of which is rented by the university are bound to be rife.

The University did commit a great planning error. For instead of buying the land when its prices were much less, prior to the urban boom of construction, and development caused by the university and then constructed its buildings. It spent great sums of money on the construction of buildings on rented land and then when the price of land increased it faced litigations. Moreover when a final court judgement allowed the owner of the land of the faculty of agriculture to regain his land other land owners were encouraged to file similar law suits against the university.

That is to look at the problem as a taking from the government (university) to private land after renting it without paying owners or the ability of owner to end the lease due to change of use from land of agricultural research to building land . That this kind of abuse of power is now raised by this case where owners were able to legally take their land back, is a new trend in judicial and political ideology in Egypt towards the protection of private property against government aggression, see fig(7-11).

12-In cases of a construction default, officials usually issue an order to demolish the building leaving the ground floor, as it is usually safe to keep . These ground floors are usually shops and hence continue to exist and practice their activities whether commercial or industrial. To develop such plots of land the owner usually has to pay a large sum of money to the users or renters to evacuate them or he sells to a developer to do the same thing. Negotiations to evacuate usually involve the payment of large sums and they last for a long period. This measure is adopted by officials to protect the tenants. But this always has a negative impact on urban development.

Officials when issuing orders, and laws when enacted, must enforce arrangements that promote urban redevelopment as an object taking into consideration that redevelopment of plots of land involve:

- coordinating complicated rights.
- coordinating conflicts of interest concerning participants, owners and tenants
- special incentives or subsidies to be given for special attributes in new buildings or acceleration early building of new structures better than old shanty structure.

We believe that there must be a standard form by which a developer can evacuate the old buildings and fairly compensate the tenants without violating the

rights of the owners. In this example of Sami pharmacy which is located on the corner of two main streets the developer paid the tenant of the pharmacy the same amount he paid to the owner of the land for the whole plot, see fig (7-12)

13-The project of administrative boundary (Haiez) of Zagazig for 1993 approved by the Minister of housing is defective in the following aspects :

- It is less in area than that proposed in the 1973 Master plan for the year 2000.
- The edge of the border line is irregular and follows the border lines of small plots of agricultural land (due to the intervention of the Ministry of Agriculture and its department for the protection of Agricultural land). This irregular border line does not follow any main street or canal or distinct feature. Hence officials find it very difficult to abide by.
- In many areas the built area now has exceeded the boundaries (Haiez) as these boundaries are based on old maps and data, see fig (7-13).

7-1-8 The present situation with regard to Intervantion in the Urbanization Process of the city of Zagazig.(results of field study)

We shall now attempt to find answers for the basic and major questions raised by the study. These answers shall be based on theories and on field research.

1-The first Questions ; The Approach:

Is there a definite strategy or approach that is now being applied with regard to intervention in land uses? and if there is what are its main features? In an attempt to define these features of intervention , we found out that a field study of the city has been conducted and consequently a Master plan has been prepared as a framework for intervention. This master plan not only marked the problem areas in the city but the future situation in the city, the proposed direction of growth, and the priority in solving its existing problems.

This Master plan however remained a mere blue print that was not approved by the executive authorities. Hence it was not binding. Then a new urban plan boundary “Haiez” was prepared as a framework encompassing all the activities of the officials in the city. The researcher does not totally agree with this new boundary, and in fact even those who prepared it have numerous reservations on it. Yet it was not implemented as it is in contradiction with decisions issued by the departments responsible for the protection of agricultural land.

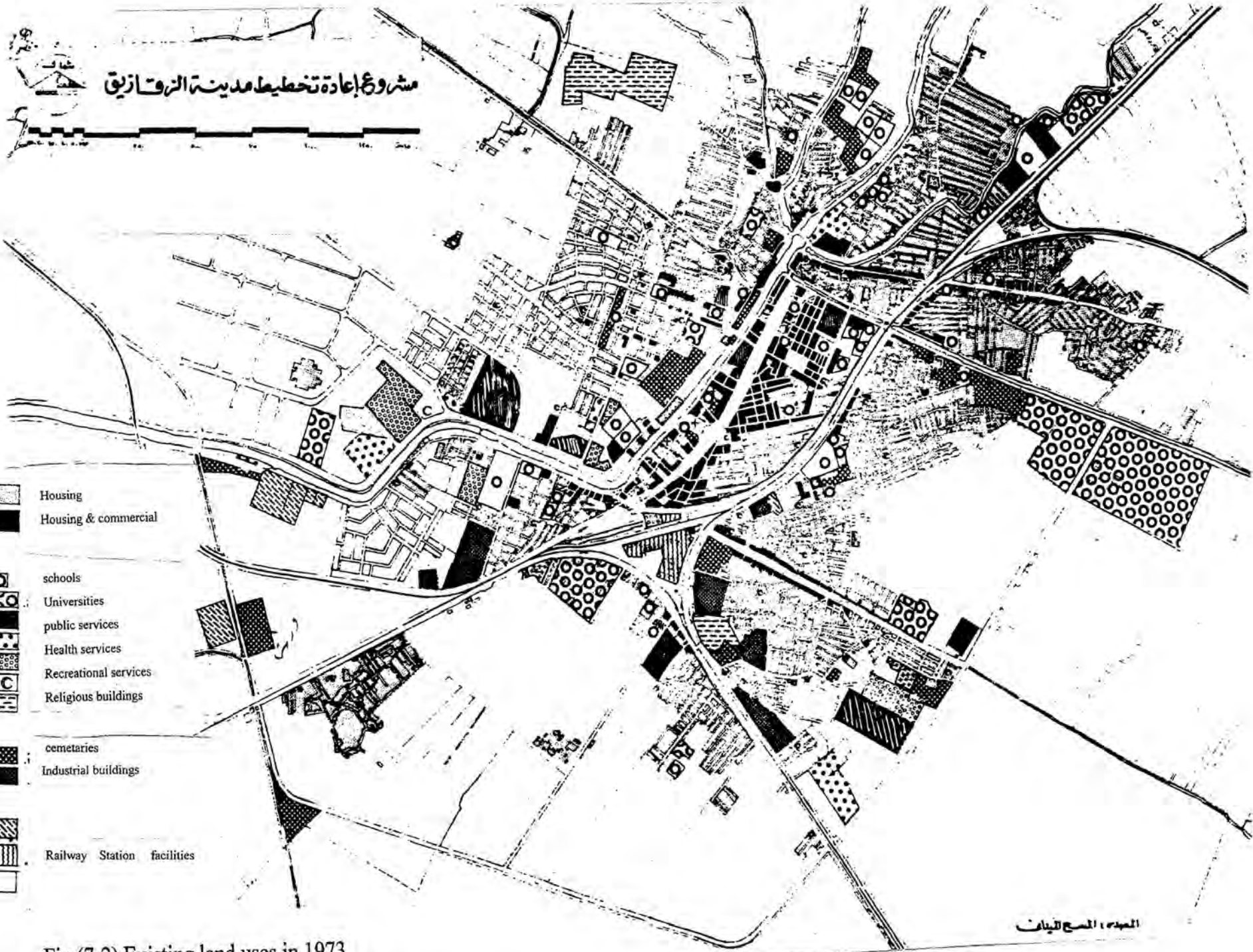
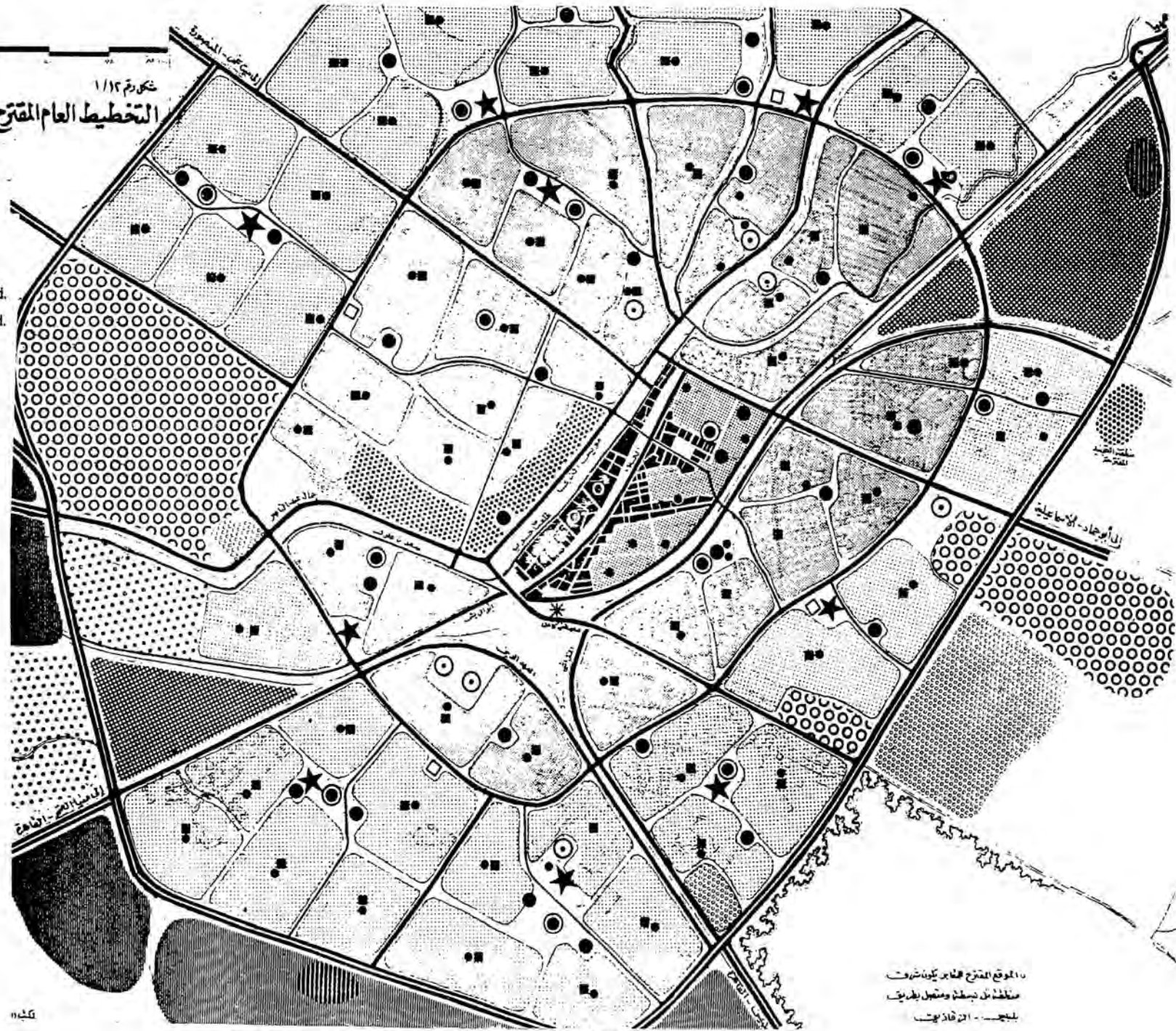


Fig (7-2) Existing land uses in 1973

Source : Yousry, M., Master plan project of 1973-2000, p.146

شكراً رقم ١١٢
التخطيط العام المقترح لعام ٢٠٠٠

-  Density 400 inhab./ Fed.
-  Density 350-300 inhab./Fed.
-  Density 250-200 inhab./Fed.
-  Density 150 inhab./Fed.
-  Center of the city
-  District center
-  Neighbourhood center
-  Primary schools
-  Preparatory schools
-  Secondary schools
-  Specialized schools
-  University
-  Hospitals
-  Public Parks
-  Open areas
-  Public Buildings
-  Utilities facilities
-  light industry
-  mediam industry
-  Car warehouses
-  Regional roads
-  main arterial
-  secondary arterial
-  railroad



الموقع المقترح هنا هو كوداشوت
منطقة من بسطة ومنهبل بطريق
الجديد - الزقازيق

Fig (7-4) : The Master plan project of 1973

Source : Yousry, M., the Master plan project of 1973-2000, p.148

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Moreover officials who were interviewed stated that two years ago the preparation of a new Master plan for the city was being prepared by the Center for Development of Third Region CDTR in Ismailia, but that it has not yet been completed, or stopped since the change of Governors.

This means that until now there is no actual framework for action that may guide the executive authorities, the politicians and the rest of the actors. In fact the practical examples mentioned earlier in this study are further evidence of the absence of such framework or general approach.

2-The Second Questions ; Tools and mechanisms

Are there mechanisms currently being used to intervene in urbanization ? and if there are what is the relation between them? and what are the mechanisms that may be proposed? Or how can present mechanisms if there are any be examined and improved ?

Interviews with the executives, observations and field visits revealed that at present only one basic mechanism, (namely applying some of the articles of the buildings law which provides for the necessity of obtaining a building licence, which may be granted or refused). And that this is the only means of control in urban expansion or intervention in urban land use and quality of building. However one defect about this mechanism is that licenses are granted only to those who request them within or without the administrative border of the city. This simply means that actors may first neglect this law and build within or without the administrative border of the city whereby obtaining a permit from the village without subjecting themselves to any danger or risk or major penalty.

Also interviews revealed that there are numerous mechanisms that are unknown to or unused by the executives. Moreover, the use of only this sole mechanism for the control of urbanization gives rise to numerous problems, such as the contradiction of laws particularly the law organizing building licences and that concerning the protection of agricultural lands.

3- The third Questions ; Actors :

Who are the actors who play a role in the control of land uses? Is there a certain system or role for intervention and to what degree are the executive actors aware of their role? And are the owners aware of their rights and duties? Are the

politicians aware of their role as well? What do the executives think of these problems? and what are their proposals and recommendations for solutions?

4-The opinion of Public Actors in the means of intervention in land uses:

(Result of field study)

The social features of official actors interviewed is stated previously in chapter (6)

a- Awareness of their executive role:

Personal interviews and data obtained indicated that most of the executive actors are not fully aware of the nature of their work or of the roles they should play. The executive actors were expected to know their jobs and fully describe them as being full responsibility for safeguarding urbanization, prevention of interference of land uses, and protection of the environment in general. However the majority of the executive actors described their jobs according to what they do daily. That is the procedures that they apply. This explains why most of them were keen on describing a days work and how such work required issuing of licences, preparing official reports for violators of the law ...etc. Most considered issuing licences the major priority of their jobs whether they worked in the building administration department or the planning department. In all interviews concept of issuing licences and abiding by the building law in this respect was of utmost importance.

b-Cooperation between executive officials responsible for urban land use development:

When officials were asked about the means of cooperation among them to facilitate their work, most asserted that the main pattern of contact is through official correspondance, and that there are however other less frequent means of contact such as meetings to study a certain issue or to get each others' opinions regarding certain problems. But they all confirmed that most such contact is with the legal departments to enforce penalties or measures, or to halt certain actions see table (7-4) and table(7-5)

c- Major problems of Urban Development from the point of view of executives:

The study revealed that according to most executives the major problems of urban development are as follows:

- Violations of the Building law .
- Trespassing (on land owned by the government or on agricultural lands).
- Lack of technical personnel assistants for officials responsible for the

enforcement of the law, and for regular and periodical field visits to sites, hold an intermediate education, not always related to building.

- Complicated legal procedures
- Problems of coordination between the various departments .
particularly with the department responsible for the protection of agricultural lands.
- Lack of accurate and reliable data and maps.
- Lack and deficiency of funds. see table (7-6)

d- Means of intervention in Urbanization:

Appropriate means of intervention in urbanization ranged from severe intervention through the enforcement of fines to mere attempts to convince citizens of the importance of abiding by the laws and conditions for buildings. Table (8-7) shows the priorities for intervention as reflected by the interviews with officials.

e-Means of control of land uses :

The study paid due care to the means or tools used by the executive actors in their work to safe guard the urban environment and to intervene in urban development. Thus it was found out that these means and tools according to their importance and frequency of use are to insure abidance by the following rules:

- The building lines
- The heights
- Compensation in cases of expropriation
- Refusal to allow violators of the law to benefit from public utilities.

When officials responsible for the application of these laws were asked about their knowledge of the means and tools for intervention in urban development, even if they do not actually use them, their answers were almost similar, in that they know of the existence of certain mechanisms but they do not use them, such as loans, tax exemption and subsidy for certain building materials. see table(7-8) Perhaps one of the most important reasons given for not using these mechanisms which they already know were :

- That these mechanisms are not compatible with the laws in force in Egypt.
- That these mechanisms are not suitable to the present administrative structures .

-That there is no sufficient funding to allow for the use of such mechanisms
see table (7-9)

f- Reasons for violations of the law :

Opinions of the executive actors with regard to the most salient reasons for violations of the laws in the city were the following : table (7-10), (7-11)

- The soaring prices of land, hence proprietors and investors wish to make the best of it by intensifying the use of the land and hence violating the laws.
- The laws are contradictory and full of loop holes.
- The penalty is very mild as the value of the fine is quite low.
- Lack of supervision and control due to the insufficiency of technical cadets.
- Violation of the law has become a wide spread phenomena which reflect disrespect for the government and all sorts and forms of penalty.

g- Reconciliation with violators:

When executive actors were asked of their opinion with regard to reconciliation with the violators, the majority of the executive actors approved such reconciliation with regard to the following violations :

- The change of land use
- The percentage of land covered by buildings
- The change of facades
- Building without obtaining a licence within the administrative borders of the city (cordon)
- Building without obtaining a licence outside the administrative border of the city (cordon)
- heights violations

With regard to the violations which they considered very serious and hence should not be reconciled are the following according to the frequency of their occurrence in the interviews :

- Violations of the building lines, the heights and violations of building without obtaining a licence whether inside or outside the administrative border of the city.see table (7-12), (7-13).

h-Dealing with the violators :

Data obtained through interviewing the executive actors indicated that they believed that the best means of dealing with violators are :

- Enforcing fines
- Not allowing violators to have access to utilities
(water,electricity, sewage... etc)
- Increasing the cost of allowing the violators to have these utilities
either for all or part of the building.
- Suspension of the engineer or contractor responsible for the
violation see table (7-14), (7-15).

i-Exemptions from the laws :

Interviews indicated that the law allows for certain exemptions, thus allowing the Governor of the governorate or the Minister concerned to exempt a building or a street or a region from certain laws. 25% of the sample of officials and executives interviewed did not approve of such exemptions on the grounds that it leads to their ill use. Those who did approve such exemptions wanted them confined to the following areas . see tables (7-16), (7-17)

- Exemption of a certain region of special nature 77%
- Exemptions of certain uses (hotels ...etc) 61%
- Exemptions of buildings built on a certain date 38%

j-Means of encouraging the private sector to participate with the government in some service projects:

The study was keen on finding out the most suitable means or mechanisms of encouraging the private sector to participate in housing or service projects. Following are the recommendations of the actors to encourage citizens, land proprietors and investors to participate in such projects. see table (7-18)

- Selling land to them at cost price or at subsidized price 82%
- Granting building loans 64%
- Reducing taxes 35%
- Selling them subsidized building materials 17%

k- Solutions for unused land within the city :

With regard to the problem of land that is left without building on it, on the grounds that its price will ultimately increase, executives proposed the following solutions :see table (7-19)

- Imposing taxes on such land
- Granting building loans
- Depriving the proprietor of his land if he does not build on it within a certain period.

7-1-9.The opinion of Private developers regarding intervention in urban land use:

a-Problems encountered by the researcher in the study with the private sector:

There are a lot of actors in the intervention system , some actors in the urban intervention were excluded from the study interviews as they do not play an active role in urban development such as (Judicial, media and general public) . The study instead used data from a study conducted by (RCCS) on public opinion on the problem of housing which is an important part of the urban problem the study will illustrate the opinions of such leaders in the coming part of study.

By private sectors actors the study means, those involved in land developments and real estate activities of the private sector whether they were originally architects, engineers or whether they are only investors (entrepreneurs) .

I- There was apprehension on the part of the members of the sample with regard to conducting the interviews. Therefore, it was necessary for the researcher to be accompanied by a well known contractor to introduce her to the members of the sample so that they may agree to be interviewed.

II- The researcher found difficulty in choosing the sample as the number of those working in the field of real estate investment (housing - investment in housing and contracting) is quite limited in Zagazig, not exceeding ten but each has a huge investment.

b- Selection of the sample of those employed in the private sector building and construction activity:

The selection of this sample was based on two basic factors, namely, the number of years of experience and the variation in the field of work. The number of the

years of experience is one of the basic variables of the sample as their opinions are greatly affected by the number of years of experience they have had in this field and whether or not they have had several varied jobs in the field. Thus the members of the sample were selected from among those who have at least ten years of experience. With regard to the diversity of this experience the researcher selected those who had experience in the field of construction, architecture and supervision over execution.

The study used snowball sampling. It was conducted in stages, the first actor was chosen as he has the requisite characteristics of being an actor in Zagazig urban areas, in real estate development for more than 10 years. He was identified and interviewed. Then after interviewing him he was asked to identify others who qualify for inclusion in the sample. And so on. One of the advantages of this model sampling is that it ensures that all those selected are well known persons employed in the field of urban development in Zagazig. The sample included architects or any other university graduates.

c- Information on those employed in the private sector of urban development:

1- Level of education:

Four of the members of the sample had a University degree contrary to the common belief that contractors or others working in the field of urban development or investment in real estate are of a lower educational qualification. It was found that out two of them are Architects and one actor has civil engineer.

II- Years of experience :

The experience of the members of the sample was as follows: four had more than 15 years of experience and two had more than 20 years of experience . This is due to the fact that for some one to be known in that field and to be trusted and successful as well as to really be able to play an active role in urban development he needs to have been involved in the activities of this sector for a long time .

III- Present occupation : most of the members of the sample were employed in investment in real estate along with being architects or civil engineers or contractors or designers and execution consultant.

IV- Previous occupation (if any):

The percentage of the members of the sample who worked in any job other than in this field of urban development was very low. Those who had previously worked for the government had a similar occupation such as working in a governmental

contracting companies or architectural consultant bureau. Four of the members of the sample had always worked in this same sector (this may even be hereditary)

V- Reasons for choosing this occupation.

Three of the members of the sample stated that they chose this occupation in the field of investment in construction and in contracting because their family or relatives were involved in this sector. The second reason for this choice was the availability of capital as a major reason and a prerequisite for engaging in this activity. The last reason for such choice is difficulty in finding other work.

With regard to the satisfaction of work we found that all of the members of the sample were satisfied with their work.

VI- Reasons for satisfaction with the work:

The main reason for satisfaction with one's work is as stated in the interviews that it is suitable to their experience and academic qualification, and also equally that it is remunerative and yields a high income. Satisfaction with the work is also due to the fact that it is one's own work not working for some one or even for the government, hence it gives a sense of challenge and adventure and is not bound by routine.

d- The opinion of private entrepreneur regarding intervention in urban land use:

Although it was expected that those employed in the private sector would see no need for government intervention, yet contrary to these expectations three members of the sample believed in the necessity of government intervention in urban development provided that such intervention is through conviction. The sample interviewed believed that the government's attempts to convince the public of its stand would be an expression of its interest in local affairs. The sample also stated that government intervention may be acceptable through the enforcement of laws, or through demanding certain conditions, provided that such laws and conditions take into consideration the local circumstances. Hence these conditions and law would apply to certain regions and not on a case by case situation.

e- Problems with official bodies (problems in obtaining a licence):

With regard to the problems of the private sector with official bodies: the main complaint of the sample (100% of the sample) was the lengthy procedures for obtaining a licence and the tremendous amount of paper work and documents required to issue it, in addition of course, to the fact that it is quite a costly process. Second,

came their problems with the taxes (four of the sample) and the arbitrary estimation of the tax officials, as well as, multiple taxation, and the delay in the collection of taxes that may take years. The problems with the Ministry of Agriculture were confined to the necessity of obtaining the personal approval of the Minister. No one interviewed mentioned any problems with social security, on the contrary it was believed a merit that social security sums are deducted at the source, that it is not postponed or delayed to the end of project and that it has clear cut categories that are not subject to personal discretion .

f-Reasons for violating laws:

The sample interviewed believed that the optimum use of the land can not be achieved unless laws are violated, as the actual purchasing cost plus the cost of obtaining the licence, the taxes, the fees, the cost of building and the cost of paying tenants to abandon the building in cases where an old building is to be demolished to be rebuilt, make abiding by the laws unremunerative. Moreover the penalties or fines are in no way comparable to the profit obtained. Other reasons mentioned refer to the controversy of legislation and the lack of control and supervision.

During the interviews some of the members of the sample calculated the fine for violation of the law and the fine to reconcile with the official bodies and proved that the current dealing with urban trespassing or violations of building laws is not at all realistic.

G- Solving the problem of unused land:

With regard to dealing with the problem of unused land two of the actors believed that a beneficiary who fails to use the land within a set period should lose his right to the land ,or at least pay more taxes or lose his right to get a loan for building.

All the members of the sample clearly expressed their respect for ownership. They also expressed their belief that demanding excessive taxes is unconstitutional. This is perhaps due to the fact that their work mainly depends on buying land then building on it after the lapse of some time.

h- Reconciliation with violators :

All the sample approved the principle of reconciliation. However, the percentage of approval of the various types of recon-ciliation differed .For example with regard to violation of the building line no one in the sample approved of reconciliation for such violation. With regard to building within the city boundary

without a licence only one of the sample approved of reconciliation for such a violation.

It is noteworthy that all the members of the sample confirmed ,during the interview, their strong belief that reconciliation should be based on the location of the violation and that such reconciliation should be appropriate to the street, the district and the city. For example in case of a violation in protrusions of balconies in a narrow street making the balconies of both sides of the street too close is unacceptable . While if such violation is of a little protrusion in balconies in a wide street then reconciliation for this violation may be acceptable .

I - Dealing with the violator :

Those employed in the field of real estate investment believe that increasing the cost of providing services to the violating section of the building will make the greater part of the profit which the owner hoped to gain by violaing the law go to the public utilities department as a penalty, for the violation. Hence this is the best means to curb such violations. Second in importance as a measure to curb violtion is to suspend the work of the architect and the contractor that carry out the violation .Three of the developers interviewed believed that next to this measure comes the abstention from providing services (water+ electricity) to the violating section of the building. It is worth mentioning here that the idea of imprisonment of the engineer or architect or disqualifying either was not at all mentioned by any member of the sample as a means of restricting violations. Also worth mentioning here is the fact that these measures were not at all mentioned when the executives were interviewed with regard to means of dealing with the violators.

J- Public/Private Participation:

With regard to the best means to cooperate with local authorities in the field of environmental development, the sample interviewed believed that the private sector could execute the project itself then donate it to the local authorities, or that a specialized contractor would execute the project on the basis of 2% or an NGO would execute it .None of the actors agreed to cooperate with the local authroities or to donnate funds to the local authority due to the lack of trust in these local authorities.

K- Building up respect and trust:

When asked about the project in which they would like to participate for the development of the environment and establighing gardens was the most popular

course they recommended. It was followed by the building of mosques or participating in any other way. Those interviewed also believed that there should be a system to manage such participation projects provided that they would not be subject to government routine.

L - One of the most important means to encourage the participation of the private sector in housing projects as seen by those interviewed is providing land at low prices. This may perhaps be due to the fact that the city of Zagazig is an old one surrounded by agricultural land, and land allocated for building purposes is scarce. Hence its price is continuously rising. Those interviewed believed that the second advantage that may be given to encourage private sector participation is to grant taxation exemptions or privileges, as the contractors had earlier expressed their complaints of the arbitrary estimation of taxes. Providing subsidized building material was last on the list of those interviewed regarding encouragement incentives, as they know out of their own experiences that the subsidized price is not much less than the market price.

7-1-10 Practical Example of NGO's working in Zagazig:

There are a lot of NGO's working in Zagazig most of them have a religious or charity objectives, see fig.(7-14). One of the newest NGO's working in Zagazig is The Sharkeya Businessmen's Association for Social and Urban Development.(SBA).Is an association is formed on the same model of Alexandria (ABA) as a non profit organization governed by the Ministry of Social Affairs (MOSA). In 1995 the U.S.AID signed an agreement with the Ministry of International Cooperation and Sharkeya Businessmen's Association (SBA) by virtue of which the former donated \$ 3 million for the promotion of small and Micro enterprises (SME) in Sharkeya.

A-Technical obstacles faced by SBA:

The first fundamental obstacle that the association had to overcome with the governorate of Sharkeya is that the association proposed a project to maintain and develop the River corniche in Zagazig and to be allowed in return to put up some advertisement on it. The governorate's point of view was to charge money for advertisement. While the SBA's being a non-profit association believed that any money gained from advertisement after paying the charges and costs of improvement should be used for further improvements and maintenance and for granting more loans through

SME's .Thus the association would be able to proceed with its activities even after the grant money runs out.

Consequently until such a conflict is reconciled the project could not be implemented, and an opportunity of improving the urban area without government money is lost.

The second technical problem which SBA faced is that the governorate wants to exclude SME's from the old urban centers and forces it to relocate outside the city in new communities such as the 10th of Ramadan city ,which to small enterprises is still a totally unreliable location for successful operations ,because of the difficulty of access to inputs, markets and personnel...etc and low cost of the location found in the city and allocated for SME entrepreneurs house or roof-top location.

A better approach is to try to assist large numbers of such SME to enter the formal sector, clean up their act, pay taxes, reduce noise, and the pollution they cause to gain access to SBA loans- In the future other approaches may be considered.

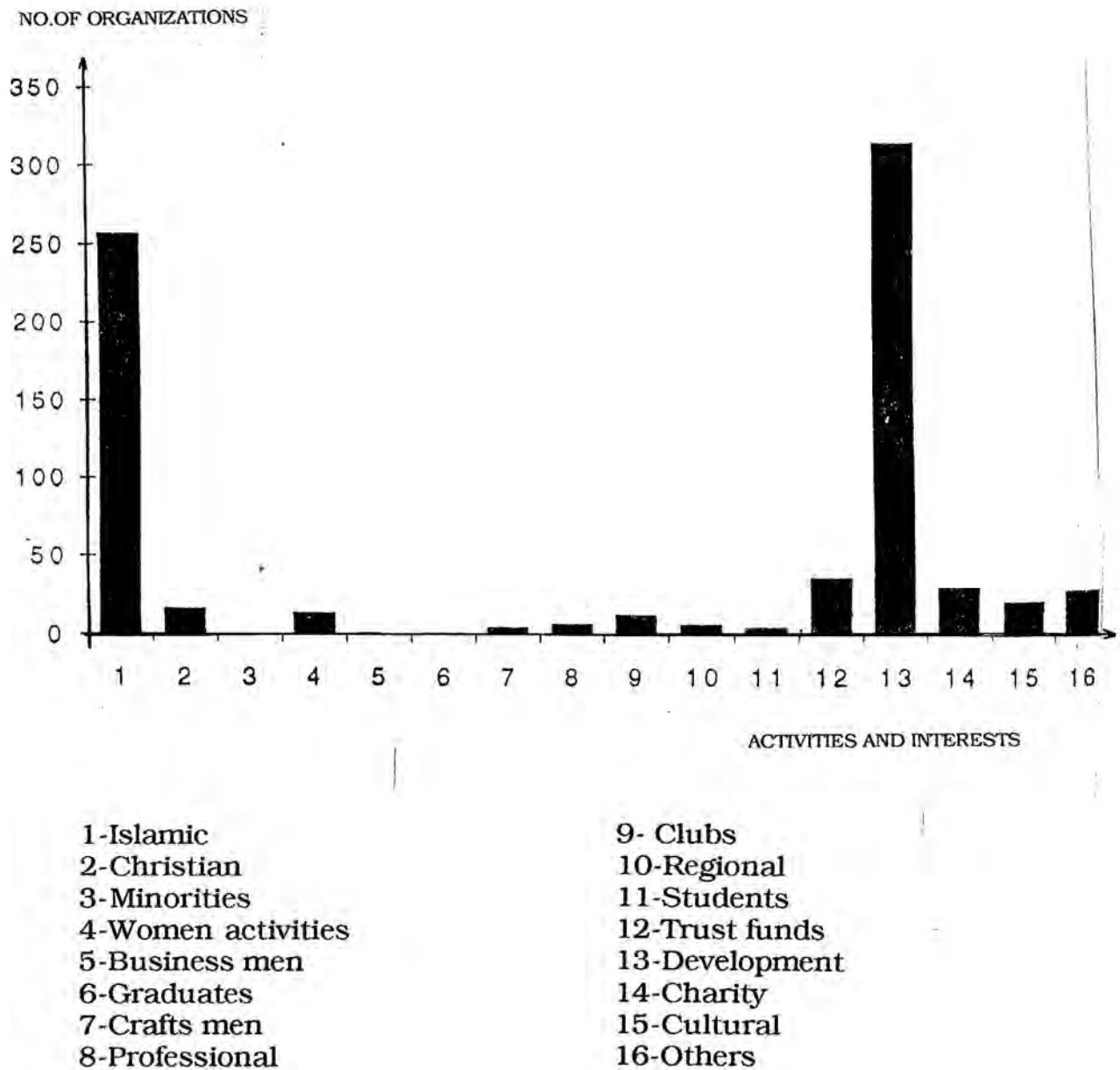


fig. (7-14) NGO's working in Zagazig
Source : Kandeel, Amani , 1994. NGO's working in Egypt.

7-1-11 Central Government Actors and their effects on land use intervention;

As an example the Centre For Development of Third Region (CDTR)⁵

This centre was created in 1982 by a Ministerial degree (under urban law 3 for 1982) which defined the centre's position within the national and local institutions. It is a tool for the delegation of physical planning decisions to the local authorities (decentralization) on one hand, and the key role of linking local, regional and national planning actions, on the other.

This regional centre was governed by 3 committees with representatives from foreign affairs, the UNDP and representatives of the region's six governorates.

As Zagazig is the capital of one of the six governorates that make up the region, its planning department had close links with CDTR.

CDTR had the objective of providing consultancy advice and preparing plans and reports. The problems stated by interviewees included: that the team working from Zagazig had to commute to Ismailia each time there was a meeting, as well as, experts from Ismailia commuting to Zagazig or other cities where there are planning problems or preparation of plans.

The main conflicts between the Sharkia Governorate and CDTR were political conflicts, mainly over issues of responsibility and the authority, thus complicated the planning procedure and produced locally unacceptable plans.

The governorate sees the centre as merely a technically supportive body for whatever politically decided policies it wishes to undertake. Whereas the Centre insists that its plans were in the national interest and thus should not be biased towards local issues.

Different governors had different stand points towards the centre. From complete cooperation to dismissal. Thus no real procedure of cooperation existed. Political support was linked to financial incentives. As financial incentives decreased, political support declined.

Other problems were problems of the Centre CDTR itself, the duplication of its role with existing institutions without a mechanism to bring about cooperation and coordination, the lack of secured independent funding after the foreign funding ceased to exist and thus lack or decrease of professional experts working for the centre.

⁵ Ismail, Ayman ; 1991. The comparative performance of 4 institutions

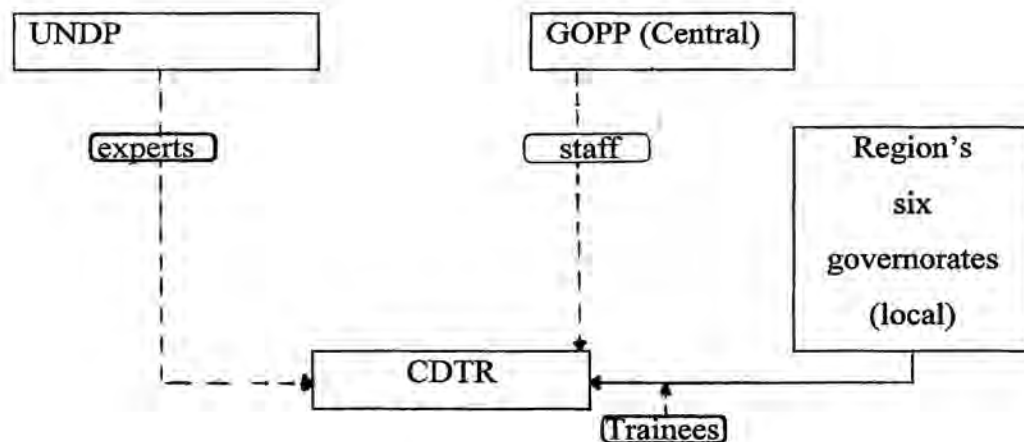


fig (7-15)

source : Ismail, Ayman ; 1991.

7-1-12 Interest groups and professional experts as actors in the urban intervention process:

Major actors in the process of urban control or intervention in urban land use in the experiences of other countries such as the United States and Britain, as well as, in Egypt have always been the technical experts in housing and planning, writers, as well as, politicians . Obtaining the opinions of these groups can only be done through an opinion poll and a survey which requires the integrated work of a full team to interview interest groups and get their opinions and stand points regarding these issues . Hence, the researcher used an opinion poll of the opinion leaders and experts on the issues of housing which was conducted by the National Centre for Social and Criminological Researches. This was due to the following reasons⁶:

I- Difficulty of conducting such a survey on this sample that included 100 persons by one single researcher while the Research Centre has already completed it using all its available means and resources.

II- This survey and opinion poll covered many of the problems common to both urban development and housing, taking into consideration the political, legal, and execution aspects. The poll also covered the opinion of the experts regarding the role

⁶ National center for social and criminological research, 1992 . An opinion poll of opinion leader and experts on housing problems in Egypt.

of the government in solving the problem of housing or in intervening to solve it by providing apartments, or by providing land for building or by financing, which are the very same proposals for government intervention in urban development in general provided by those experts interviewed.

III- The survey also covered the issue of completed apartments that are left closed and unused and whether extra taxes should be enforced on them or whether the owners should be deprived of their right to use them or whether private property should be respected in all cases. These same opinions that may be applied to unused apartments may also be applied to unused land or vacant land . Solutions for both problems ranged between extreme use of government power and extreme protection and respect for private property.

IV- This above mentioned survey or poll also covered the policies of subsidy and financing and what in the opinion of those interviewed are the means of subsidy that are most suitable to the laws, and the socio-economic conditions of Egypt. It likewise examined the role of the private sector in financing housing and urban projects and how it may cooperate with the public sector and to what extent.

V- Furthermore, the survey or poll dealt with the present legislations and the need to change or amend them to make them more in keeping with the great and speedy developments in the field of urban development and the ever increasing severity of the housing crisis. (As the mixed uses of land and the changes in the demographic and housing texture has a negative effect on urban development). The answers and opinions of those interviewed ranged between going back to the theories of supply and demand and market economies, and government intervention to force restrictions on the rent or ownership of housing units.

A- Social characteristics of the sample :

I- Years of experience :About 72% of the members of the sample had 25 years of experience.Thus more than two thirds of the members of the sample had direct contact with the subject of the research for long years. Hence their opinions are worthy of appreciation and respect.⁷

⁷ table 1 appendix b

II-Distribution of the members of the sample according to their profession.

The majority (71% of the members of the sample) were architects or engineers which is only normal as the issue of housing is primarily one of interest to these professionals⁸

III- Level of education

It was found that 98% of the members of the sample were university graduates of which 29% have a doctor's degree. This is perhaps due to the fact that most experts in the field of housing work at universities or research centers.⁹

IV- Scope of work

Those experts of the sample that are employed in the government and public sector housing companies represented 44%. Those employed in the private sector or are self employed represented 42%. Those working in the universities or research centers or who hold posts in either and have their own private practices as well represented 32% of the members of the sample.¹⁰

B- Opinions of the experts and opinion leaders regarding the proposed solution for financing housing projects.

The poll revealed that some of the experts believe that a major aspect of the problem lies in the lack of financing and the low return for funds invested in housing. The poll shows that opinions approving the principle of granting loans, and that obtaining loans from the banking sector would promote the housing sector and opinions rejecting this principle are almost equal.¹¹

With regard to incentives to encourage the private sector to invest in the field of housing, the most important element that was stated in this respect is that when licences are to be issued the assessment of the return for the investment should be realistic. Second that when obtaining the land the investor should pay the cost of

⁸ table 2 appendix b

⁹ table 3 appendix b

¹⁰ table 4 appendix b

¹¹ table 5 appendix b

obtaining the utilities only. And third that the investor in the housing sector should be granted soft loans or subsidized building materials.

Most opinions rejected or restricted the direct intervention of the state in organizing the relationship between the land- lord and the tenants, on the basis that this relationship should be subject to supply and demand, and that the rent should be subject to change with the changes in the prices and the general economic conditions¹².

C-With regard to the best means of providing subsidies ;the study showed that 82.9% of the sample believed that the most appropriate means of providing subsidy is by providing land for housing projects at cost price or less. This is quite realistic as exaggeration in the prices of land is one of the main reasons for the high price of the final product, namely the “house”.

Second, on the list of measures to offer subsidy is granting soft loans. As 76.7% of those interviewed believed that this method would be successful in promoting housing projects. 56.9% believed that subsidy should be granted to building materials. However some had their reservations with regard to this form of subsidy as it has been tested and proved that some of the subsidized materials end in the black market¹³.

These opinions are in agreement with those of the sample employed in the private sector urban development field as well as the executive (the field study) . For all are in agreement as to the importance of the land element, and of the necessity of preparing it before urban development is extended to it. This in their opinion being the best means of controlling urban development. This may be true due to the scarcity of land in Egypt and that most Egyptian towns have extensive agricultural land around them. Hence land is the most important factor determining the form, extent and level of urban development. Those experts believe that the principle of supply and demand should be allowed to be put into practice in the field of housing. Moreover those supporting the principle of supply and demand also stated that Islam provides for the full respect of contracts, and if the issue of housing is left to the market power it

¹² table 6 appendix b

would certainly provide the necessary quality and quantity of housing and that no types of apartments would be produced if they are not in demand. Thus the building of luxurious houses would be limited. The experts who are of this opinion also believe that the law of rent control was behind the housing crisis. Hence the state should in no way interfere in determining the rents. This opinion, however was opposed by some experts on the grounds that it does not provide sufficient protection to low income tenants. Thus the answers may be summed up in the following : 95% of the sample believe that the state should not interfere in luxurious or high class housing, 81% believe that it should not interfere in average housing. Then this percent dropped to 44% with regard to housing for low income groups.¹⁴

Thus it may be concluded that there is a general trend supporting the principle of supply and demand but with some reservations with regard to low income housing, or at least provided that while applying the principle of supply and demand, shelter should be provided to low income groups.

These same ideas pertaining to housing may also be applied to the issue of urban development as a whole. That is, state intervention in urban development should be subject to supply and demand, and market forces. For if a violator finds that he benefits more if he violates the law and pays the fine, he will violate the law, but on the other hand if he finds that he loses by violating and paying the fine he shall not violate the law, or if the violator finds that if he violate the law and hence the violating units shall not be provided with any utilities and hence shall neither be bought nor rented he shall not violate the law, that is he will follow the market forces.

D- Regarding the completed and closed or unused apartment or incomplete apartments. About 76% of those interviewed believe that apartments are private property and the proprietor has the full right to use them or not, and that the constitution respects private property. 37% believe in the necessity of state intervention by enforcing taxes or depriving the owner of his right to use a closed apartment. Some reject the idea of government intervention to confront the problem without sufficient study, and that the general policy of the state in this sector should be integrated so as to encourage investment in real estate without the necessity of

¹³ table 6 appendix b

taking certain administrative measures that are doomed to failure and to aggravating the problem. All these ideas that apply to housing may also be applied to urban development. That is in dealing with the land that the owners leave unused.

E- With regard to urban and rural housing 58% of the experts believe that the laws that apply to urban housing can not apply to rural housing. While 41% believe that these laws may apply. The first group believe that the laws did not succeed in the urban areas, hence can not be successful in rural areas which are now subject to the principle of supply and demand and that any intervention shall be harmful as the rural areas have a different social structure which is not based on planning and design.

Those supporting this principle believe that rural areas adjacent to urban areas have already become similar to them, and that the old concept of rural areas no longer exists. If this principle is applied to urban development as a whole we shall find that the laws of urban development applied in urban areas are different from those applied in rural ones and hence laws should be localized so that they may be applicable¹⁵.

F- Opinions regarding the proposed increase in the rent of houses :

The majority of the specialized experts who have been interviewed believe that a certain date should be set to differentiate between the old buildings that have a very low return and the new buildings with a suitable return on investment. Most experts also believe that the increase in rent should not be determined in advance to be 10% of the rent or more, but should be subject to the actual rate of inflation, and that it should differ from one district to another according to its standard. That is, that the local circumstances for each area, or zone or district or even building according to its location and finishing should be taken into consideration. With regard to the proposed 20% increase in the rent to support the low cost housing fund, most experts believe that this is unjustified and that the increase should be given to those who most deserve it, that is the proprietors themselves.¹⁶ If those same ideas pertaining to housing are applied to urban development as a whole, we shall see that the experts also believe that the laws applied should take into consideration the local circumstances for what

¹⁴ table 7 appendix b

¹⁵ table 9 appendix b

¹⁶ table 10 appendix b

applies to metropolitan cities such as Cairo can not apply to large size cities such as Zagazig or even smaller towns as Hehia in Sharkia. Moreover when determining the date for applying a certain building law on certain buildings this date should be properly examined and studied before applying it taking into consideration existing heights, the building lines and other issues.

Again if the law provides for a certain fine to be paid by a violator of the law this fine should be increased to be in keeping with the rate of inflation ,so that it may really be curbing and would not be ineffective in time. Experts also believe that when certain sums are to be deducted for any purpose or fund, such as the housing fund, or the social security fund, or cleanlines fund, these deductions should be justified and convincing and there should be a logical and legal linkage between real development and the collection of these sums, so that such collection may not seem like an enforced illegal tax. For example no one may be entitled to tell a landlord that he can not get a licence to improve a building or even improve the environment in a certain area unless he pays a certain sum that is not provided for by the law. Investors may be forced thus to go to court to prove that the sums they were forced to pay are illegal or unjustified.

The analysis of the opinion of experts in the field of housing aimed also at getting the opinion of the experts before amending the law of the relationship between the landlords and the tenants so as to provide more chances for investment in the field of housing, and at the same time provide sufficient housing units for all the different social classes at the same time.

We would like to assert here that the idea of getting the opinion of experts before amending any law should be applied in all cases in general, and in the case of urban development in particular. As urban development is intertwined with other social, economic and legal aspects, and intervention in this sector affects other sectors in the short as well as on the long run. The impact of changes in this sector on other sectors can be, and is foreseen by experts and specialists due to their long experience as vital . The opinions of those experts should be examined and considered so that we may not reach what is commonly known as “trash can mean of planning”. That is finding haphazard solutions to crises applying them, then discarding them after some time then looking in the trash and using them again and allowing the crisis to become more sever than it was.





THE URBAN DEVELOPMENT OF ZAGAZIG CITY
Between 1886 - 1996

Fig (7 5) : AL Montazah street. Main CBD street, used to have gardens in the middle its development .

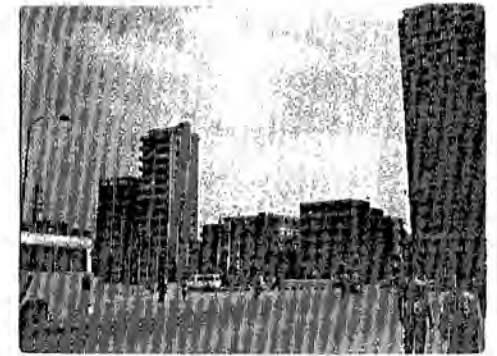


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THE URBAN DEVELOPMENT OF ZAGAZIG CITY
Between 1886- 1986

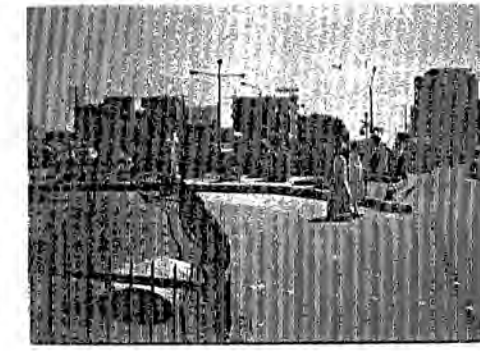
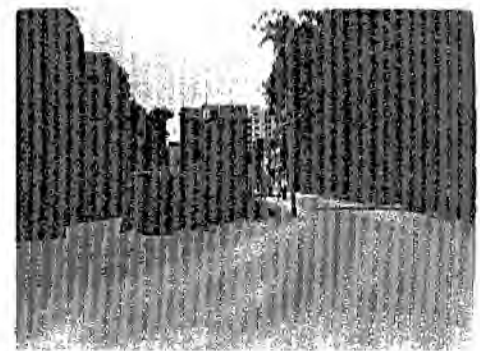
Fig (7 6) : Bahr Mouweis river corniche exempt from height limits (for a limited period) affected its character along with the different entities responsible of the river bank.



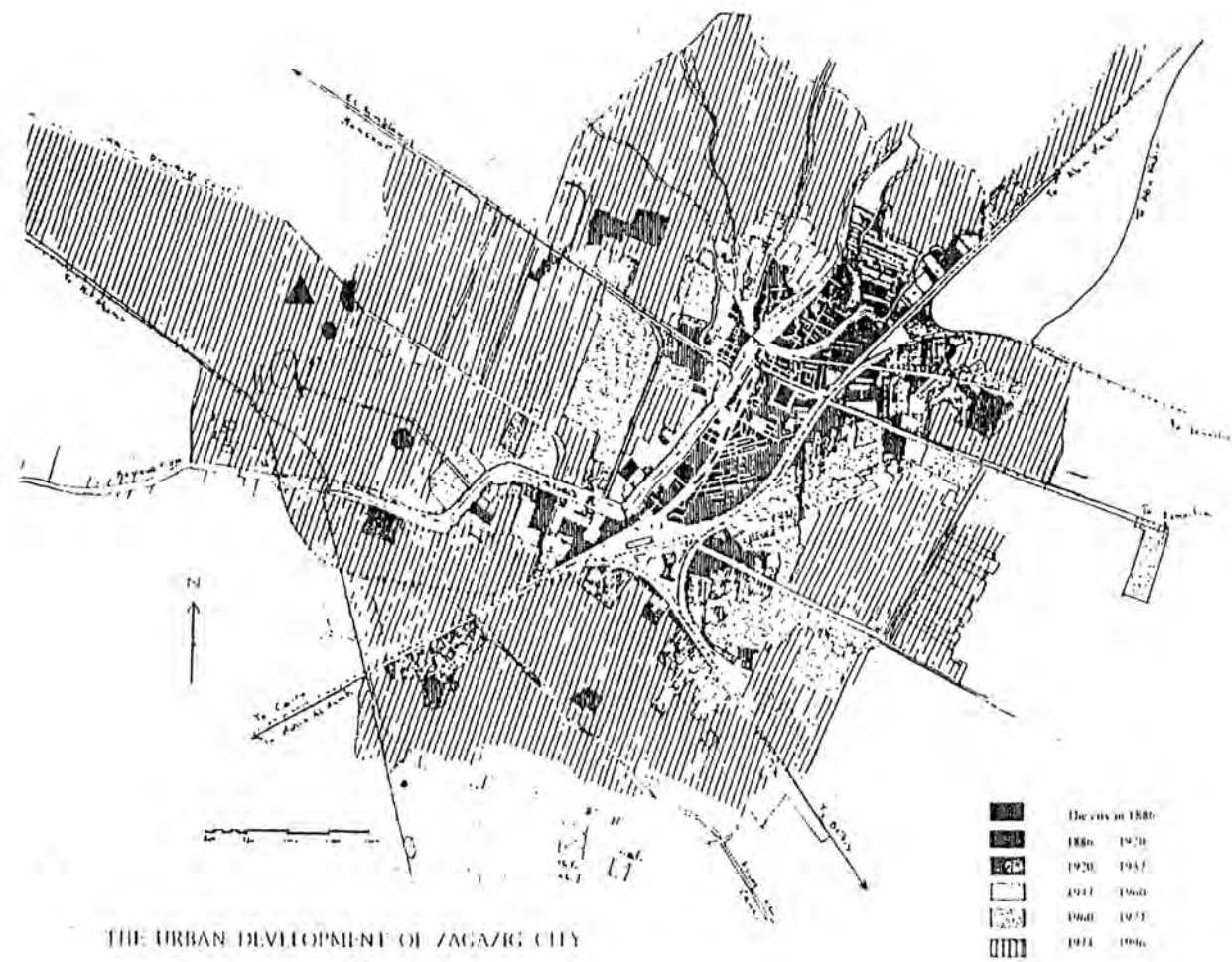


THE URBAN DEVELOPMENT OF ZAGAZIG CITY
Between 1886-1996

Fig (7-7) : Kawmia street new building line is respected inside and outside the border (cordon) of the city , a public authority the irrigation authority, however narrowed the street by not respecting the building line. Also the citizens does not Know about new planning projects except from the existences of a tomb stone .



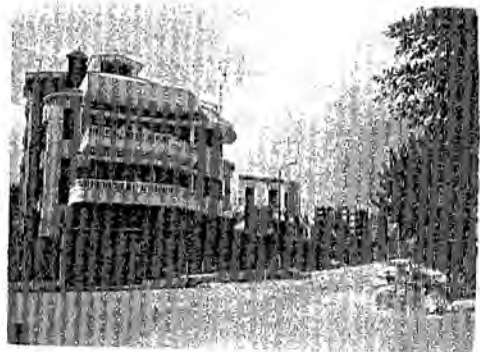
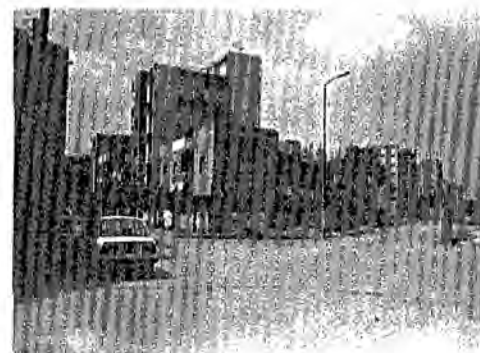
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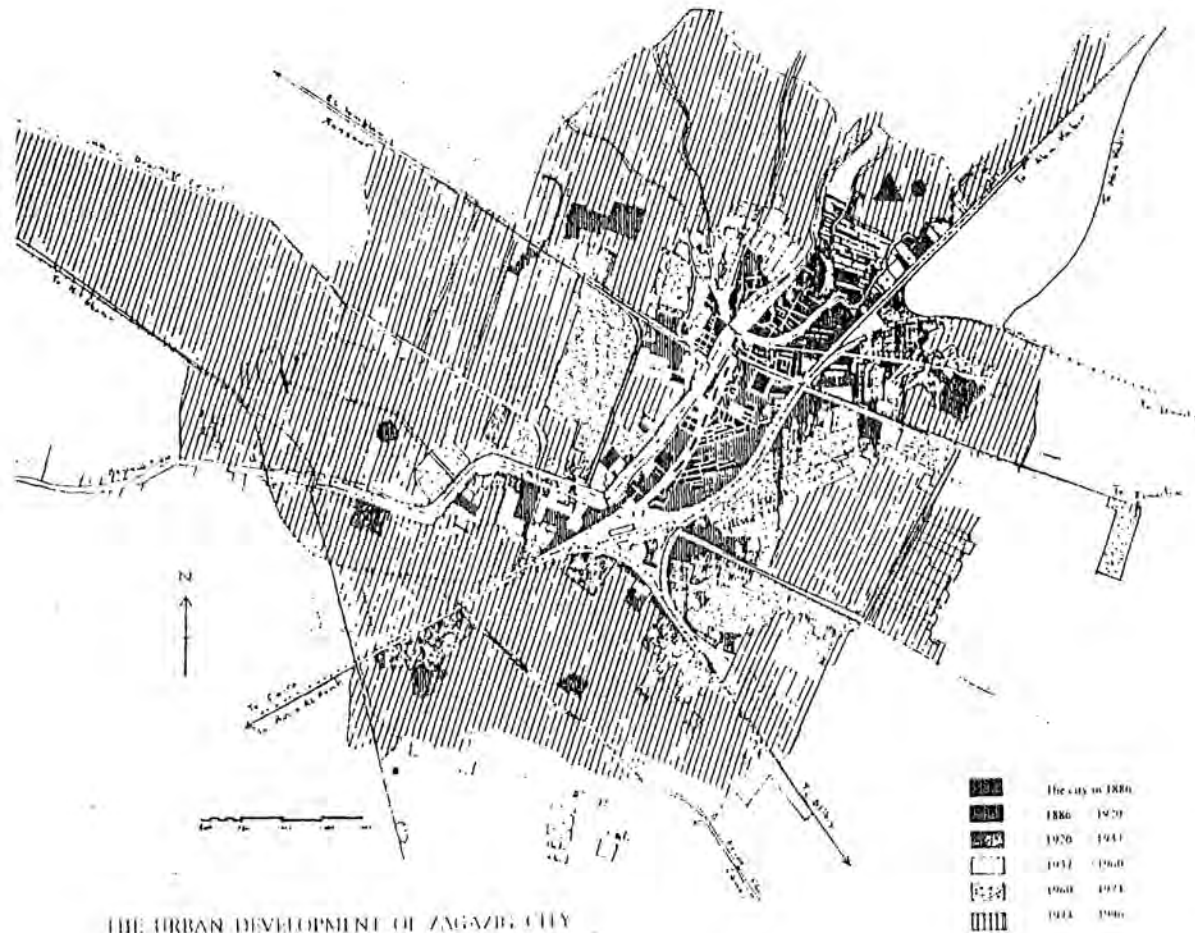
THE URBAN DEVELOPMENT OF ZAGAZIG CITY

Between 1886-1996

Fig (7 8) : University neighbourhood: examples of prototype still existing with new development after the neighbourhood being the responsibility of district 2 .

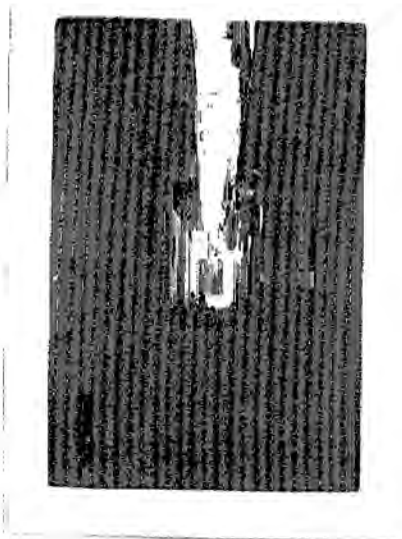


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THE URBAN DEVELOPMENT OF ZAGAZIG CITY
Between 1886-1996

Fig (7 9) : Kafr El. Bahareya is an informal development around a previously rural area ,the department of planning have a proposals to upgrade it while the department of agriculture considers it an agricultural area out of urban border (Haiez).



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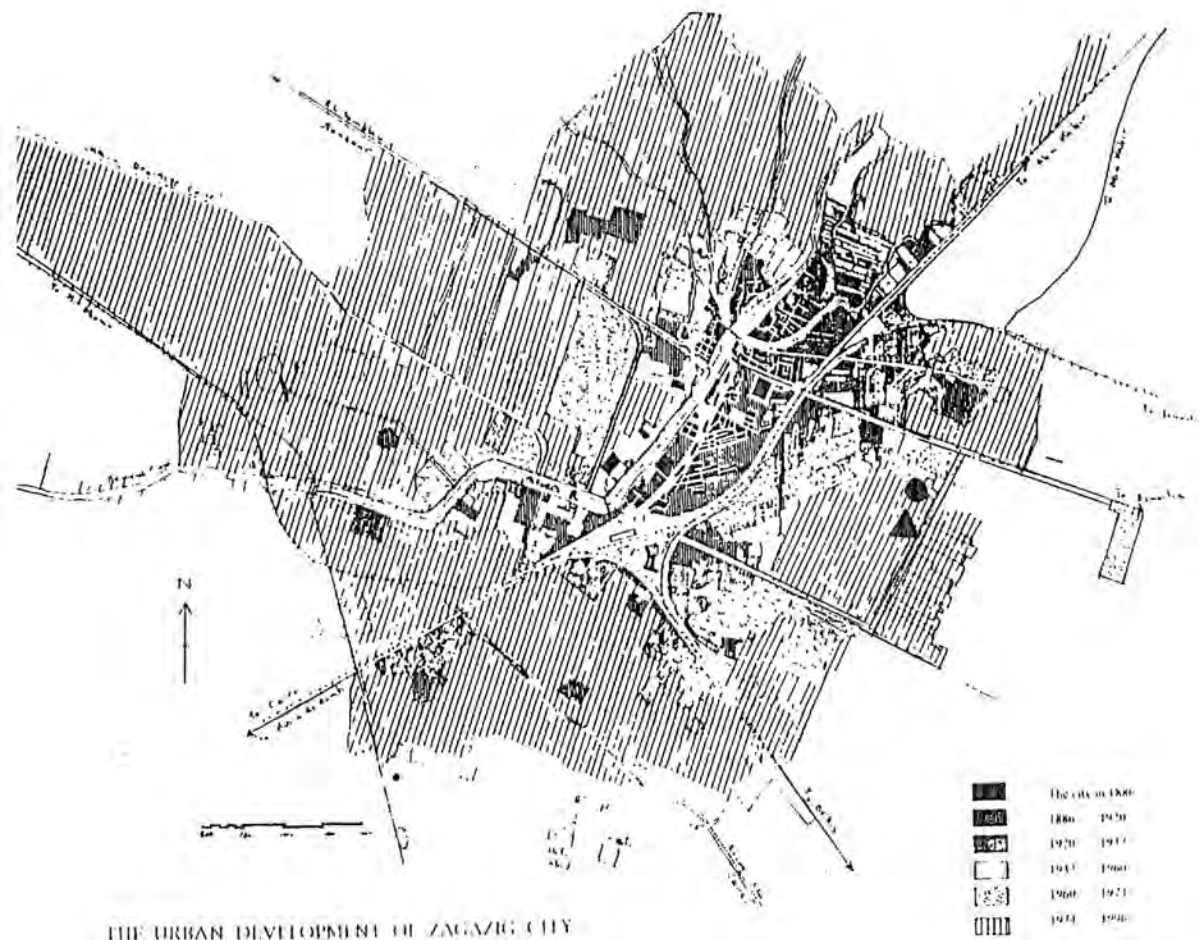


THE URBAN DEVELOPMENT OF ZAGAZIG CITY

Between 1886 - 1996



Fig (7-10) : New urban expansion outside Zagazig city cordon with the local councils of near by villages of Sheba and Kenayat.



THE URBAN DEVELOPMENT OF ZAGAZIG CITY

Between 1880-1996






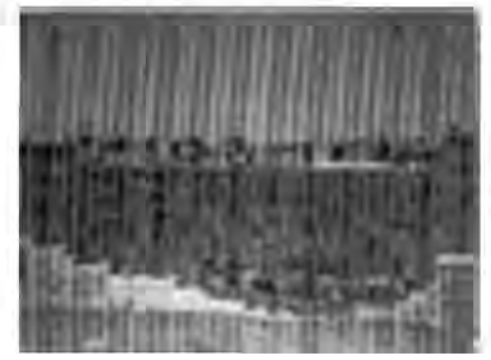
-  The city in 1880
-  1880-1930
-  1930-1960
-  1960-1970
-  1970-1996

Fig (7 11) : Zagazig University: faculty of agriculture loses its land to owners. It had rented the land from before the urban expansion and high price of land in that area.





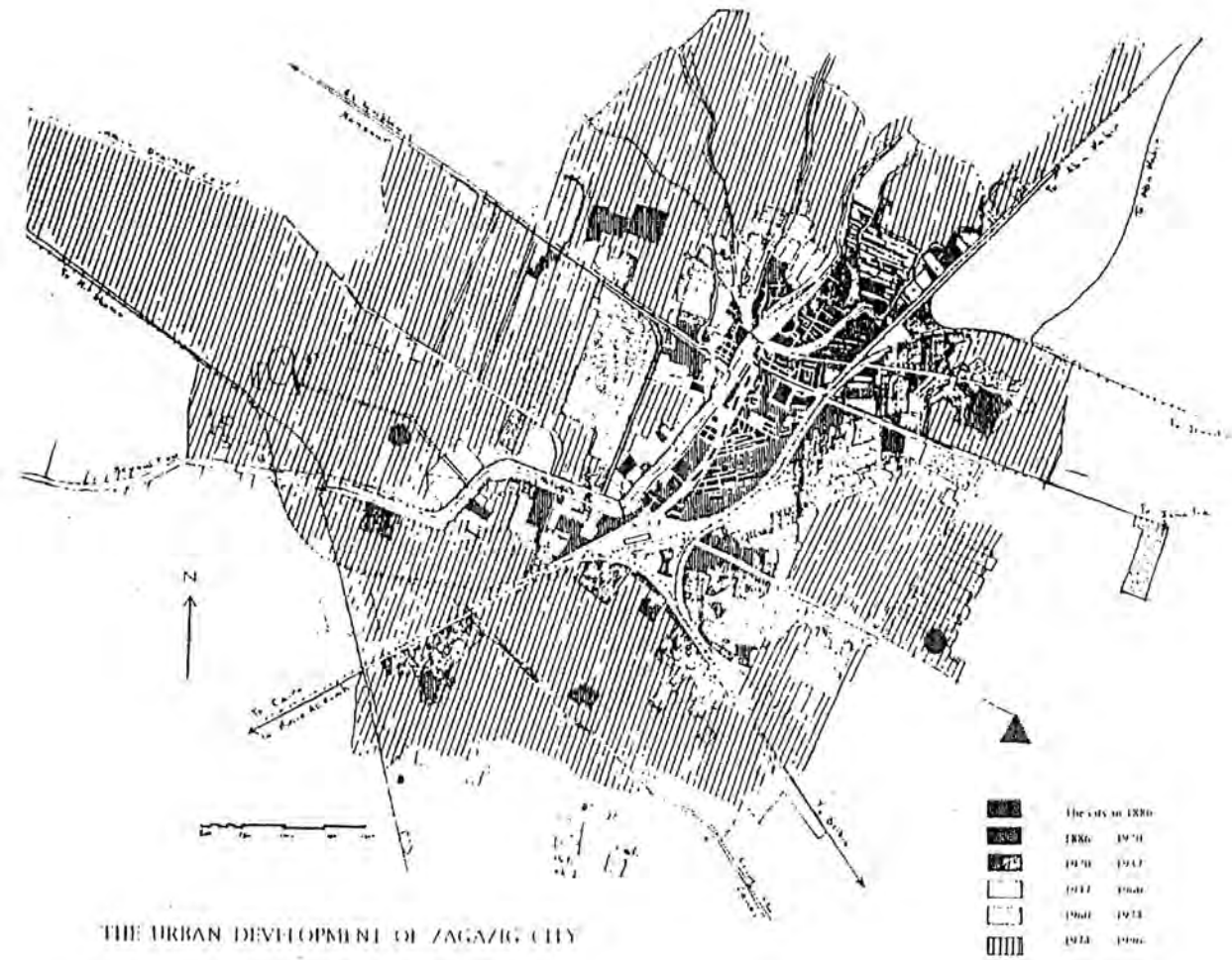
THE URBAN DEVELOPMENT OF ZAGAZIG CITY

Between 1886 - 1996

- The city in 1886
- 1886 - 1930
- 1920 - 1931
- 1932 - 1960
- 1961 - 1973
- 1974 - 1996



Fig (7 12) : Buildings of more than one storey , in cases of construction default are demolished leaving the ground floor. Such areas of low use are left for long time until complete distruction of ground floor or until tenants recieve money to evacuate.



THE URBAN DEVELOPMENT OF ZAGAZIG CITY

Between 1886 - 1996

	The city in 1886
	1886 - 1970
	1970 - 1973
	1973 - 1980
	1980 - 1983
	1983 - 1996

Fig (7 13) : Building outside Haiez first violation is very clear, if not removed many will follow.



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7-2 Case study (2) Nasr City

7-2-1 Historical Background and Administrative development :

The city of Cairo had no Master plan and had been suffering of serious of problems prior to the 1952 Revolution. With the advent of the government of the Revolution, the municipality of Cairo became in charge of laying down the Master Plan for the city so as to organize and control its future extension and to solve the urban problem from which the city was suffering.

This Master plan presented three basic recommendations, they were as follows:

- To stop the extension of Cairo that was characterized with serious urban problems.
- To stop any extension that might eat up agricultural land that is a national resource.
- To reorient urban development to use the unused land between different districts. One of the main suburbs to the north east of Cairo is Heliopolis. This suburb has been separated from Cairo by a large desert area, which in turn has its own high contours with a delightful climate. It was that area that has been chosen as the first priority for the extension of the city of Cairo. As it enjoys all the advantages that may help in its development .

Consequently, presidential decree number 815 for 1959 establishing a General Organization for Nasr City in Abbassiah, Cairo. By virtue of the decree the organization was given title to develop the land between Heliopolis and Cairo and with the help of the Egyptian Army the organization removed some of the barracks from that area. The main goals and objectives of the Nasr city organization at the time of establishment :

- I - To orient the extension of Cairo to the right direction recommended by the Master plan, namely by developing the desert land between Heliopolis and Cairo.
- II- To remove the barracks as one of the hoteful traces of the occupation troops.
- III- To help solve the housing problem in Cairo area by building new buildings for different governmental and public institutions.

a-Nasr City 1959-1964

According to decree no. 815 for 1959 the area of Nasr city is approximately 6300 feddans. (A feddan = 1.38 acres) or about 26.46km². The July 23ed avenue marks its northern border, it extends east wards to Heliopolis, south wards to Been El Nahdeen hills, and westwards to Abbassiah suburb.

This site is quiet advantageous as it is near the city center, enjoys a mild climate and many major streets connect it to Cairo.

- Decree No. 815 for 1959 provides in article 3 the sources for financing the project to be as follows :

- I- The proceeds of the sale of lands in Nasr city and Abbassiah.
- II- Government donations.
- III- Any other donations approved by the administrative board.
- IV- Loans guaranteed by the government.

But as the company succeeded in its activities it did not receive any donations . It had only one loan from the central bank which the government guaranteed in accordance with decree no.443 for 1959. This loan was granted to pay the compensation to the army for its barracks that were built on some parts of the land allocated for the company. Most of that loan has been paid up.

b. Second stage; Nasr city company 1964-1971

On May 5,1959 the organization of Nasr city assumed its responsibilities in accordance with Decree no. 815 for 1959 establishing it. In 1964 and according to decree no. 2908 of the same year, Nasr city organization become (Nasr city company for Housing and Development).The company became one of the companies which constitute the General Egyptian Authority for Housing and Development. The Decree provides that the term of the company is 25 years (from 1964), extendable by a presidential decree. The paid up capital of the company is L.E. 250000 and is divided into 25000 shares of a nominal value of one Egyptian pound each.To fulfill its objectives the company may by itself or in collaboration with other companies buy or sell land or buildings.

c- Accelerated growth stage; Nasr city 1971-1991

Due to the growing demand on land and housing in Nasr city and because some areas especially areas adjacent to Cairo were still occupied by the barracks of the armed forces, the company decided not to wait for these barracks to be removed

and started to develop the adjacent land that was under its control .This kind of development partially helped in solving the housing problem. All the plots of land available for sale were sold, and the management of the company asked the government to allocate more land to it on its eastern border line to allow it to expand.

Consequently decree no.3124 for 1971 was issued giving Nasr company for Housing and Development title over an additional 14000 feddans. Thus increasing the total area of land allocated to the company to 20000 feddans (app. 84 million m²) the new border lines included "Azbat El Hagana", then a small informal settlement.

During this period the rate of development of Nasr city in building and in population was unprecedented. As it soon became obvious that it is the major area of growth for Cairo both middle and upper middle class residents.

It was in this period too that a Presidential Decree No. 567 for year 1982 was enacted assigning land for the army. Within this area of land was "Azbat El Hagan", which was then a growing informal settlement.

By virtue of law No. 97 for 1983 establishing the public sector organization, Nasr city company was affiliated to the public sector General Organization for Housing.

d- The fourth stage ; Semi private 1991-1996 the transitional stage.

By virtue of law No. 203 for 1991 governing business sector companies, and its by laws No. 1590 for 1991 issued by the Prime Minister, Nasr city company became a stock company affiliated to the Housing Holding company as a transitional stage until it readjusts its position and has its shares evaluated, then later put for sale in the stock exchange.

The relationship between the company and the governmental and administrative authorities, particularly the building licencing departments have greatly changed. In accordance with building law No. 106 for 1976, buildings built by the government or by public sector organizations or companies were exempt from licencing fees. Thus the company used to send a copy of the drawings to the licencing authority and pay only the minimum fees. But in this stage the company had to receive the approval of the local government , and hence had to pay full fees and its work was delayed and a lot of time was wasted (this is contrary to what was expected or desired by attaining gradual transformation towards privatization and market economy).

The most important projects executed by the company in this stage were planning the area of Hadaik Al Nasr, the embassies area and Al Waha area.

During this period and through negotiations additional land was allocated to the company by a Presidential Decree as a substitute for the land that was taken by the armed forces.

Another major trend of this stage was the ability of the company to take a decision not to build low cost, unfinished housing units. Even those already built were completed and finished to be economic housing units (which is higher in quality) than the low cost housing units) Such a decision would have never been taken by any other management that was totally a government management.

e- The fifth stage; Privatization of Nasr city company 1996

The government of Egypt is now trying to make both the public and the private sectors equally shoulder the responsibilities of urban and housing development, as a radical ideology through different means of encouraging both “new” and “old” actors to try new types of development activities . As is the case in many other countries this trend was started in Cairo the capital and in some provincial towns. Hence, Cairo has contracted refuse collection and street cleaning service to private sector companies which proved that these services could be done economically cost effective. Then many other attempts were undertaken to bring private companies to play roles previously played by local, or governmental authorities.

On 7/5/96, about 400.000 shares of the four million shares of the Nasr company were put for sale . Thus, the structure of the company’s capital was to become as follows:

- I- the national company of construction and urbanization on (Al Sherka Al Qawmeya el-tasheed Wa Al Taameer) 25%
- II- The union of personnel share-holders 5%
- III- other share holders 10%

The sale price per share was L.E 65. But as market demand for the shares was very high, the Cabinet approved a decision that the national company of construction would hold only 25% of the share, the union of personnel shares holders would hold 10% and the remaining shares would be put to sale.

Thus, the company became an Egyptian stock company with shares owned by the private sector according to law No.203 for 1991.

7-2-2 The urban development of Nasr city :

a- The initial Master plan of Nasr city (prepared 1959 - 1960)

The main guidelines of the Master plan were to combine the centralization and decentralization concepts. Thus making it a self independent city as far as its location, area, and size of population are concerned. At the same time it included many major facilities such as universities a stadium, the Cairo International Fair, which serves the area and has a regional role.

b-Planning concept :

The Master plan of Nasr city envisaged the following :

- I - To set up the planned land uses into definite zone.
- II- To lay down a new major road system linking the city with Cairo.
- III- To provide the residents a with public mass transportation system such as electrical trams, electrical buses and buses.
- IV- To provide the city with various types of housing with all necessary accomodations and services according to standards.
- V- To set up the zoning and building regulations so that densities may be planned accordingly.
- VI- To provide the city with sufficient green areas. See fig (7-16)

c-Some planning critieria for different land uses and their development and some of their special regulations :

Planning residential areas in Nasr city was according to the following priciples:

- I- Sufficient land would be allocated for each one of the functions needed for every neighbourhood.
- II- The inhabitants in each neighbourhood would not exceed 10.000.
- III- The density of the population ranges between 100-200 person per feddan.

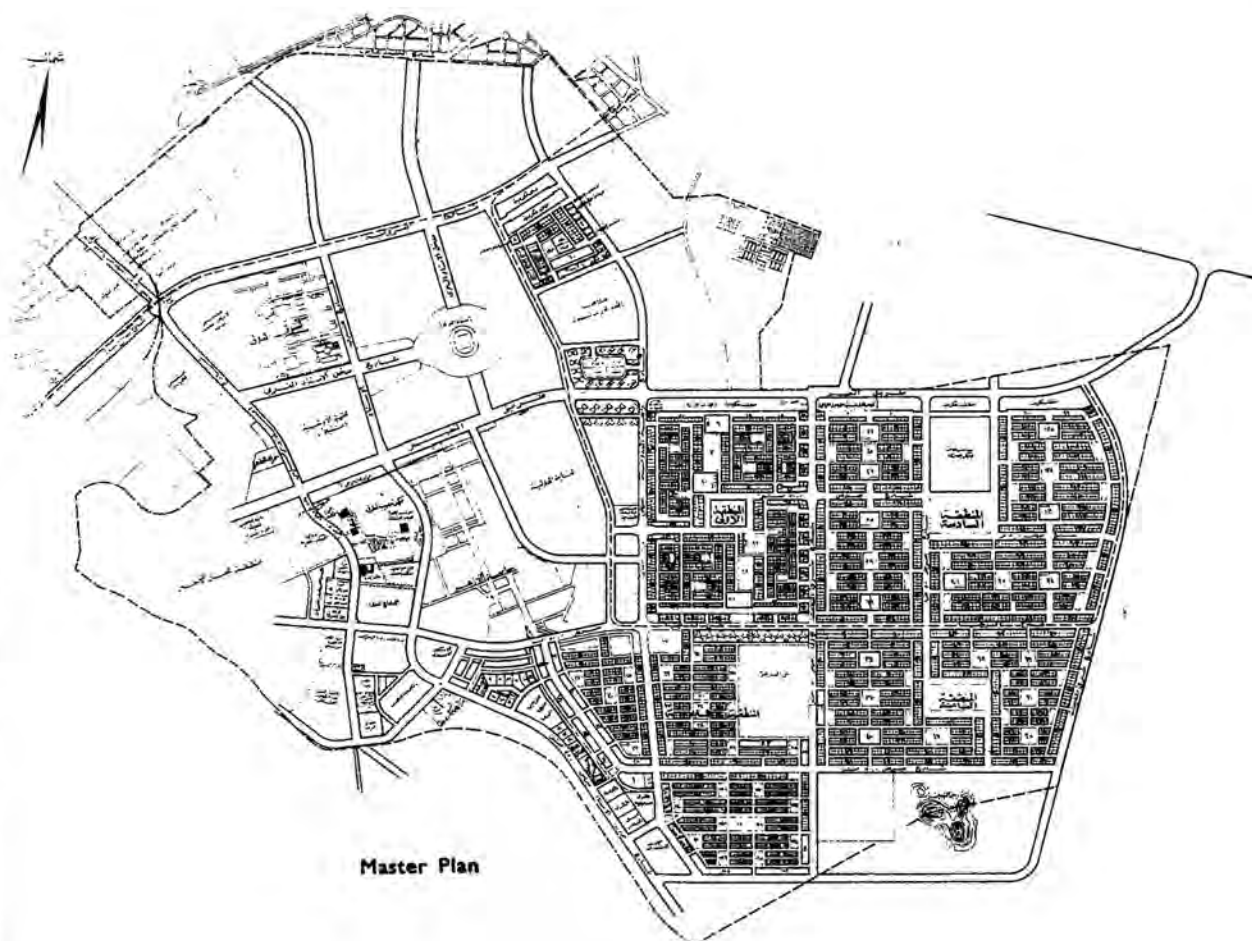


fig. (7-16) The Original Master plan of Nasr city, 1963

- IV- The area of the different services planned either on the level of each neighbourhood or at the level of districts should be sufficient.
- V- Crossing traffic between the housing areas is not recommended and hence may be prohibited by good planning of road network.
- VI- In accordance with the proposed standards, green areas should be located in sites where they would not be subject to major traffic hazards.
- VII- The locations of green areas should be within permissible walking distance from homes.
- VIII- The distribution of kindergartens and elementary schools should cater for the needs of the population in each area, and sites should be away from traffic.
- VIII- Each neighbourhood would be provided with land needed for:
 - local shops and supermarkets
 - workshop buildings, health centers, police, ambulance, fire brigade post office and other public utilities and services.
- X- To provide some residential areas with governmental buildings, to relieve Cairo from such buildings and to encourage employees to reside in such new areas.
- XI- Special building regulations were set up for Nasr city to limit its population and give it a special urban image.

d-Some of these regulations set in 1963 were :

- I- The built area in each plot of land should not exceed (1/3) one third of the total area.
- II- Recession of the building line from the front, the back and between neighbours should be as follows :
 - For plots less than 400 m² the minimum recess of the building line should be 2 m from the front and 4 m from the sides and the back.
 - For plots 400 m² to 600 m² the minimum recess of the building line should be 4 m from the front and the sides and 6 m from the back.
 - For plots of more than 600 m² the minimum recess of the building line should be 5 m from the front and the sides and 7 m from the back see fig (7-17)

- III- The maximum permissible height is (13 m) that is 3 floors plus the ground floor for buildings on streets that are less than 50 m wide, and 15 m four floors plus the ground floor for buildings on streets 50 m wide.
- IV- The maximum area of the basement is two thirds (2/3) the area of the building.
And for the top floors the maximum area is 25% of the total area of the floor.
- V- The minimum permissible width for terraces and balconies is 2 m in the front and 1 m in the back.
- VI- Special restrictions were set up for fences on streets. The height of the fence on the road should not exceed 2m with 0.8 m built the rest to be plants. The fence between plots is to have height of 2.5, built part 1.5m the rest of other materials that does not block the view.
 - The density was limited to around 180 persons/fed through regulating the number of flats in each floor and the number of floors.
 - Administrative buildings and some apartment buildings were built on streets that are 50m wide having 10 stories in the early development stage, as they were used as growth poles for development and to give the city a modern appearance and special image.
 - As land was sold very cheap, a time limit was set for complete construction of the ground floor.

E- Building regulations as they developed in 1985:

(as amended by Cairo governor's decree No. 294 for 1985)

- I - The build area in each plot of land became 50%
- II- The maximum permissible height is 16 m for plots on streets less than 50 m wide and 19 m for those on 50 m streets.
- III- Restrictions on the number of units per floor were lifted, thus increasing the number of families per floor and in turn increasing the density of the population in the city as a whole.
- IV- The basement has been changed to the ground floor with its height not exceeding 1 m from the street level.

These changes in regulations were provided for by the governor of Cairo for two main reasons:

- The high price of land, infrastructure and construction cost.
- The difficulty to abide by the 1961 regulations of building only 1/3 of the area of land and yet have flats that are marketable (because the price then would be too high)

f- Regulation Development in 1991:

A governor decree was issued providing that companies engaged in land or real estate development would be subject and governed by building law no. 106 for 1976. Hence the maximum permissible height of buildings became 1 1/4 the width of the street. The building regulations thus became less strict than those set by the company, a matter that allowed increasing the height and violating the company's regulation..

The company then filed a law suit against the governor and consequently the regulations of 1985 were returned into effect. But as a matter of fact many violations to the law still occurred but the violators usually officially reconciled with the company and the district officials so long as these violations did not violate law no. 106 for 1976.

Thus according to law No. 54 for 1984 all violations were officially reconciled except violations of heights according to the law of aviation, in an attempt to safeguard the national investment in these buildings. This implied that law No. 106 for 1976 applies to these areas. Violators then paid only a small fine which is in no way comparable to the gains achieved by violation of the law.

Example I

The price of the square meter of land in a plot in the eighth zone with an area of 500m² and on a main street (50m²) would be L.E 5000.

Total price of land = 500x 5000 = 2500000

Maximum built area may be 60% = 300 m²

Maximum height = 19 m (5 floor) ground 300 x6= 1800 m²

Area of a unit = 150 m² built 2 units

Construction costs with finishing = 1000 for m²

Total construction costs = 1000x1800= 1800000

Total cost of land and construction and finishing =1800000 + 2500000 = LE 4300000

Total price of each flat or unit = 358333

The market sale price in this area is now around 1500 per m². A flat of 150 m² would be worth LE 300000 .

Thus the owner of a parcel of land or developer will not find a buyer for his flat or will loose 700000 LE if he sells accordings to market prices. So developers tend to violate the law, build higher than permissible, and on more area than permissible ,so as to have a product that is marketable.

Example 2

A plot of land of 500 m² in Nasr city with dimensions 20x25 on a street less than 50 m wide and the average members of family per unit is 5 persons.

Item	Building regulations of 1963	Building regulations of 1985
1) perscent of built area (maximum covered built area to total area)	one third	one half
2) area of covered built area = (area of land x percent of built area)	$500 \times 33.3\% = 166.6 \text{ m}^2$	$500 \times 50\% = 250 \text{ m}^2$
3) maximum permissuble height	13 m (4 floors)	16 m (5 floors)
4) area of covered buildings = area of floor x number of floors	$166.6 \times 4 = 666.6 \text{ m}^2$	$250 \times 5 = 1250 \text{ m}^2$
5) Building density= area of covered building / total area of land	$666.6 / 500 = 1.3$	$1250 / 500 = 2.5$
6) population density	one unit per floor for plots of land less than 590 m ²	unlimited number of units per floor.
7) number of units per floor	only one	determined one the base of 83.3 m ² per unit
8) number of families (per floor xNo.of floors)	$1 \times 4 = 4 \text{ families}$	$3 \times 5 = 15 \text{ families}$
9) number of residents per buildings (number of families x 5) ¹⁷	$4 \times 5 = 20 \text{ persons}$	$15 \times 5 = 75 \text{ persons}$
10) population density No. of persons per building x 4200 / 500	$\frac{4200 \times 20}{500} = 168 \text{ persons per feddan}$	$\frac{4200 \times 75}{500} = 630 \text{ persons per feddan}$

¹⁷ Assuming average number of persons per family is five persons

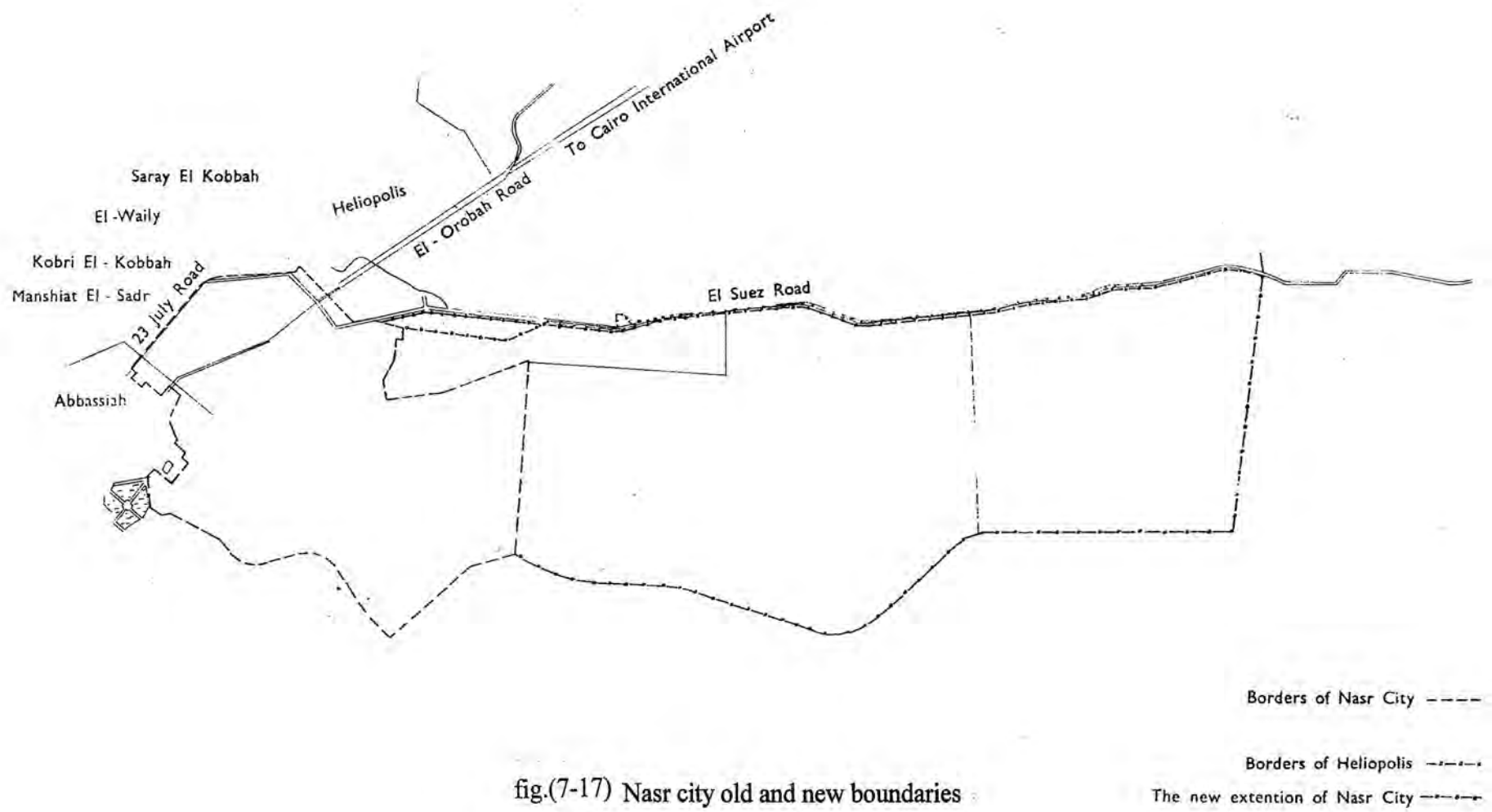


fig.(7-17) Nasr city old and new boundaries
according to presidential decrees

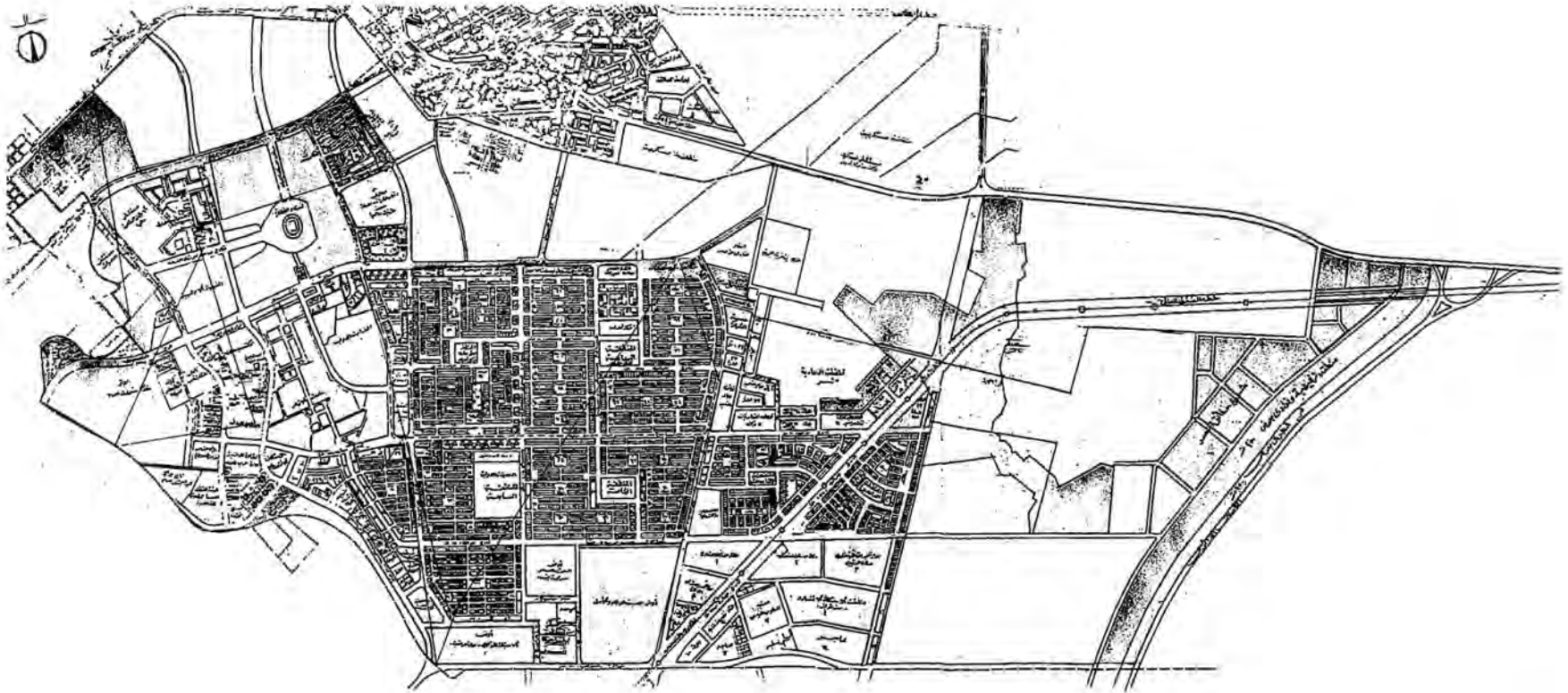


Fig (7-18) Master plan of Nasr city (1995)

source :Nasr City company Book,1995,

c-The third urban development stage 1991-1996

One of the most salient features of this stage was decree no. 344 for 1993 issued by the governor of Cairo providing that the departments of the governorate shall be exclusively responsible for receiving applications for building licences, and that the Nasr company would be considered as land developing company as far as the application of the law of urban planning and the law controlling and governing construction works. The departments concerned in the municipality would be the exclusive authority receiving applications for licences and would examine these applications in the light of the prevailing law of urban development.

Prior to this decree of the governor of Cairo, applications for building licences were submitted to Nasr city company. These applications and attached drawings were then examined by the department responsible for receiving these drawings to ensure that they conform with the company's regulations and then give the company's approval. The owner of the land would then take these approved drawings, submit them to the district authorities (Nasr city) and receive the licence. Thus the company had a means of ensuring that its regulations were applied and respected.

Another feature of this stage is that the public became aware of the illegal activities of a few land developers and entrepreneurs who flagrantly violated the law. Those were commonly named by the media as Nasr city sharks. Public opinion was provoked against such activities and the district authorities had to place large posters in several parts of Nasr city warning the public against buying apartments in floors that were built in violation of the laws. Several such floors were actually demolished as a method of curbing further violations. But these measures were ineffective until a martial order was issued in 1996.

Nasr city is now the only area in Cairo where there is room for the construction of new residential buildings. Nasr city company, individuals, cooperatives, the armed forces, the trade unions and syndicates of professionals are currently engaged in the process of building houses in Nasr city. But it must be mentioned here that the best quality houses, the most appreciated, and the most in demand are those built by Nasr city company.

During this stage too the city grew extensively with no planning. But when the company rectified its administrative structure it began to select new areas to be planned. Then services and utilities were extended to these areas, thus the company

now once more follows the same laudible administrative system that was applied when it was first established.

One of the most important project of this stage is the establishment of Al Nasr gardens covering 900 feddans west of the ring road from the land allocated to Nasr city company. However it took several years for this project to be executed. For the idea was initiated and the plans were approved by the governorate in accordance with the new status of the company and the new regulations of the governments on 2/6/1992. But the governor did not approve the detailed drawings of the plan except on 8-7-95.

Another project that initiated during this stage was Al Waha project in neighbourhood 12. This Al Waha, (Oasis) garden project shall cover an area of 70 feddans. The plan for this project is currently being approved.

During this stage too negotiations with the armed forces were successfully concluded and it was agreed that the armed forces would keep the land allocated to them by virtue of a Presidential Decree provided that the company would get the substitute land allocated to it by virtue of another Presidential Decree. This new land extends from kilometer No. 40 to kilometer No.43 along Cairo Suez desert highway.

During this stage too dealing with the buyers of land from the company was changed. For in 1993 the fees due to Nasr city company assigning the land to the buyers become 9% of the sale price of similar lands. In 1995 this percentage however was amended to be 10% (as during this period a court judgment was issued stating that taxes on unused land is unconstitutional. Yet the company was able to enforce fines for violations of regulations necessitating the building of sold land within a certain period.

Moreover since 1993 the company has been applying special rules regarding the change in the use of land by virtue of which the company would receive a certain percentage of the price of land when an application for the change of its use is submitted to it, for example from industrial use to residential.

In May of 1993 two major events took place thus affecting the situation in Nasr city as a whole. First the company became a quasi private sector company, and second the government took an initial step to upgrade the informal housing of Ezbet El Hagganah. Maps for this area were prepared, and holders of the land who wished to legalize their title to this land had to pay a set sum.

So far the position of only a few of such holders was legalized. Others did not care to do so as they believe that for political reasons Nasr city company can not evacuate residents in this informal housing areas and throw them out on the streets, as this act may jeopardize national security.

7-2-4 Demographic and economic characteristics and development

In 1976, the inhabitants of Nasr city district amounted to 64892¹⁸. This figure rose in the 1986 census to 166176¹⁹. It is estimated that the number of inhabitants in Nasr city is now (1996) 250000.

Comparable to a big city (150-300000 inhabitants) like Zagazig, the percentage of holders of intermediate certificates in 1976 to the total number of inhabitants above 10 years of age was 44%²⁰.

The percentage of holders of a university degree or higher was 17% that is the total number of inhabitants with an intermediate or higher education was 61% of the total number of inhabitants. But in the 1986 census the percentage of holders of intermediate certificates to the total number of inhabitants above 10 years of age was 35%²¹. While the percentage of holders of a university degree was higher in the 1986 census, at 30%. Thus the total number of inhabitants with an intermediate or higher education was 65% of the total number of inhabitants.

- It has also been noted that the percentage of university graduates among the new comers to Nasr city has grown from 1976 to 1986 while the percentage of holders of intermediate certificates remained almost unchanged.

- The degree of education differs from one zone or neighbourhood to the other according to the type of housing in it. For example in neighbourhood 6 the degree of education is high as the income is higher, and the area of the apartments is bigger.

¹⁸ Egypt Census Bureau, 1976 Census

¹⁹ Egypt Census Bureau, 1986 Census

²⁰ Ibid, 1976 Census

²¹ Ibid, 1986 Census

Contrary to neighbourhood 12 where the level of income is less and consequently the level of education.

The 1986 census also covered the buildings . It was found that 21.3% of the buildings were rented 5.6 % were owned flats and 26.9% were owned buildings. The remaining 42.4% of the buildings were either privately or publically bought or rented that is left closed until a later time and this is a very high percent.

As regards the year of construction the 1986 census indicated that 4.6% of the buildings were constructed between 1940 and 1959 and 52.2% were constructed between 1960 and 1979 and 41.2% were built after 1980 which is a very high percentage (almost half of the buildings of Nasr city)

7-2-5- Practical examples of intervention in land use in Nasr city

1-Trespassing on the land allocated to Nasr city by public entities:

On revising the Presidential Decree allocating land to different authorities we found the following :

- I- Presidential decree no. 815 for 1959 established Nasr city company.
- II- Presidential decree no. 3124 For 1971 allocated another 14000 feddans to Nasr city comapny.
- III- Presidential decree no. 567 for 1982 allocated some of the lands lying within the boundaries of the land allocated to Nasr city for company Housing and Urbanization to the armed forces (the attached map shows these lands).
- IV- Presidential decree no. 506 for 1984 returned the informal housing area of Ezbet El Hagganah to Nasr city company.
- V- Presidential decree no 95 for 1995 amended the borders of the land defined on the above mentioned attached map.
- VI- Presidential decree no. 190 for 1995 allocated new lands on the Cairo-Suez desert Highway to Nasr city company to compensate it for its lands (as shown on the attached map).

Furthermore the armed forces did illegally hold lands and buildings and put it in its custody, including the following:

- I- The land and villa owned by Nasr city company which has been occupied by the employees of the department of surveillance (of Nasr Company) roads and gardens for the past 30 years.
- II- Lands, buildings, and minor ware houses and workshops of Nasr city company
- III- The remaining part of a plot of land originally covering 64 feddans that had been sold to Imac company.

Thus the total area of land that belongs to Nasr city company and is illegally held by other authorities as a result of Presidential Decrees or enforcement of illegal custodies amounts to about 1000 feddans.

a-Problems of trespassing :

Problems resulting from the various and controversial Presidential Decrees allocating lands and the illegal enforcement of custodies include :

- I- The first type of problems is that the actual situation is completely different from what is shown on maps. Thus the boundaries between lands allocated to Nasr city and those allocated to the armed forces must be drawn according to the actual situation.
- II- The second type of problems is the result of actual uses of land that was allocated to Nasr city company, but the armed forces can not change the site of this use, as this land has actually become within the boundaries of land allocated to it.
- III- The third type of problems is due to the fact that the company had already sold parts of the lands allocated to it to companies or individuals and those had paid either a down payment or the price in full. For example the land sold to Imac for the Development of Real Estate. This covers an area of 64 thousand feddans. "Imac company" had paid a down payment of LE 17.6 million. These sums plus interest amounting to about LE 20 million have been demanded by Imac and Nasr city company did pay them back.

IV- Problems resulting from the lack of a comprehensive plan for zones. For example, neighbourhood no.11 has become one zone with no plan. As Nasr city company receives land from the armed forces, it prepares a plan for every part of land as it retrieves it from the army then builds on, each area separately. Thus each area seems to be in isolation of the others from the planning and designing points of view.

b- Resolving these problems :

There were three options available to Nasr Company to overcome the problems resulting from the double allocation of land to the armed forces that was already allocated to Nasr city company

I- These previously mentioned Presidential Decrees of double allocation of land to the armed forces that was already allocated to Nasr city company may be considered as an expropriation of these lands in accordance with law no 203, and hence the company would be entitled to full compensation either financial or by receiving other lands in lieu of those that have been expropriated.

I - These Presidential Decrees may be legally challenged by Nasr city company.

to the armed forces and allocating other lands of the same category owned by Nasr city to the armed forces.

Through personal contacts the third option was commenced. It is worth mentioning that although only year has lapsed since the issuing of the first and third decrees yet compensations were paid in full. A matter that would have never happened had the negotiations been between different governmental departments, or between these governmental departments and public sector companies, as in the case in Zagazig.



تخطيط عام للمدينة
شركة مدينة نصر للإسكان والتعمير

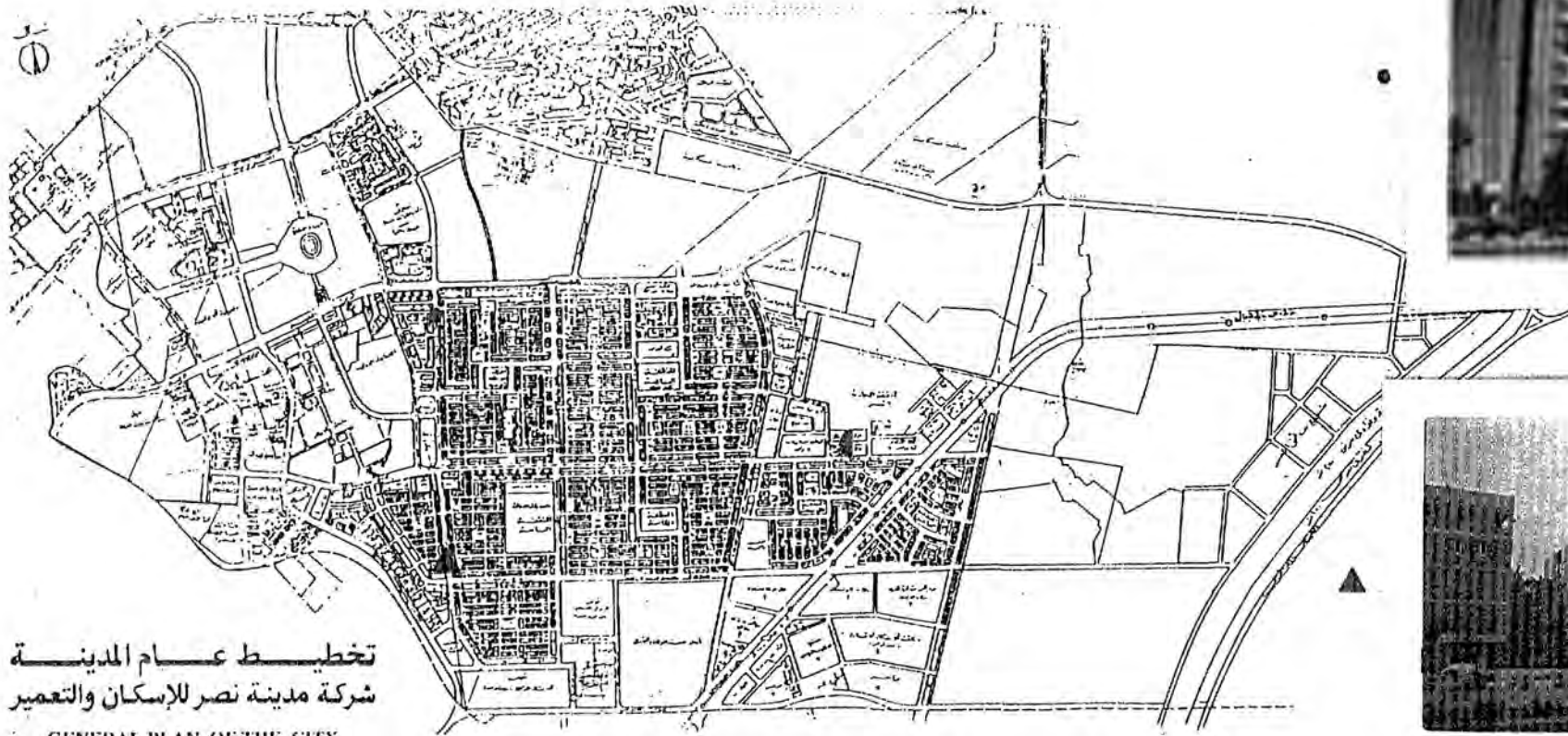
GENERAL PLAN OF THE CITY
NASR CITY COMPANY FOR
HOUSING & RECONSTRUCTION

Fig (7-20) : Abbas EL Akkad street is the extreme example of violation of every article of law and regulation yet , the market for it is still great.





(7-19)A



تخطيط عام للمدينة
شركة مدينة نصر للإسكان والتعمير

GENERAL PLAN OF THE CITY
NASR CITY COMPANY FOR
HOUSING & RECONSTRUCTION

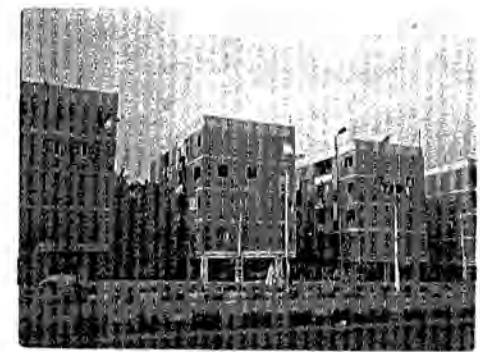
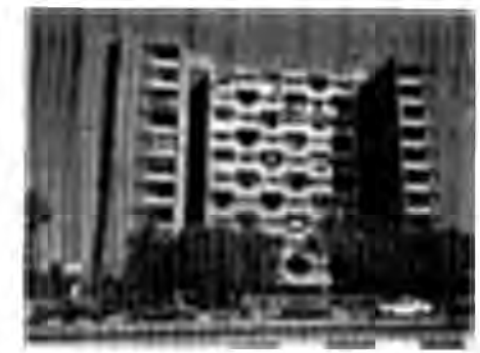
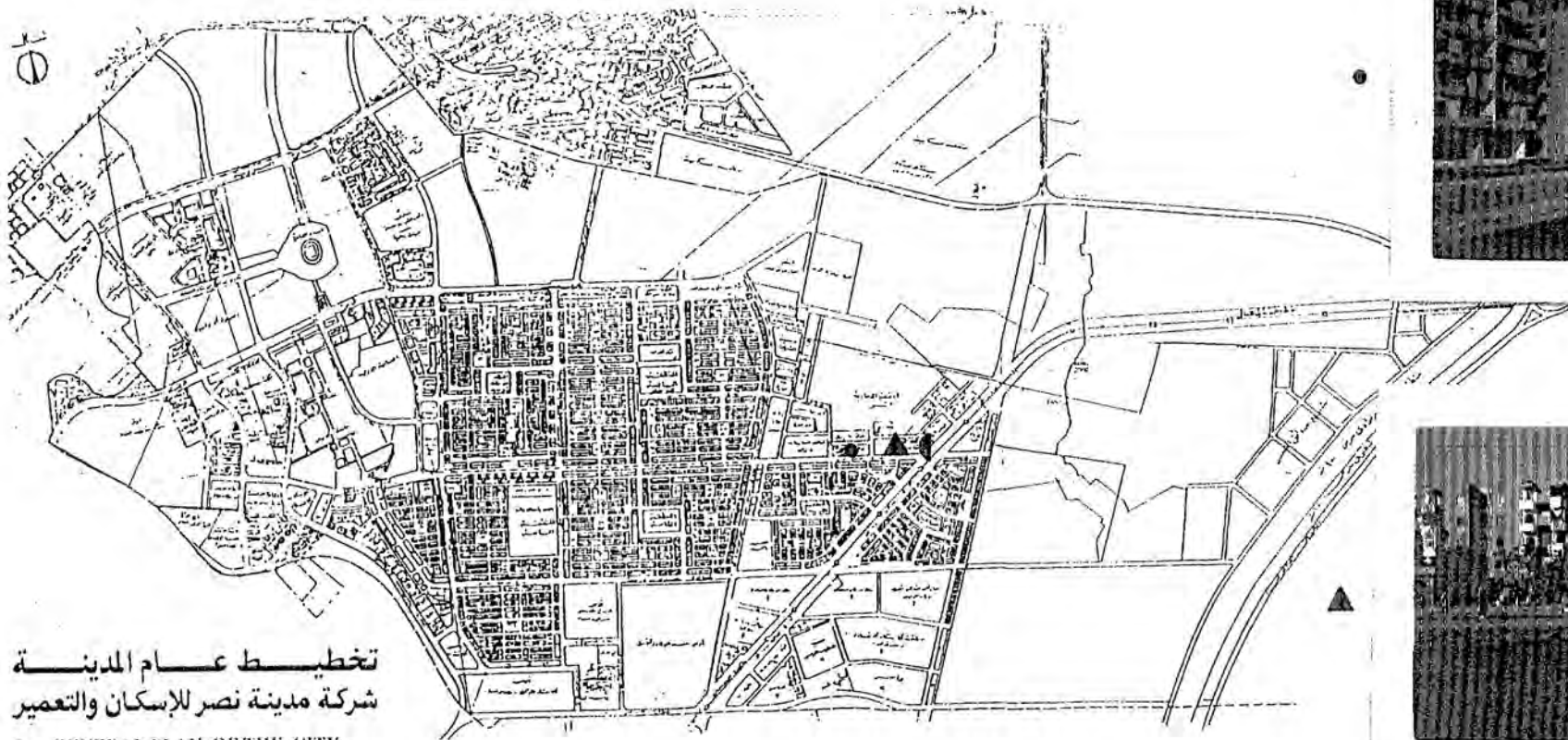
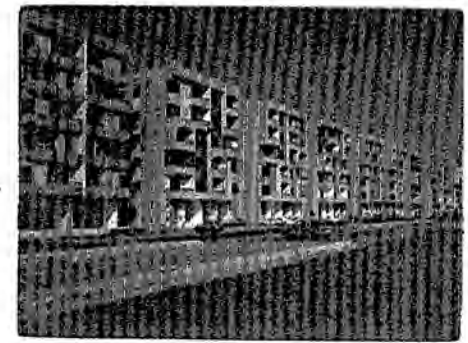


Fig (7-19) : Older Nasr city buildings are in better conditions than new ones. Old homeowners associations work better than new. Old associations are abiding by laws ,change in ground floor uses is fewer in older building.



تخطيط عام المدينة
شركة مدينة نصر للإسكان والتعمير
GENERAL PLAN OF THE CITY
NASR CITY COMPANY FOR
HOUSING & RECONSTRUCTION

Fig (7- 21) : Mostafa EL Nahas street is different housing projects for different income groups and different provides along the same street .



c- Negotiations to resolve conflict :

Dealing with the problems of double allocation of land to Nasr city company and the armed forces was resolved through negotiations. As conflicts in the market usually get resolved by negotiations and bargaining, A joint committee from representatives of the armed forces and representatives of the company was set up to redraw the boundaries defined by Presidential decree no. 567 for 1982 and amended by Presidential decree no 95 for 1995 to be as shown in the map Fig (7-19). Taking the following into consideration:

- 1- The borders should be drawn according to the actual situation as much as possible and follow the line of streets of 24m or 50m wide.
- 2- The two parties agreed that the major and collective utilities that underlie these streets should cross the borders of either party in accordance with technical requirements.

Then a second meeting was held to agree on the implementation of Presidential decree No.190 for 1995. Which complements the earlier decision providing compensation for the company. Decree no 190 for 1995 provides that the land lying south of the Cairo-Suez desert highway between the landmarks of kilometer no.43.5 and 45 and to a depth of 2.5 kilometers from that desert highway would be allocated to the Ministry of Defence so that it can give as compensation to Nasr city company for the land that was allocated to the ministry of defence within the boundaries of land of Nasr city company lying west of the ring road of greater Cairo by virtue of Presidential decree no 95 for 1995.

2- Informal trespassing by individuals :

ex.(Ezbet El Hagganah)

a- Historical background.

Sometime in the past the Hagganah battalion of the border guards built simple dwellings next to their camp near k.m 4.5 on Cairo-Suez desert highway. Then these dwellings increased to include various types of buildings for different groups of people and various purposes whether housing or industrial or commercial or mere acquisitions of the land to sell it later.

I- On 30-12-1971 Presidential Decree No. 3124 for 1971 was issued expanding the boundaries of Nasr City company to k.m. 30 on that same

Cairo-Suez desert highway. Thus, the land of this region now known as Ezbet El Hagganah become part of the land allocated to Nasr city company.

II- On 5-12-1982 Presidential decree no. 567 for 1982 was enacted allocating certain areas of land to the armed forces and Ezbet El Hagganah due to its nature and proximity to the camps of the armed forces within these lands newly allocated to the armed forces.

III- The armed forces tried to evacuate this area of about 750 feddans from the 200,000 trespassers who lived on it. When it failed to do so it resorted to the easier way out and obtained another Presidential decree No. 504 for 1984 which excluded the 750 feddans of Ezbet El Hagganah from the land allocated to the armed forces. Hence once more Ezbet El Hagganah became part of the lands of Nasr city company.

IV- Over the years there were several decrees and decision to remove these buildings but nothing could be enforced due to the very large number of its inhabitants who have been living on it for a long period.

V- As hope in the removal of these trespasses faded, an attempt to replan this informal housing area as a first step towards legalizing the position of the trespassers was made particularly that a political interest to develop these informal housing areas was developing since 1992 to avoid and curb terrorist activities taking shelter in these areas.

a- A Description of Ezbet El Hagganah:

As mentioned earlier Ezbet El Hagganah covers an area of 750 feddans. To the north there is the Cairo Suez desert highway, and to the south the camps of the armed forces. It is aggressively expanding to the east and west on the land of Nasr city company. To the south there is a project of the extension of Al Mithay street It also lies between two housing projects for the armed forces.

c-Confronting the problem:

I- In 1990 the governor of Cairo and the Chairman of the Board of Directors of Nasr city and representatives of the various departments of the governorate and the inhabitants of Ezbet El Hagganah met. A decision was taken by virtue of which the departments of the governorate would study the social conditions of the trespassers, prepare an urban development plan, provide the necessary utilities and receive money for the price of land and the utilities. These sums

of money would then be given back to Nasr city company. This decision was apparently too ambitious and thus was not executed to this moment (1997).

II- By the end of May 1993 Nasr city company had completed estimation of the compensation due to it for the land that has been trespassed. And the governor of Cairo approved these estimates.

III- Nasr city announced that it has prepared a form to be filled by the trespassers so that their positions may be legalized. The form was to be sold for LE 10 and was to be returned to the company before a certain date. The price of the land ranged between LE10 and LE 50 per square meter according to the site , location ,area and use of each plot of land. Nasr city company proposed the following prices as compensation for land trespassed (as land without utilities)

- Privileged areas:

- LE 30 per square meter in the sector facing Cairo Suez desert highway and to a depth of 50 meters .
- LE 25 per square meter in the sector facing zones ten and eleven of Nasr city and to a depth of 50 meters
- LE 20 per square meter in the sector facing the project of the extention of Al Mithay road next to Al Zahra housing project of the armed forces and to a depth of 50 meters.
- LE 20 per square meter for land used in non residential purposes (industrial or commerical)
- LE 10 per square meter for all the other inhabited areas and plots of land of Ezbet El Hagganah
- Prices of lands that are vacant but fenced with unidentified use have been calculated on the same earlier mentioned bases up to 500 square meters (per person) and any excesses would be for LE 50 per square meter. So that there would be no possibility of speculation.

These prices are to be paid to Nasr city company to compensate it for the land allocated to it and exploited by trespassers. For it was agreed that the departments of the governorate would bear the cost of providing services and utilities to the citizens then collect this cost and expences from them. This would be part of their responsibilities in replanning the urban development of the area.

- Up to the present those trespassers who applied to legalize their position were (464 persons)
- The area of land that they hold amounted to (330 thousand square meters)
- The compensation due to Nasr city company for all these lands amounted to (LE 10.5 million)
- The compensation actually collected up to 31-7 1997 amounted (LE 4.7 million)

It is important to note the difference between how Nasr company dealt with informal trespassing and how Cairo governorate or Zagazig municipality deal with similar informal settlements, Nasr city sold application and trespassers or at least 50% of them applied and paid compensation to the company. The Cairo municipality on the other hand did not ask for money but offered to install infrastructure free of charge.

3- Reconciliation with violators:

a- violation of time limit :

Rules for reconciliation in cases of violation of the clause providing the necessity of building on land allocated for housing within a certain time limit:-

The primary sale contract with Nasr City company includes a clause stipulating that "should the person purchasing the land for the purpose of housing fail to complete at least the ground floor within a maximum period of three years from the date of signature of the contract ,Nasr City company would be entitled to annul this contract". However, to date the company has not annulled any contract, in fact to make matters easier for the violators of this clause it took a decision in 1994 to reconcile with them in accordance with the following procedures:-

I- Should a violator of this clause apply to amend and extend the period during which he should complete at least the ground floor he should pay a delay fine for every year of delay to be calculated after the end of the original period allowed by virtue of the primary contract. (Parts of a year are considered a full year). This term for reconciliations is applied as follows:

- 10% of the price of the land defined in the sale contract. This rule applies to land sold after January 1st 1991.

- 10% of the price of land defined in the sale contract or the price prevailing market price for these lands in the different zones which is even higher for land sold before January 1991.

II- After the payment of this increase (fine) the clause pertaining to the period by the end of which at least the ground floor should be completed is amended to be extended for another two additional years from the date of payment of this fine, or else the contract would be automatically annulled with no need for any notification or any other legal procedure.

However, in 1995 and after conducting extensive studies the company decided to treat both an old proprietor who has been reconciled with and a new proprietor equally as far as the financial burden is concerned. Hence it decided to reconcile with the proprietors who fail to abide by the clause necessitating the completion of the ground floor of building on the basis of 10% of the prevailing price of the sale of land sold before the first of January 1991 only once regardless of the number of years. Thus person who reconciles with Nasr City company to obtain a building licence would receive the same financial treatment as he who sells or gives up his land to another without building on it.

Reconciliation with Nasr City company is a necessity for obtaining a building licence. And once reconciliation is concluded the company sends a letter to Nasr city district authorities informing them of the reconciliation and of the authenticity of land ownership to date, so that these authorities may grant a building licence. It is important to note that in spite of the fact that enforcing taxes on unused land is unconstitutional yet the company was able to do so against those violators who failed to complete the building of the ground floor within a certain period.

b- Violation of height limits :

Problems related to amending laws or ministerial decrees affecting the company's decisions to reconcile with violators and amend the land use clause or part thereof or to reconcile with regard to exceeding certain heights have developed over time.

The Cairo governor issued decree No. 349 for 1993 considering all public sector companies employed in the field of housing within the boundaries of Cairo governorate, namely Maser Al Gadida for housing and Urbanizations, Nasr City for Housing and Urbanization, Maadi for Housing and Urbanization and Nasr for

Housing and Urbanization as land developers, while only the various departments of the governorate would be exclusively responsible for receiving applications for building licences and for issuing these licences in accordance with the building rules and conditions approved for these developed lands. These same departments of the governorate would also be responsible for control and monitoring to ensure full abidance by those rules. These above mentioned public sector companies would, according to this decree of the governor of Cairo, have no right to issue any approvals or decisions dealing with planning or building once it has planned and divided its land to plots. Any approvals issued by these companies dealing with the building or planning or division rules of these zones, once these have been approved by the governorate, would be considered nil and void as they fall beyond the scope of competence of these companies.

As a result of the enforcement of this decree of the governor and up to its cancellation some of the clients of these companies referred directly to the departments of the governorate to change the allocation of land or to obtain licences . Hence Nasr city company lost a vital part of its resources as it recieved fees for such services. Consequently Nasr city company introduced this following new article in the sale contracts of its lands: "should the second party, the buyer of the land or his public or private successor amend the allocation of the plot of land sold to him or part thereof, or build a building on the land allocated to him by virtue of the contract, and exceed the heights set forth in this contract as a result of obtaining approvals from certain administrative departments, then the company would have the right to get an additional premium on the price set forth in this contract according to the benefits acrued by the second party as a result of exceeding hight limits or changing the purpose of land use or both as follows:

The buyer shall have to pay the following sums to the company :

- I- 25% more of the price per sqm agreed upon in this contract to change the land use.
- II- 15% more of the price per sqm agreed upon in this contract for every floor exceeding the height set forth in the building regulations attached to the contract.

As a result of the inclusion of this clause in the contract, whenever a law case is filed against the company in this regard, the courts always pass a sentence in favour of the company.

C- Violation of change of use

Rules for Reconciliation applied by Nasr city company in cases of violation of change of use have changed over time.

Since 1992 Nasr city company applied a rule by virtue of which it receives 25% of the price of the total area of land either set forth in the sale contract or defined by the price tables prepared by the company for the purposes of giving up lands in the various zones, whichever is greater, if the use of this land is to be altered.

This rule was put into force in several cases for example it was applied :

I- to Al Ahleya company for investment in Real Estate (as successor of the Institution of water wealth) for it paid LE 700,000 in 1993 to change the use of the plot of land which is the extension of Ramsis street at Abbaseya district from an administrative use to a residential use.

II- To Architects and consultants (Dr. Ahmed Moharram and others) who paid LE 730,000 to change the use of the plot of land on Al Nasr Street also from an administrative to a residential use.

III- In 1994 two plots of land numbers 3 and 4 in the first zone which were allocated as a hospital were sold. The sale contract stated that the buyer would pay 25% of the sale price to the company should he decide to change the use of these plots of land from a hospital to a residential block.

On the other hand there are other examples when this rule was rejected:

VI- Misr Travel company wanted to change the use of a 54474.25 square meters lying behind the Railways sports club and adjacent to Al Fardous residential area and the Arab contractors hospital from an industrial purpose to a residential one, or to another general use. It sought to be relieved of the financial burden of the increase in price as it wanted to fulfil its financial obligations and settle its financial status from the accrued price of sale. But Nasr city company's response was as follows:

By applying this above mentioned rule to Misr travel, it should pay the sum of LE 4,085,568.750. This sum has been calculated according to the table applied to the nearest area to this plot, (the extension of Ramsis street) that is in zone 7 where the

price of land is LE 300 per square meter as it overlooks a street less than 50 meters wide. The sum that should be paid by Misr Travel from the capital profit represent the difference in price between the price it paid for the land on the date of purchasing LE 3.25 per square meter, and the present price which is LE 1500 per square meter. That is the plot of land is currently worth LE 80 million. Thus the cost of changing the use of land which is about LE 5 million actually represents 5% only of its current price.

Hence it would not be logical or reasonable that Misr travel gets all these privileges and profits at the expense of Nasr city company.

It is worthy of mention here that in 1995 both Misr Travel and Nasr city company were affiliated to the Holding Company for Housing, Tourism and Cinema. The chairman of the holding company requested an exemption of Misr travel from paying this sum to Nasr city company. But the board of directors of Nasr city company refused. This is something that could have never taken place between a governmental department and the mother department in the governorate of Cairo or any other governorate. Hence reflects the relative independence of decision making in Nasr city company.

Moreover Nasr company for Housing and Urbanization through its technical and commercial departments, proposed to carryout on behalf of the owner company replan of the land, to develop it and market it, provided that fees for these services and for the change of use of the land are be paid from the sales of these lands when they are sold.

This in short means that there is still some sort of cooperation between the original company and the owner company even after the sale of land .

5- Information :

The data available in Nasr company includes prices of selling land since its establishment and until the present. Special care is given to such data especially in recent years where land and apartments are sold in public auctions. Such data helps when deciding on new prices of land to be sold. It like wise has data on market prices of land sold recently. Thus making new approveds close to reality .

I- Each year (at the end of it) the number of violations is identified and classified along with the number of reconciliations. Such data helps when an owner wants to register his land or apartment and applies to the company to have a certificate

enabling him to register or if he needs to install electricity or other utilities. Although the company can't stop violations it usually sends such data to (district) so that legal procedures may be taken.

II - Maps for the city are updated periodically (every 5 years). For it is an essential element in land development and land intervention. Contrary to this the only available and updated information in Zagazig is data on the size and growth of the population. Other information on housing, economic activities and other data has been introduced in the 1986 census and probably in the 1996 census, as well but it has not yet been published (mid 1997). Data on social services and facilities in urban centers is collected by each agency separately and is never available to the others.

The present situation with regard to intervention in the urbanization process in Nasr city :

In dealing with interventions in urban land use in Nasr city we shall follow the same means of analysis as in Zagazig city, that is we shall answer mainly three questions of the research ; approach, tools and actors.

The first question ; the Approach : Nasr city is a planned suburb of Cairo. It has a defined original Master plan prepared in 1960-1961 . As have been studied previously this plan was for the first few zones. But Nasr city's urban development went through different stages so did its Master plan (main approach) .The plan was also changed or affected by the addition of the new lands allocated to it or by lands taken from it. As well as the entry of new actors in the field of construction in Nasr city, such as the army and the Cooperative Authority during the 80's. However, as of the 90's Nasr city company built and sold land where it is available. Thus ,no real urban planning for new areas was prepared. But starting the 90's and after changing the administrative regulations, many new planning proposals for areas and neighbourhoods are being prepared . It is also important to note the change in the concept of planning when implemented. That is change from the neighbourhood concept of strictly residential land use to mixed land use, a concept that is more Egyptian. That is when all changes were included when evaluating, how much of the real planning concept still exists it would be a very small part.

- Second Question: intervention tools

What are the tools used by Nasr company? Interviews with officials in Nasr city company and field visits revealed that the basic mechanism or tool used is applying the articles of the regulations of Nasr city and articles of building law. As indicated before the governor by issuing decree No. 344/1993 for some time stopped the effectiveness of the regulations of Nasr city (until courts over ruled the decree)

Other less common tools are penalties payed when change of use is made the company is enabled to gain some profit, it might even take another step forward and stop or curb changes in use by introducing in the new contracts a clause that if any change in use is affected the contract may be canceled. Such a clause in the contract is sufficient to make any court abide by it. Negotiation with violators, trespasser, or informal settlements and with public organisations and the army is a tool which the company often used.

The third Question :

Who are the actors in Nasr city? The actors include Nasr city company executive officials, as well as, municipality officials, private developers as well as private citizens. As the stand of the municipality officials has been studied thoroughly in Zagazig city we shall concentrate here on Nasr city executive actors ,how they perceive their role, how they think of problems and how they see solutions. The opinion of Nasr city company actors on means of intervention in land use. (Result of field study). The social features of the official actors in Nasr city company is previously stated in chapter 6.

A- Awareness of their role:

Personal interviews indicated that most employees have a sense of commitment to the company and to the Nasr city itself. They expressed a feeling of responsibility for projecting Nasr city urbanization as planned. But most stated that their efforts were hampered by municipality officials whether in (Hay, governorate or other agencies). They also felt that much of their power was taken from them and given to (Hay)

B- Cooperation between departments and with other agencies:

Within the company actors asserted that there is cooperation between departments to get work done as real estate development work includes land development, provision with infrastructure, building apartments and selling them or

selling land. Periodical meetings and meetings for case studies are a common feature of doing things. The role of chairman was also stressed in promoting cooperation and in the supervision of work. Moreover, although the administrative status is new, yet it brought about new means of incentives and penalties, see table (7-4), (7-5)

C-Major problems of urban development from the point of view of officials were as follows:

- violation of laws
- trespassing
- inadequate number of qualified candidates in Hay
- complexities of real estate procedures. See table(7- 6)
- d- Means of intervention in urban land use ;

Most actors stressed the importance of severe penalties and actions as 88% approved severe fines to violators and 66% approved expropriation of property.

e- Reasons for violation of the law:

The majority of actors expressed their belief that the main reason for violating the law was lack of control, and the desire of developers to gain profit, while the prices of land have increased tremendously making abiding by the law difficult. On the other hand, penalties are unrealistic violations spread in Nasr city since the mid 80's to the extent that they have become a common phenomena. Nobody fears the penalty nor that his building would be demolished, for he only has to wait for a new blanket law or official Decree of exemption,see table (7-10)

f -reconciliation with violators

When actors were asked their opinion with regard to reconciliation with violators the majority approved it, as it is what they are used to doing. As to the issues that can be subject to reconciliation, change of use and pertrusions was given first priority then percentage of covered buildings, and exceeding height were also considered violation that could be reconciled if the violation was or the height limits set by the company and not the heights set by the general building law. see table (7-13)

g-Dealing with violators:

Actors expressed their belief that the best means of dealing with violators is through fines that are realistic in amount and updated. Second came depriving violating buildings of utilities . It is also worth mentioning that some actors

demanded extreme measures such as suspension of the architect or disqualifying the engineer responsible. For such building problem the actors in Nasr city have seen many examples such violation include buildings that are unsafe or that collapses due to violation of common standards or codes. In the last few year two buildings have collapsed in Heliopols killing dozens of people.see table (7-15)

h- Exemption from the laws :

Interviews indicated that the fact that the law allows for certain exemptions allows the governor, or minister under pressure from some local politician or other actors to exempt certain buildings or streets from regulations . Thus making unqualified politicians take the role of experts or planners. Therefore, only 1/3 the of actors approved exemptions that if any exeption are to be made then they should be only for special areas such as Nasr city or special uses such as hotels, see table (7-16)

I- Means of encouraging the private sector to participate in the development of special buidlings or in special areas.

One third (1/3) of the actors disapproved of any kind of subsidy whether implicit or direct. They expressed their opinion that private developers will participate in such development only if there is profit. Those approving some kind of incentive believed that land at reasonable prices was a major incentive, then giving subsidized building materials, finally came granting loans and tax exemptions . see table (7-18)

J- Solutions for unused land in the city:

The actors approved of what Nasr city company is doing , that is it either retrieves the land back or let the owner of unused land pay a penalty each year it is left unbuilt.

It is important to note that giving owners loans to built was also mentioned as actors feel that some old owners of land can not built as land prices and building prices increased but would have to sell to a developer to do so. This drives many old owners of land to sell their lands to new comers , who may not always be of the same social-economic characteristics that prevailed in Nasr city when it was first established .see table (7-19)

Other Actors :

Other actors in Nasr city include developers, private owners, the municipality (Hay), other public agencies and authorities.

It is note worthy that the media played an active role in Nasr city, for as violations became common there and as the violators violated every law and regulation the media got interested . They called violators who violated the law and sold their buildings after being able to provide them with infrastructure leaving new owners to face courts , the sharts of Nasr city.

As a result of media pressure the political bodies became active .Some floors of buildings were removed and advertisement and posters on the illegality of some floors were put in streets all over Nasr city. But ironically that was the end of it. It was not until a second building collapsed in Helopolis due to a violation of the law killing 65 persons that a Marshal decree was proclaimed enforcing severe punishments for violations.

The study in Chapter 5 , illustrated how organizations have life cycles and how organizations change between configurations. The field study and interviews with executive in Nasr city company indicated that the company on its establishment had no resources to draw upon, no existing structure or standards or facilities but it had the first chairman (Arafa) who was the founder and leader for about 20 years. Thus, power was focused personally on the leader hence the organization was a typical autocracy.

Later through the use of performance standards and formalized control the company became a form of bureaucracy “closed system” during the 70’s -80’s where the administrators and senior managers encouraged the pursue of goals that served the company itself as a system and in turn served the administrators.

At the end of that period 1989-1991 three chairmen were appointed to the company. Interviews indicated that the company was captured by conflicts, confrontations and a lot of uncalled for decisions, wasting time and resource,making the company a typcially political arena (stage of decline).

As laws that changed the company’s administration and status were issued and various kinds of experts could be hired, the presence of different type of experts along with the company’s new status of being accountable to the shareholders (external powers), the company moved towards a Meritocracy kind of organization.

-NGO’s working in Nasr city:

There are a lot of NGO’s working in Nasr city. Non however is interested in Urban development and urban environment. See Fig (7-20)

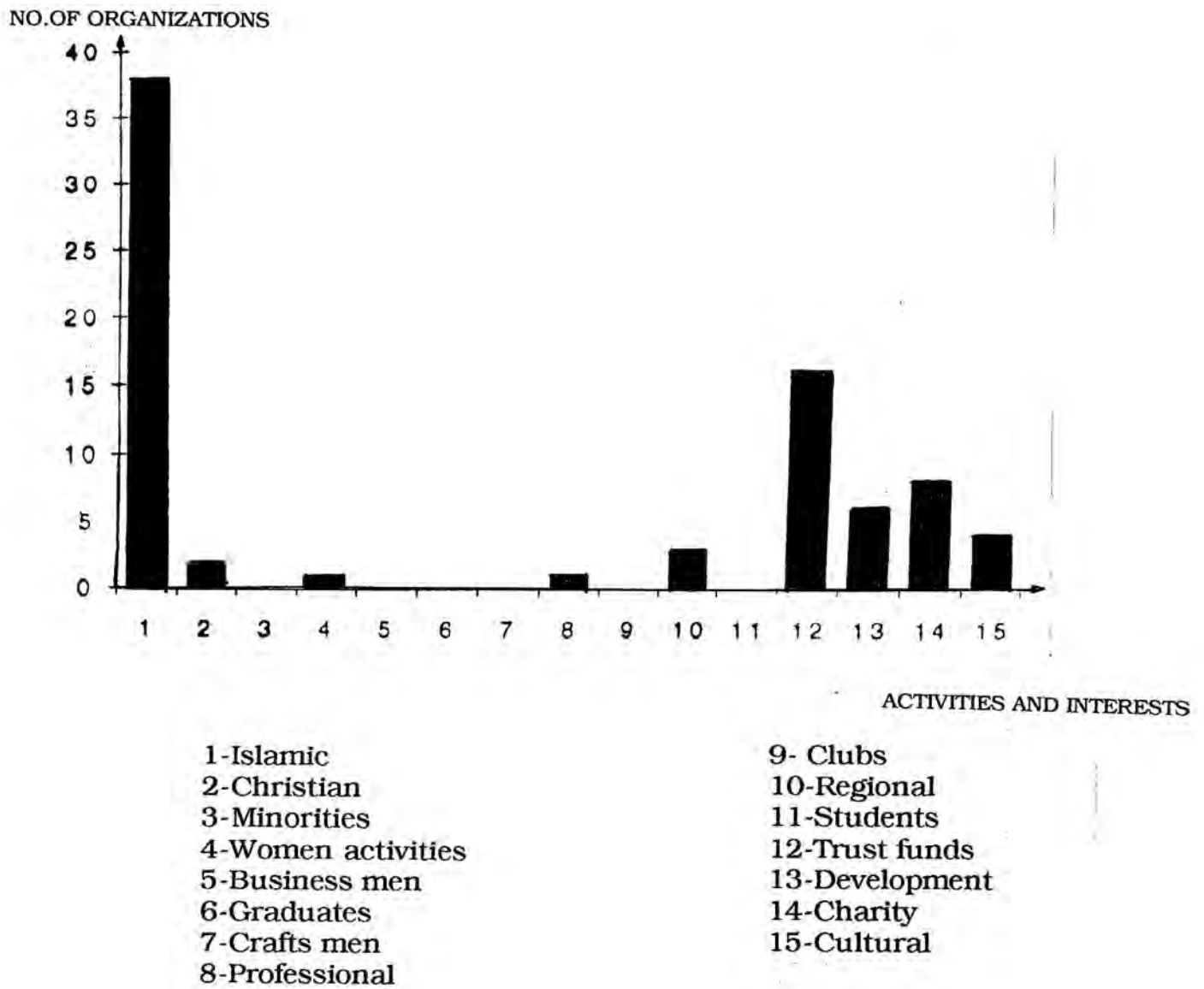


Fig (7-20) NGO's working in Nasr city

Source : Kandeel, Amani, 1994, NGO's working in Egypt

Table No : (7-4)

The relationship between your department and other departments ²²	Zagazig %	Nasr City %
Consultative relationship	58.8	11.1
Unofficial cooperation or informal	5.8	61.1
Official cooperation	70.5	77.7

Table No : (7-5)

Forms of cooperation ²³	Zagazig %	Nasr City %
Correspondance	76.5	66.6
Periodic meetings	17.6	27.7
Meetings for case study	41.7	66.6

Table No : (7-6)

Issues that most affect urban development ²⁴	Zagazig %	Nasr City %
Violations of law	88.2	94.4
Trespassing	64.7	77.7
Lack of information	17.6	5.5
Coordination problems(with agriculture dept.)	35.3	--
Complexity of real estate procedures	41.1	38.8
Deficiency in qualified candidates	58.8	77.7
Deficiency in financial allocations	5.8	--

Table No : (7-7)

Means of governmental intervention in urban development ²⁵	Zagazig %	Nasr City %
No intervention in case of a presence of a Master plan	5.8	5.5
Convincing people	11.7	11.0
Giving incentives	41.2	16.6
Severe intervention and enforcement of fines	47.05	88.8
Expropriation	35.3	66.6

²² Total is more than 100% as those interviewed were allowed to give more than one answer

²³ Total is more than 100% as those interviewed were allowed to give more than one answer

²⁴ Total is more than 100% as those interviewed were allowed to give more than one answer

²⁵ Some insisted on the expropriation of the violating part. Some also believed that the law must in all cases be applied.

Table No : (7-8)

Tools for urban Land uses control (Zagazig City)^{26, 27}	Have you used it %	Do you know it %
Financial loans		67.7
Financial grants		17.6
Tax incentives -deduction		
Reduction		29.4
Exemption		47.05
Subsidy to building material	5.8	47.05
Subsidy in the form of land or long term contracts		41.1
Government intervention (in land-buying)	-	-
Compensation	29.4	64.7
Giving the right of usufruct	-	41.1
Control of utilities-full control	17.6	52.9
qualitative control of utilities	11.7	47.05
gradual control of utilities		22.5
gradual qualitative control of utilities		11.76
Land uses control	17.6	47.05
Special conditions for certain zones	5.8	58.8
Special conditions for certain performance	-	29.4
Heights	47.5	88.2
Rate of land use	11.7	47.05
Building line	52.9	47.4

²⁶ Total exceeds 100% as those interviewed were allowed to give more than one answer

²⁷ Sometimes they know the tool but do not use it as it does not fall within their scope of work but in most cases these tools are not used as there is no law providing for it or there is no budget allowing it.

Table No : (7-9)

What is the reason for not using new means of control²⁸ (Zagazig city)	Zagazig %
Not in accordance with the law	82.3
Require a change in the administrative structure	41.7
Require a change in the financial structure	29.4
Not in accordance with urban development in Egypt	5.8

Table No : (7-10)

Reasons for violation²⁹	Zagazig %	Nasr City %
Best use of land due to its high price	70.5	77.7
Minor penalty	52.9	77.7
Lack of control	52.9	83.3
Contradication of legislations	64.7	16.6
Legislations are not up to date	47	--
Spread of violations beyond control, and disrespect of the law and absence of conscience	29	50

Table No : (7-11)

What are the three most important reasons for violation³⁰	Zagazig %	Nasr City %
Best utilization of land due to its high prices	64	83.3
Lack of control	58.8	47.7
Minor penalty	41.17	16.6
Contradication of laws	41.17	16.6
Legislations are not up to date	35.3	--
Lack of awareness and absence of conscience	17.6	66.6

Table No : (7-12)

Do you approve of the principle of reconciliation	Zagazig %	Nasr City %
Yes	94.00	72.2

²⁸ Total is more than 100% as those interviewed are allowed to give more than one answer

²⁹ Total is more than 100% as table allows for more than one answer

³⁰ total is more than 100% as table allows for more than one answer

Table No : (7-13)

What are the issues that could be subject to reconciliation	Zagazig %	Nasr City %
Change of use	72	76.9
Pertrusions	68.75	76.9
Building without licence within the city line	62.5	30.7
Building without licence outside the city line	56.25	23.07
violations of height regulations	31.25	53.8
violations of duct & utility courts area	75	59.2
Percentage of covered building	68.75	61.5
Facades	62.5	92.5
Building line	none	none
Openings	100	84.6

Table No : (7-14)

What in your opinion are the most salient violations in the field of urban develop-ment³¹	Zagazig %	Nasr City %
Violation of the building line	100	100
Violation of permitted hights	88.2	92.3
Violation of percentages of built area	5.8	84.6
Violation of building without licence outside the city border	17.6	15.3
Violation of building without licence within the city border	52.9	15.3
Violation of dimentions of utility courts	11.7	7.8
Violation of facades	17.6	7.6
Violation of pertrusions	11.7	--
Change of use	--	38.4

³¹ Total is more than 100% as table allows for more than one answer

Table No : (7-15)

How best can we deal with violators³²	Zagazig %	Nasr City %
Fine	88.2	55.5
Not provide with utilities	52.9	50.0
Provide utilities at a higher cost (50% more or double)	52.9	11.1
Suspension of architect (limited time)	17.6	22.2
Disqualifying the architect or engineer from practice	5.8	46.6

Table No : (7-16)

Do you approve of the exception clause included in the law	Zagazig %	Nasr City %
Yes	76.5	27.7
Total	100	100

Table No : (7-17)

What is the best form of exception	Zagazig %	Nasr City %
Exception of regions of a special nature	77	100
Exception of special use	61.5	80
Exception according to date of building	38.5	20

Table No : (7-18)

Means of encouraging private sector to participate in housing projects³³	Zagazig %	Nasr City %
Giving land at cost price	82.3	61.1
Giving subsidized building materials	17.6	33.3
Giving soft loans	64.7	22.2
Tax reduction	35.3	11.1
No subsidy of any kind	--	27.7

³² Total is more than 100% as table allows for more than one answer

³³ The members of the sample also believed that giving the private sector subsidized building materials shall create a black market. With regard to giving the private sector land at cost price, some members of the sample expressed their fear that this may give room to speculation in land prices or exploitation of power or the creation of a black market. Control was a very important issue particularly if the city is surrounded by agricultural land as Zagazig. In Nasr City almost 1/3 of the interviewed refused any kind of subsidy.

Table No : (7-19)

How do we face the problems of unused land 34 35	Zagazig %	Nasr City %
Enforcing taxes	64.7	55.5
Depriving the proprietor of his right of ownership after a certain period if he leaves the land unused.	35.5	61.1
Giving building loans for owners to built	47	22.2

Table No : (7-20)

What are the roles that an urban development company like Nasr city can undertake (Nasr city)	yes %	No %
- Have an administrative role over the land it developed - independent from local administration	44.4	55.5
- Have a financial independent system	33.3	66.6
- Have special building regulation different from general building law	100	--

Table No : (7-21)

How do the Nasr city company resolve conflicts about trespassing on its land (Nasr city)	%
By negotiation to resolve conflicts	88.8
By going to court	55.5
By going to higher order administration	16.6

³⁴ Total is more than 100% as table allows for more than one answer

³⁵ The majority of those interviewed in Zagazig believed in the feasibility of enforcing taxes as sort of penalty although a court has issued a ruling that such enforcement is unconstitutional .But it seems they do not know that In Nasr City the company takes a kind of fine if owners don't built and also have a time limit after which the land goes back to the company that's why a high percent approved of depriving owners of ownership.

Table No : (7-22)

What are the most important turning points in the history of the company (Nasr city)	%
- The period from the beginning until the first chairman's term ended.	16.6
- When the company became affiliated to housing holding company quasi- public (a transition before privatization)	66.6
- When the company was privatized	50

Table No : (7-23)

In your opinion what is the suitable number of inhabitant in area under the development of one company (Nasr city)	%
Less than the number now in Nasr city	38.8
The number now is suitable	38.8
More than the number now	22.2

Table No : (7-24)

In your opinion what is the suitable area of land to be developed under one company (Nasr city)³⁶	%
Less than the area of Nasr city now	11.1
The area now is suitable	55.5
More area than Nasr city now	33.3

³⁶ Most interviewees wanted more land and less inhabitants and also interviewees connected between bringing more inhabitants and services increase