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**Promoting effective local government for
managing urban development in Egypt:
The role of central government**

Ahmed El-Sayed M.H.Samaha, Egypt

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by:

Ahmed El-Sayed Mohamed Hashem Samaha

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Prof. Dr. Leo Van den Berg (director) is professor of Regional, Port and Transport Economics at the Erasmus University. At the same time he is Director of the European Institute for Comparative Urban Research. He obtained his M.A. in spatial Economics in 1971, and his PhD in 1985, both from Erasmus University. Leo van den Berg has a long experience in international comparative research on urban development and urban policies, and has been widely published. An Example of his work is the large study on the dynamics of urban development and urban policy in Eastern and Western Europe, which has resulted in the book "Urban Europe, a study of Growth and Decline". Other research has dealt with spatial cycles, urban systems, cities as engines behind economic recovery and marketing of metropolitan regions. Beside his extensive European experience, Leo van den Berg has worked on regional planning in Indonesia.

Mr. Forbes Davidson graduated in Town and Country Planning from Newcastle upon Tyne in 1971. He has more than twenty years of experience in urban and regional planning, institution building, training, and city and project management. He has spent more than eleven years of his period in developing countries, including a long-term involvement in Ismailia, Egypt. In Ismailia, he worked on a wide range of urban development issues, from preparation of development plans for the city through project implementation to development of new urban management and land development institutions. In Indonesia, he was leader of the IHS team which helped establish the training programme to support the Integrated Urban Infrastructure Development Programme (IUIDP). In addition, Mr. Davidson has worked in Cairo (Egypt), The Gambia, Libya, Zambia, Nepal, India and Tanzania.

THE AUTHOR

Consultant Eng. Ahmed EL-Sayed M. H. Samaha graduated in Architect Engineering from Al-Azhar University in 1979. He has more than fifteen years experience in urban and regional planning through his work in the General Organization for Physical Planning (GOPP) in Egypt. He got the Certificate of a Consultant Engineer, from the Egyptian Engineering Syndicate, in the field of Urban Planning in 1994, thanks to the experience gained through his work for GOPP since 1981 till now. The author has participated in many planning projects and studies with the national institutions. With the international planning institutions, he participated also in a working group with GTZ and GOPP through the projects of planning EL-Obour new city in Cairo Region; Aswan city, and Edfou in Upper Egypt. In 1992 the author has joined the programme of CITY PLANNING II in Japan, Tokyo by Japanese International Cooperation Agency (JICA).

DEDICATION

"To my wife BASMA, my children: HANY and HEND"

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ACRONYMS

EAJHP	Executive Agency for Joint Housing Projects
CAOA	Central Agency for Organization and Administration
GOE	Government of Egypt
GOPP	General Organisation for Physical Planning
GCHC	Greater Cairo High Committee
GTZ	German Agency for Technical Cooperation
HBPRC	Housing, Building and Planning Research Centre
IAURIF	Institute d' Amenagement et d' Urbanisme de la Region a' Ill de France
IDSC	Information and Decision Support Centre
IHS	Institute for Housing and urban development Studies
LDC	Local Development Committee
MAD	Ministry of Administrative Development
ME	Ministry of Economics
MLA	Ministry of Local Administration
MP	Ministry of Planning
MHUUC	Ministry of Housing, Utilities and Urban Communities
NUPS	National Urban Policy Study for Egypt
ORDEV	Organization for the Reconstruction and Development of Egyptian Villages
OTUI	Omnium Technique de l' Urbanisation et de l' Infrastructure
PAGC	Planning Agency for Greater Cairo
UEPM	Urban Environmental Planning and Management
UMP	Urban Management Programme
UNCH	United Nations Centre for Human Settlements
UNDP	United Nations Development Programme
SIP	Sustainable Ismailia Project
SLDC	Sakkara Local Development Centre

1

1 INTRODUCTION

Urban management now is a central issue in urban development that international theories and policies of urban development for developing countries have gone through a number of changes in the past few decades.

The emphasis has placed on local capacity building and institutional strengthening for the management of the urban development process. Most governments in developing countries have had a long history of local government that lacked an adequate administrative and technical capability, and had a weak resource base. In spite of that, many central governments did not take the necessary steps to improve Local Governments institutional capacity and financial situation, that resulted in the failure to effectively mobilize and manage their responsibilities. In Egypt, although governorates were created in 1960's with elected representatives, the elected Local Governments were not established before the year 1975. The structure of government in Egypt is centralized, for many years, provinces were administered by senior officials from the Central Government, even the governors of each Governorate (province), who were appointed by the President and enjoy all powers of a Minister in charge, can veto any decision by the elected representatives if they contradict economic or budgetary plans. Furthermore, governorates are heavily dependent on Central Government grants for their sources of finance. Within this centralized structure, the problems of rapid urbanization over the scarce arable land became too complex to manage, thus, the role of Local Government seemed essential for the realization of urban development plans, if they were sufficiently well equipped: financially, administratively, technically and politically. Over the last decade, the Egyptian Government has shown concern to revive and strengthen the role of local government to increase its ability to carry out its responsibilities in the process of urban development.

In 1982 the National Urban Policy Study for Egypt (NUPS)¹ recommended five specific areas in which Local Governments should be strengthened. These recommendations seemed essential for Local Governments in order to carry out their role of planning, execution and enforcement with regard to land development controls and sectoral development projects. One of these areas is to strengthen Local Governments' Physical Planning capacity. In addition, the (NUPS) reached the conclusion that local Government is responsible for urban development within the governorates. Urban Development functions as: preparation of Master Plans and other urban development plans. This is in addition to the provision of basic infrastructure and subdivision's approval and disposal of state-owned land. To carry out these responsibilities, staffing at the local level needs enhancement, particularly with regard to financial and Physical Planning. In the same year, the Egyptian Government issued the law No. 3/1982 promulgating the Physical Planning Law; the Minister of Development New Communities, Housing and Public Utilities issued the decree No. 600/1982. This Ministerial Decree promulgates the executive regulations that constitute the legal basis for physical planning and development control. At the Central Level, the Ministry of Housing, Utilities and Urban Communities (MHUUC), and the General Organisation for Physical Planning (GOPP) are the main Central Government Authorities responsible for Physical Planning in Egypt.

¹ PADCO Inc., USAID Grant No. 236-0042, 1982, The National Urban Policy Study. Cairo, Egypt.

Since 1973², GOPP has elaborated urban development plans for some existing cities as well as new towns and settlements, partially with the assistance of International Cooperation Agencies such as GTZ³. Considering the deconcentration in its activities and responsibilities and to consider the local authorities' participation in the Physical Planning process, the GOPP established Regional Projects (Third and Fourth Region Projects), in Ismailia (Suez Canal Region), and in Tanta city (Delta Region) respectively, to facilitate and strengthen cooperation and coordination with local planning authorities. It is planned that in future similar centres would be set up for other regions in Egypt. Recently, In 1991, the GOPP with the cooperation of IAURIF⁴, presented an evaluation study for Greater Cairo Master Plan⁵ that was issued in 1983. Due to this study, two reasons made it difficult to implement some of the policies and projects as it was recommended by the 1983's Master Scheme. The first reason is that there is a real weakness of urban planning ability at the Local Level. The poor linkage is very clear between the urban process, as proposed and managed at the level of the Master Plan and the day to day actions, as implemented at the Local Level. The second reason, is that the local technical bodies are often unaware of some of the Guide Plans issued by the GOPP and, even they know it, they continue applying old regulations coming from local Master Plans issued in the 1960's. Problems of planning, implementation and inefficiency in the delivery of public services have been blamed on the quality of manpower at Local Governments⁶.

1.1. Problem identification

As many Egyptian cities expand and show increasingly complex inter-relationships between activities in the urban areas and between the urban areas and its hinterland, a part from improving the content of spatial plans and planning regulations, there is a more fundamental issue of the real function of the planning process. From above and what illustrated in the Introduction, the problem statement is as following:

The concentration of power and resources at the Central Government in Egypt is creating institutional and bureaucratized structures that, on one hand, reduces the effectiveness of urban; economic; and social policies designed to implement at local level, and on the other hand, increase the problems of planning implementation within the context of urban development and create inefficiency in the delivery of public services and facilities.

In summary, two main elements appear essential if urban development policies are to prove effective:

1) promoting and improving local government's capacity and supporting the private sector and community participation in planning process and decision making. This will be more helpful when implementing policies and plans at local level, and will help to coordinate between local and central authorities concerning urban development issues.

² The date of establishment the GOPP by the Presidential Decree NO 1903.

³ German Agency for Technical Assistance.

⁴ Institut d' Aménagement et d' Urbanisme de la Region d' Ile de France.

⁵ A set of Implementation Guidelines' for the Urban Policies in Greater Cairo Region.

⁶ The Expanding Metropolis: Coping with the urban Growth of Cairo. The 9th International Seminar in Architectural Transformation in the Islamic World. Cairo, Egypt.

2) the effective implementation of urban planning policies requires that resources be generated and allocated at the level to which decisions being made. Such measures will not only increase administrative efficiency, but encourage political accountability and enable local institutions to play a more effective role in the development process.

1.2. The Aim of the Study

The aim of the study is to address the appropriate and the most effective role of GOPP in building and promoting planning institution capacity at local level in order to effectively manage urban development. GOPP as the main and the most important actor in the field of Physical Planning in Egypt has a vital role in the development process. The study during its aim to heighten the important role of: local government in the development process will also put emphasise on the need for coordination and integration among all agencies and institutions of all levels of the government; the role of NGO's; the private sector; community participation in the planning process, management and decision making.

1.3. The Research Question

As GOPP is the state agency responsible for Urban Planning in Egypt, and is the authority delegated to insure the execution of development plans, also, as the role of Local Governments seemed to be essential in implementing development plans and policies. Thus, the main question in this study will be as following:

What is the most effective role that GOPP could play in enhancing and promoting local government's planning capacities and capabilities, to achieve successful urban development and management ?

The study will address and determine some issues that can be discussed and answered through the following :

- The procedure of the decision-making in the field of physical planning .
- The main actors and decision-makers involving in the planning process.
- The forms of plans used in Egypt, and the performance of each plan.
- The responsibilities, performance of Local Government and source of fund.
- Lessons learned from international interventions.

1.4. The Methodology

In order to achieve the objectives of this research, particularly to answer the research question, the theoretical part was distributed among four chapters in this study addressing specific issues related to: urban planning as a tool in the context of urban management; the important role of local government in the development process; the concept of capacity building and finally the decentralization in planning, this to clarify the relevant Egyptian situation related to all these issues. The empirical part of the study is mainly focusing on case studies representing three cities in Egypt with its experience in planning with GOPP and other technical aid agencies with its different perspectives. The last section of Chapter (4) comprise the analytical part of the study using the method of Force Field Analysis (FFA) to identify the actual area of problem and the constraints for effective local government; the Goal Achievement Matrix (GAM) will be the method to clarify to what extent did the decentralization policy in planning has been achieved.

To update the information needed about the current situation of local government in Egypt and physical planning system, an individual semi-structured interviews⁷ schedule including: the profession of the respondent and his/her position in his/her organization; a summary of main points to be discussed and information needed, had been prepared during the preparation of the thesis proposal prior to the fieldwork. (Tables 1.1-1.5 in Appendix A). The primary data about Urban Management and Capacity Building were collected during the course duration.

Using *case studies* to identify the performance in planning; the relation between all actors in planning process; three case studies in (Ismailia, Tanta, Cairo)-(Figure 1.1 in Appendix A)- were selected offering an opportunity to have lessons from past experience and to examine the current trend of decentralization in planning, these are as following:

- o Ismailia: Ismailia City is the capital of its Governorate that has Sustainable Ismailia Project (SIP) which is a part of the Global Sustainable City Programme (SCP) coordinated by UNCHS (Habitat). The (SIP) gives a successful examples of coordination and different techniques in planning. In 1986, GOPP established the Third Region Project (TRP) in Ismailia city as a result of a protocol between the Egyptian Government and UNDP, aiming at the transfer of Urban Planning activities and decisions to its direct context i.e. the local governments. Also, the case study offers a good opportunity to review the past experience that started in 1970's by Hay Essalam project.

- o Tanta: Tanta city is the capital of Gharbyia Governorate, in Delta Region, and as many Egyptian cities is suffering from an intensive rapid urbanization which is leading to a great degradation of arable land, deterioration of urban services and facilities. In 1985, GOPP with the co-operation with GTZ has elaborated a Development Master Plan for Tanta 2000, and due to the absence of political will, leadership; the weakness of the planning institutions at the governorate; this plan has not been implemented. In 1991 GOPP established the Fourth Region Project (FRP) in Tanta City, to facilitate and decentralize the planning process which gives opportunity to examine the achievement in this approach.

- o Cairo: The case study of Cairo raises several issues of critical importance for government and professionals concerned with the potentials and problems of implementing decentralization policies. GOPP located and operated at Cairo since 1973 and has a Department for Planning Greater Cairo Region together with the (IAURIF). Since 1970's many urban and upgrading studies had been done for Manshiyat Nasser and Zabbaleen⁸ informal area, 5 Km from Central Cairo. Due to the absence of vision and strategy for the capital; lack of staff capacity at Cairo Governorate, this area is still suffering from many environmental hazards and lack of basic infrastructure facilities.

⁷ According to P.Nicols (1990), there are three types of interviews: an unstructured, a semi- structured and structured interviews. In a semi-structured interview, the researcher has a set of topics and the interviewer deal with the topics in any order, and phrase questions as he think best in the circumstances

⁸ Informal Settlement for Garbage Collector dealing with Cairo's solid waste. The are was suffering from a sever shortage of urban facilities, and still up to now this is in plus to environmental hazards.

1.5. Thesis Structure

The thesis is organized in six chapters, each chapter is ended by a conclusion that summarizes what each chapter intend to clarify, and what is the linkage between it and other chapters that built the thesis as a whole (Figure 1.2 in Appendix A). The contents of these chapters are as following:

❑ **Chapter (1): Introduction**

This chapter introduces the centralized system in Egypt and the current concern about decentralization policy in planning that already GOPP-as a main actor in Urban Development- took steps towards. Also, this chapter includes the problem statement; the aim of the study and the methodology used in the thesis to answer the research question and finally the thesis structure.

❑ **Chapter (2): Urban Management and Physical Planning in Egypt**

The concept of Urban Management and its definition will be illustrated in this chapter to show that how is planning is a tool of urban management, and who plans affect urban development. The next section from this chapter will clarify the physical planning system in Egypt, its main actors, its components (institutions, forms of plans), also the role of local government through the Planning Law.

❑ **Chapter (3): The Local Government in Egypt**

This chapter will continue illustrating the importance role of local government in the context of urban development. The Regional planning Commission and its responsibilities and performance. The lack of local capacity and the absence of leaders, vision and strategy, and the sever control from central government over the local government sources of fund.

❑ **Chapter (4): Decentralization in Planning: Experience, Trends and Implications**

This chapter will introduce the *Case Studies* and illustrates the term decentralization, the current role that central government play in the decentralisation considering decision making and planning. Thus, this chapter will go through the three case studies identifying the constraints and opportunities using the method of (FFA) and (GAM), focusing on the lessons from current and paste experiences; the performance of new forms of planning in some cases.

❑ **Chapter (5): Capacity Building: Towards Real Decentralization**

The chapter will contain: the importance of capacity building in improving the management of urban development and achieving successful decentralization policy; the role of Central Government in building Local Government's capacity; methods and techniques in building capacity (training, exchange information, technology, improving decision making process, leaders, etc.)

❑ **Chapter (6): Conclusions & Recommendations**

This chapter will conclude the most effective role that GOPP can play in promoting local government planning capacity and introducing lessons obtained from the case studies in the field of urban development and urban management, the recommendation will comprise the ways that could help to manage urban development and building capacity through training programmes.

❑ **Appendices: A, B and C**

Appendix (A) will contain Figures and Tables related to the fieldwork; Appendix (B) will contain Figures and Tables related to the study (from chapter 2 to chapter 6); Appendix (c) will contain lessons from other Egyptian case studies (Nasryia, Aswan) and the proposed upgrading project for (Manshiyat Nasser, Cairo); IUIDP experience; and other International Decentralization Experiences.

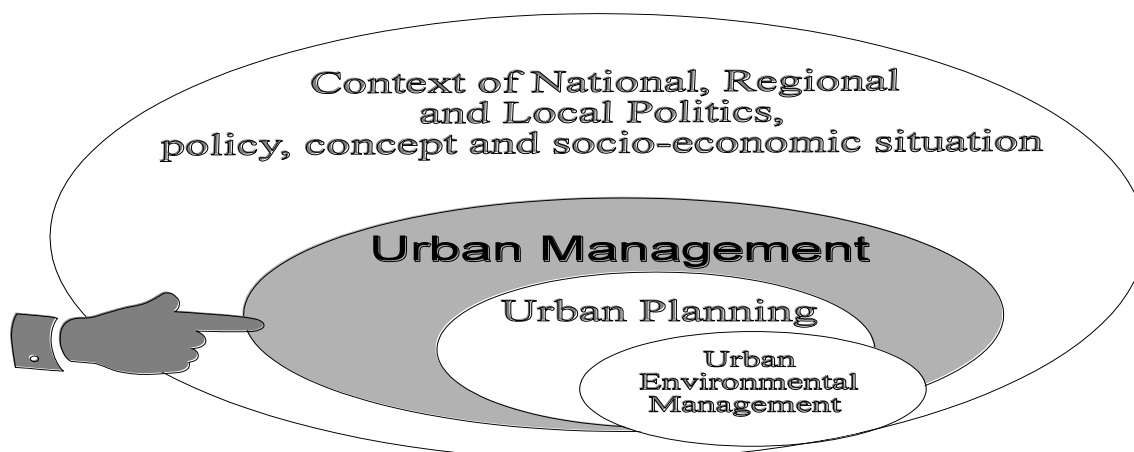
2

2 Urban Management and Physical Planning in Egypt

2.1. What is Urban Management?

In his recent *Cities* article (Stren, 1993) Richard Stren observes that the concept Urban Management is strangely lacking in content and definition. History of its use in the field of urban affairs illustrates how the phrase has served to mean many things to many people. To the World Bank, urban management was a business-like approach to government, one which might make more efficient and effective use of its loans. Sometimes, urban management was seen as the implementation of policy, that is, as public administration. At other times, it was defined as implementation with a specific character which took it beyond mere administration, such as greater involvement of the private sector, or taking an active role than just a passive part in achieving the development of a town⁹. Recently, urban management become a tool with which to orient governments to the urban agendas of the World Bank and United Nations, and so the concept was defined in terms of its objectives. As an example, there is urban management as development or growth management: tackling the demands of cities and towns which are expanding and rebuilding with policies for land use, structures, and service network. More recently, there has been a growing realization that urban interventions should address the management of process and that urbanization itself should not be processed by random actions, but by neat packages of urban management components. Fast urban growth rates and severe resource constraints demand responses in most developing countries that involve macro level national policy changes as well as city-level actions. Addressing urban concern in the context of national socio-economic objectives requires focusing on the more effective mobilization and deployment of resources all concerned government, public and private sector organizations. In particular, there needs to be a much more serious analysis of the causes and effects of urban inefficiencies and the relationships between economic, social and physical actions in promoting city development objectives. See Figure (2.1).

Figure 2.1 Urban Management in the national socio-economic context



Source: Davidson, Forbes, 1996.

⁹ Mattingly, Michael, 1994, Meaning of Urban Management. *Cities*, volume 11 No.3.

However, the current focus on urban management in development studies has given it the status of a new ethos. Urban management is now a key approach in urban development. It has been applied extensively throughout the developing world, and obtained international official support via the establishment of the Urban Management Programme (UMP) in 1986, jointly coordinated by the World Bank, United Nations Centre for Human Settlements (UNCHS), and United Nations Development Programme (UNDP) (Amos, 1989; Davey, 1992; Davidson and Nientied, 1991; Devas and Rakodi, 1993; Harris, 1992a, 1992b; Hildebrand, 1992; Mattingly, 1993; McAuslan, 1992; Sidabutar *et al*, 1991; You, 1992).¹⁰

2.1.1. Urban Management Definition

"Urban management is the activity of attempting to mobilize diverse resources to work in a cooperative manner in the fields of planning, programming, budgeting, development and operation and maintenance of a settlement in order to achieve the development objectives of (city) government". (*Forbes Davidson*, September 1988).

In the human settlements context, management means the whole complex of actions involved in planning, programming, budgeting, developing, operating, and maintaining a settlement. Since the provision of basic services not only improves living conditions but also enhances the capabilities of settlements to contribute to economic growth, attempts have been made at establishing linkages between settlement management and economic planning at national and local levels. There is no universal model for settlement management: development strategies and institutional arrangements for and in human settlements will respond to specific political structures and to changing needs and opportunities. Management methods for settlements in developing countries should therefore be continuously adjusted to match their own capacities and constraints.

2.1.2. Urban Management Objectives and Functions

Objective gives meaning to management, without them it is not possible to define problems or opportunities, for they establish what is wanted and why it is wanted. They determine what is of concern about the activities taking place in a city or town. They provide the measures to judge the products and progress of managing and therefore performance. There is nothing intrinsic to the concept of urban management which predetermines its objectives. Logically, good management is measured by assessing results against objectives, and it is not judged by the nature of those objectives. Consequently, the poor conditions in so many human settlements may not, in fact, be signs of bad management, because they may not actually figure in the management objectives which exist in the minds of those who govern.

There are a variety of objectives which could drive the management of a city or town. Those of improving urban productivity, alleviating poverty, and protecting the urban environment feature (World Bank, 1991). UNDP advocates improvement of living conditions in the urban areas of the developing countries, could be by the improving the public goods and services provision to the growing number of poor (UNDP, 1991).

¹⁰ Werna, Edmundo, 1995, The Management of Urban Development, or the development of urban management? Problems and premises of an elusive concept. *Cities*, Vol.12, No 5.

If urban management means taking sustainable responsibility for actions to achieve particular objectives with regard to human settlements, the appropriate actions will differ from time to time and from place to place. In this sense urban management opportunities and constraints in a particular country will be strongly conditioned by traditions of decision making, by the particular income and other resource bases in the country, by prevailing attitudes to the informal sector and many other factors. Preferred urban management policies will therefore need to be country specific. The management of sustainable urban development to meet city-level and national objectives of economic growth and improved quality of life required: (1) effective designed and implemented polices for public/private partnership in planning, investment, construction, operation, maintenance of urban services (2) effective access of the poor to these resources and services. In this framework, appropriate allocation of responsibilities and authority between all actors among all levels is essential.

Recommendations for new urban management policies and techniques must take account of the motivations of those administrators, technicians, politicians, community leaders and all stakeholders to be involved in the implementation of these policies. See figure (2.2) below. An integrated view of urban management encourages spatial integration, institutional coordination and the interchange of information.¹¹ It is necessary also to define urban management needs for any country over time. "The required urban management functions within this framework may be as following:

- Governance: comprising the basic relations between central and local governments with regard to the allocation of responsibilities and resources.
- Development policy and investment coordination: comprising short, medium and long term strategies for city development and planning within defined budgets.
- Management of assets and services: comprising the implementation, operation and maintenance of the city's physical and social services.
- Collective functions: comprising the assessment and collection of taxes and general revenues, the provision of regulatory frameworks for public services and private activities." (Giles Clarke, 1991).

Figure 2.2



Source: Samaha, A., IHS. Rotterdam,1996.

¹¹ Clarke, Giles,1991, Urban Management in Developing Countries. Cities, Vol. 8 No. 2.

2.1.3. Urban Management and Managing Urban Development

International theories and policies of urban development for developing countries have gone through a number of changes in the past few decades. In very broad terms, during the 1960s up to the mid of 1970s the emphasis was on grand plans and programmes, which include large scale, standardized, provision of urban services, based on *modernist* master planning principles.

From the mid of 1970s to the mid of 1980s, the approach was the project based. It entailed smaller/pilot interventions, which could be replicated elsewhere. There was more concern with specific circumstances (rather than international patterns). Emphasis was given to issues like self-help, community involvement, support to informal (illegal) settlements rather than construction of large-scale standardized estates. From the mid of 1980s to the present, there has been concern with long-term pilot/specific projects (Box 2.1). Emphasis has been placed on local capacity building and institutional strengthening for the management of the urban development process. Most governments in developing countries have had a long history of local government¹². As the problems of urban management became more complex, however, some functions were taken over by the departments of the national and regional governments. Local governments lacked adequate administrative and technical capability, and had a weak resource base.

Box 2.1. Evolving views of urban planning

"In recent years theory and practice have increasingly concentrated on urban and regional planning as a dynamic, organizational process of pursuing moving goals and objectives in conditions of uncertainty and accelerating change.

This perception has encouraged a shift of emphasis from town planning as conventionally understood (that is designing of comprehensive land use plans) towards the initiation of wide-ranging and policy- oriented research and analysis requiring contrasting and changing clusters, patterns and flows of activity may in fact be concerned mainly with defining development problems and goals in the economic and social context; such activity includes the design and appraisal of related action projects and extends to learning by assessing performance".

(Sivaramakrishnan and Green 1986)

Source: Devas, Nick and Rakodi, Carole, 1993.

The national or central government empowered local government to perform many urban development functions. Many central governments did not take the necessary steps to improve local government institutional capacity and financial situation. For this reason local governments failed to effectively mobilize and manage their responsibilities. This chapter will focus on physical planning system in Egypt. In this field considerable efforts have already been undertaken to manage urban development. For example GOPP¹³ developed many Master Plans on urban policies and urban and rural planning, also conducted master plan studies for all the new cities and satellite towns. In spite of all these plans, they did not show effectiveness in guiding and controlling urban development, as it illustrated in Chapter 4 (case studies).

2.1.4. Planning as an element of management

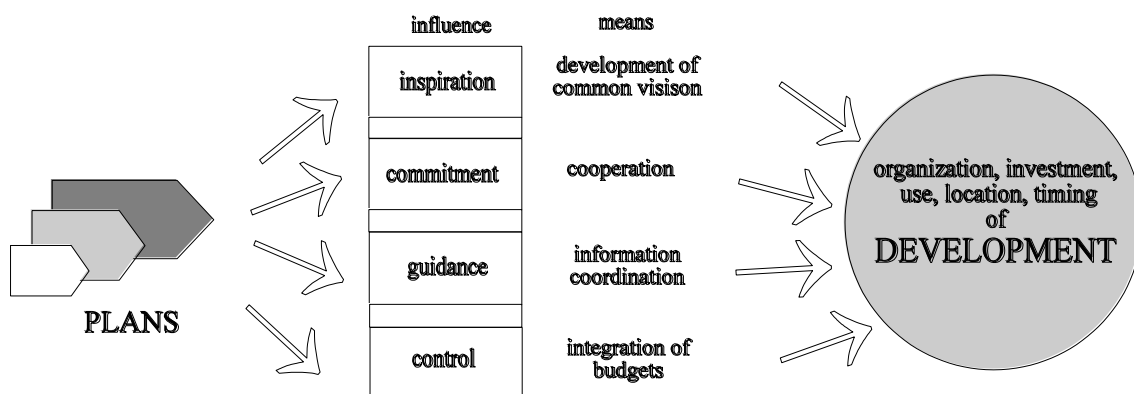
¹² Chapter (3) in this study will illustrate the local government structure in Egypt.

¹³ General Organization for Physical Planning, is the main actor in the process of urban development in Egypt.

One of the core tasks of urban management is to extract resources from urban based activities and to reallocate them for investments that will guarantee the continued development of the city (settlement). In this context planning functions as a technical support activity, feeding political and administrative decision makers with the long term goals and constraints of urban development and proposing a set of feasible investment alternatives for immediate resources allocation (Figure 2.3). When measured against this expected performance there is little evidence that planning institutions in the Third World have been very successful.¹⁴ Initially, planning focused only on the physical aspects of settlement development indicating mainly desired land-use distributions and transport networks, this type of planning is known as indicative planning because although it could indicate the desired direction, it lacked control over the factors contributing to change.

Figure 2.3

Influence of Plans on Development



Source: Davidson, Forbes, 1996.

2.2. Physical Planning in Egypt

2.2.1. Historical Background

The first Cairo Region Master Plan was approved in 1956, had been drafted since 1953. In 1965, the exacerbation of the urban crisis did require new forms of intervention, the idea of planning the national economy was gaining ground in Egypt. A new master plan was necessary, and the Greater Cairo High Committee (GCHC)¹⁵ charged with the elaboration of this Master plan. The formation of this Committee opened the way to the establishment of the Planning Agency for Greater Cairo (PAGC).¹⁶ Once peace became a reality in the early 1970s, the Egyptian Government focused its resources towards the rebuilding of its economic and physical environment. This enormous task aimed at improving the quality of life for all Egyptians, necessitates the elaboration of extensive National, Regional and City Physical Plans for the entire country. To undertake this task, the Government issued the Presidential Decree No. 1093 of 1973 establishing the General Organization for Physical Planning (GOPP).

¹⁴ Baross, Paul in collaboration with Davison, Forbes and Kruijff, Gerd Jan de, 1989, Integrated action Planning: analysis and synthesis report. IHS, Rotterdam.

¹⁵ This Committee was created by Presidential Decree. The committee drew up plans and studies on the basis of the concept of the city-region, but had no implementing power. The committee formed by technicians and technocrats representing the Ministries of Transport, Finance, Planning, Housing and Local Administration.

¹⁶ A technical and administrative structure formed by four sections; an operational section; a section for studies of infrastructure projects; and a social studies section.

2.2.2. The General Organization for Physical Planning (GOPP)

The Presidential Decree that established the GOPP, identified its identity as the national authority responsible for the general policy of urban planning and development in the country. To meet its objectives in guiding and controlling urban development and protecting the valuable arable land from urban expansion, the GOPP is undertaking its tasks in four major areas: 1) Planning and initiation of development (using Regional; Master/General; Structure and Detailed Plans); 2) advice and coordination (addressing priority in physical planning problems of the governorates; establishing standards and planning criteria suitable for urban, rural and industrial entities; offering continuous technical advice to local units); 3) guidance and control (establishing regulations and new legislation in the field of Physical Planning); 4) training and research (carrying out studies and technical research necessary for the preparation of physical plans, training engineers and technicians employed by GOPP or those nominated by local government units).

Structure of The (GOPP)

The Presidential Decree established the GOPP formulated the structure of the Board of Directors of this organization as follows: A chairman of the Board and two deputy chairmen appointed by presidential decree; under-secretaries from concerned ministries; representatives of the rank of under-secretary from concerned national organizations; two members experienced in physical planning and development programmes. Decree No. 62 of the 1985 issued by the chairman of the Central Agency for Organization and Administration established the present structure of the GOPP as illustrated by the Figure (2.4)¹⁷.

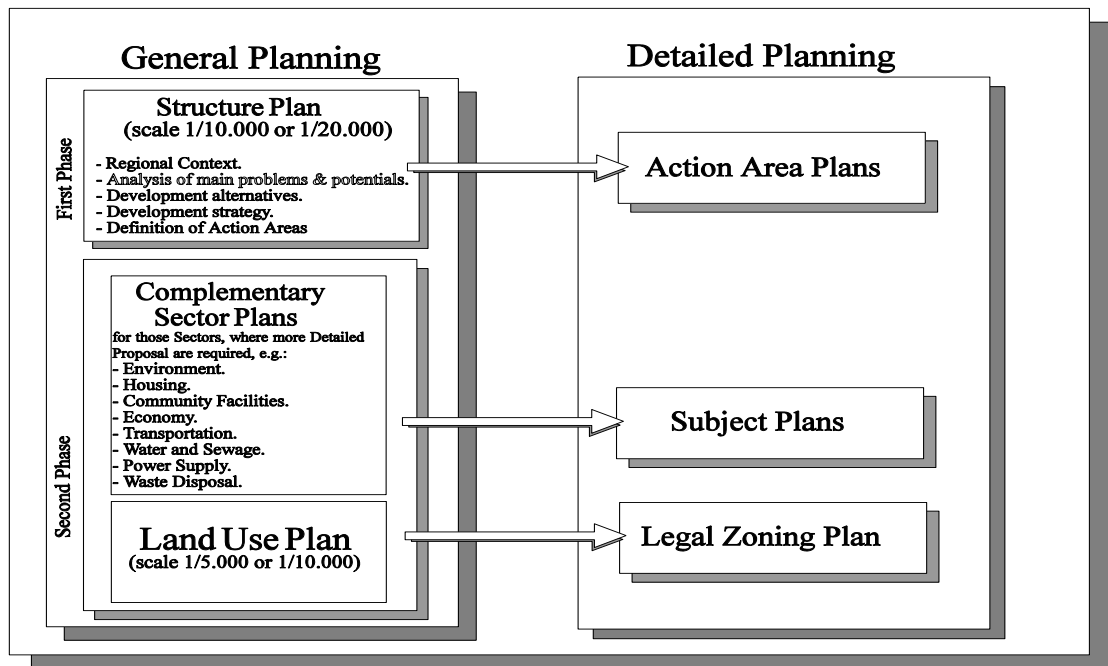
2.2.3. The Physical planning Law and Forms of Planning

In 1982 the Egyptian Government issued the law No. 3/1982, and the Minister of Development, New Communities, Housing and Public Utilities issued the decree No. 600/1982 promulgating the executive regulations constitute the legal basis for physical planning and development control. This legal framework provides two main levels of planning: General Planning and Detailed Planning (Figure 2.5).

The first step for plan formulation in the context of general planning is to elaborate a development strategy resulting in the Structure Plan that, in turn, forms the basis of a Land Use Plan and where appropriate, Complementary Sector Plans. Detailed Planning legally establishes implementation-oriented plans and programmes for specific areas studied in the General Plan, through priority Action Area Plans determined by the Structure Plan. Legal Zoning Plans for areas determined by the Land Use Plan and, as appropriate, Subject Plans Detailing proposals made by the Complementary Sector Plans. An outline of the legal procedures is illustrated in the Figure (2.6) in appendix (B), with reference to necessary activities according to the Physical Planning Law and its executive regulations. Important steps of this procedure include approval of the plan by the Local Popular Council and publication of a Ministerial Decree for the approved plan in the official *Gazette*.

¹⁷ See Appendix (B)

Figure 2.5. Physical Planning System in Egypt

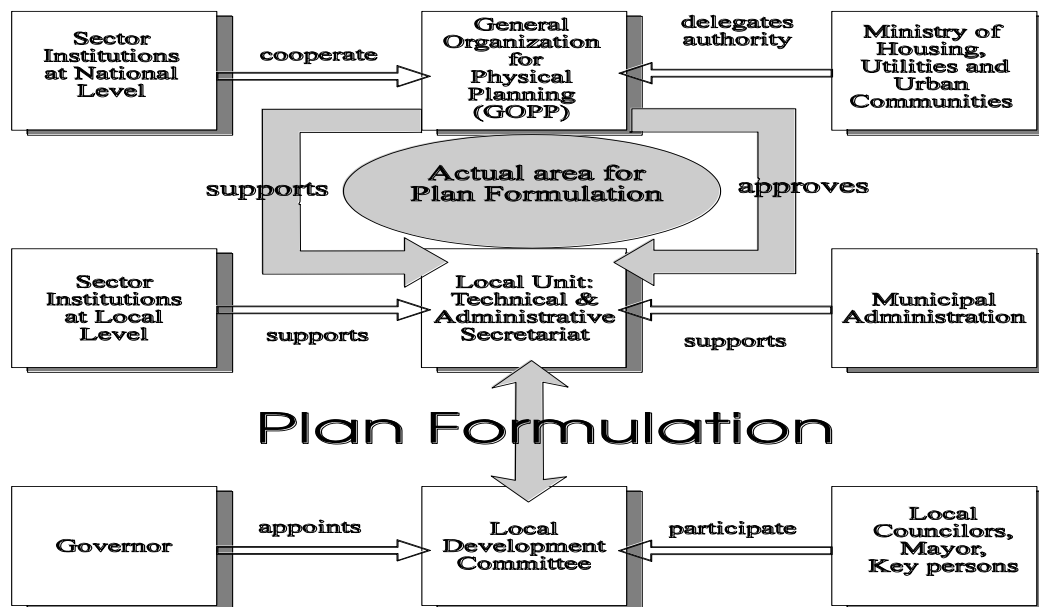


Source: GOPP and GTZ, 1989, Physical Planning in Egypt.

2.2.4. The Institutional Context of Physical Planning

Due to the Law and within the national framework, urban plans shall be elaborated at local level. The Local Development Committee (LDC) shall have a technical and administrative secretariat for carrying out its work and will be supported by the sectoral institutions and by the municipal administration. If necessary, the Local Units will be backed-up for planning matters by GOPP. Due to the sever lack of qualified staff and their poor experience in the field of physical planning, the planning process is top-down oriented and local units are heavily depended on GOPP for elaborating any development plans (Figure 2.7).

Figure 2.7. The Institutional Context of Physical Planning



Source: Prepared and adapted to the current situation by Samaha, A., 1996. IHS, Rotterdam.

2.2.5. The Failure of Master Planning

The basic problems with Physical/Master plans in Egypt, that they are over-ambitious and that in their specific detailed and philosophy, they follow too closely systems of control in Western Europe and Northern America. The British planning system has been exported round the world, but with nothing like the positive achievements it has produced at home¹⁸. In Egypt, the traditional Master Planning has often been ineffective because too much emphasis is put on plan-making and too little on implementation, and the process has been slow and expensive. In addition, such master plan has paid little or no attention to the necessary resources allocation needs and financial feasibility of policies and programmes. Inappropriate regulations and standards have often reduced land availability for housing and businesses by imposing unnecessary costs and fuelling the growth of the informal sector. Master Planning has shown uncertainty about the relationship between economic and spatial planning initiatives in promoting urban development. The need to identify new forms and instruments for urban planning system that could successfully address the sustainable urban development and management concepts (Box 2.2), and how could planning be more effective and performance oriented will be the most important issue in this study (See chapter 4).

For example, in Cairo, the Master Plan had succeed to address the problems that Cairo, as a Metropolitan City suffers from and the way to tackle these problems, but it relied on the weak linkages between the central and local authorities, and on the lack of finance for the Action Plans that were advised to be immediate actions. Due to the absence of the integration and coordination between the actors in the field of the Housing development, the Master Plan does not succeed to reach the target group (low and medium-income). The weakness of the institutional capacity at both the central and local levels had lead the Master Plan to be neither effective nor represented the actual problems of the people living in Cairo nor at the edge of its agglomeration¹⁹.

Box 2.2. Action Plan Implementation in Ismailia, Egypt

It is vital that the Master Planning Process is tied very closely into implementation, and that implementation should not have to wait for a long Master Planning Process to be carried out. Much would have been gained in Ismailia if implementation could have begun within three or six months of starting the planning process, rather than the almost four years that it did take. Much more attention should be given to "Action Planning" or "Fast Track Planning" where a brief overall plan is prepared quickly prior to implementation of the first phase.

Not only does this produce results on the ground in a much shorter time, but also this experience makes an extremely valuable input into more detailed work on long-term planning. Where consultants are used, their role should also be seen in the dual planning and assistance in implementation role, with an input over a sufficient length of time to allow new ideas not only to be written down but also to be part of in service training.

Source: Davidson, Forbes, 1981.

¹⁸ McAuslan, Patrick, 1987, Urban Land and Shelter for the Poor.

¹⁹ GOPP, 1991, Evaluation of 1983's Greater Cairo Region Master Scheme. Cairo, Egypt.

2.3. Conclusion:

Urban planning is a key tool of urban management. Planning, as it always has, is undergoing major changes in what is thought to be the most effective means of working. Sustainable urban development has performance requirements which need to combine the protection offered by the statutory based plans with the flexibility, focus, efficiency, effectiveness and commitment offered by performance oriented plans. For this reason it was important to clarify the forms of planning being used in Egypt, thus, to identify the reasons of failure in implementing them at local level.

"Explaining the general failure of city planning in the Middle East, B.D. Clarke said in a 1975 report: although many plans are approved, very few have been implemented. Reasons for this include lack of planning legislation, lack of resources or lack of manpower. Many plans have been prepared with a lack of understanding and sympathy for the requirements of the city. The wishes of the public are very rarely taken into account, and participation and involvement is virtually nil, many plans produced cannot operate because there is no framework of planning into which they fit", he added. "Many of the concepts included in the plans are too complex to be understood by those who have to implement the proposals". *McAuslan, Patrick*, 1987, *Urban land and Shelter for the Poor*.

The physical planning law in Egypt defined the role of the two levels (Central/Local) in planning. Local authorities are responsible for plan-making and implementation, while central government responsible for approval, monitoring and guidance. Due to lack of own-revenue; low planning capacity at local level, poor performance of local and regional planning institutions, local units couldn't enjoy this right and the planning system is still centralized in Egypt. The poor performance of planning process in some case studies, related to what mentioned, will be illustrated in (Chapter 4) of this study. Chapter (2) heightens the important role of Local Government in urban development process, thus, to the required considerable efforts in terms of local government capacity building. Capacity building should not only focus on a re-oriented planning education and training, but also focus on improving the local planning institutions as partners in planning. This will be illustrated in Chapter (5), but before that, we have to understand the current situation of Local Government in Egypt, and the actors in planning within this level, to design the more relevant ways to build capacity. Thus, the next chapter will illustrate the weakness and constraints that facing Local Government in Egypt for effective implementation of plans and policies.

3

Chapter (3)

3 The Local Government in Egypt

3.1. Historical Background

In 1952, Egypt began a phase of deconcentration by establishing field units of the central ministries and empowered these units with the necessary material: equipment, technical skills and full responsibility within the jurisdiction of the unit. From 1960 to 1981 the People's Councils began to participate with respect to delimitation of the units of local government and the Board of Governors (later the Higher Council for Local Government) replaced the central government ministries with the obvious exception of the boundaries of the governorate itself. Law No. 145/1988 was passed to consider the Governor a representative for Local Executive Authority instead of being representative of the President²⁰. Law No.9/1989 was passed assuming that the President has the right, after the approval of the Cabinet based on a suggestion of the Minister of Local Administration, to issue a special decree considering some towns has a priority to be developed and managed due to its importance. Thus, due to this Law, the Presidential Decree No. 153/1989 was passed to consider Luxor City as an international tourist city and has to be developed due to this private feature.

3.2. The Units of Local Government

Figure (3.1) in Appendix (B) presents the organizational structure of the units of local government which are considered by the local government's laws of 1960, 1971, 1975, 1979 and 1981. Governorates are created, altered, or abolished by Presidential decree. However, in 1960 only towns and villages were mentioned in the Law, towns to be created by a decree of the Minister of Local Administration and villages by a decree of the Governor. In 1971, towns were created by a decree of the Prime Minister with the consent of the People's Council of the Governorate, while villages were created by a decree of the governor with the consent of the Governorate Council.

3.3. Central & Regional Structures of Local Government

The five laws from 1960 to 1981 were intended to establish an organization to implement the intent of these laws. Initially a ministerial committee was set up but was replaced in 1979 by the Board of Governors headed by the Prime Minister. In 1981, the Board of Governors was replaced by a Higher Council for local Government whose membership included that of the previous Board of Governors (the Prime Minister, the Minister in charge of local government and all the governors) plus the chairmen of all the Governorate Local Popular Councils. (See Box 3.1).

Box 3.1. Central Attitude Towards Local Government

Central bureaucrats have resented any competitive power base outside the centre and resisted efforts to create an effective local government organization. They may when pressured seem willing to delegate certain tasks to the local authorities, but they undermine these by efforts depriving the local authorities of the financial and policy-making means for effective implementation.

Source: PADCO Inc., USAID Grant No.236-0042, 1982, The National Urban Policy Study for Egypt.

²⁰ General Secretariat (AMANA) for Local Administration. (Fieldwork), Cairo, 1996.

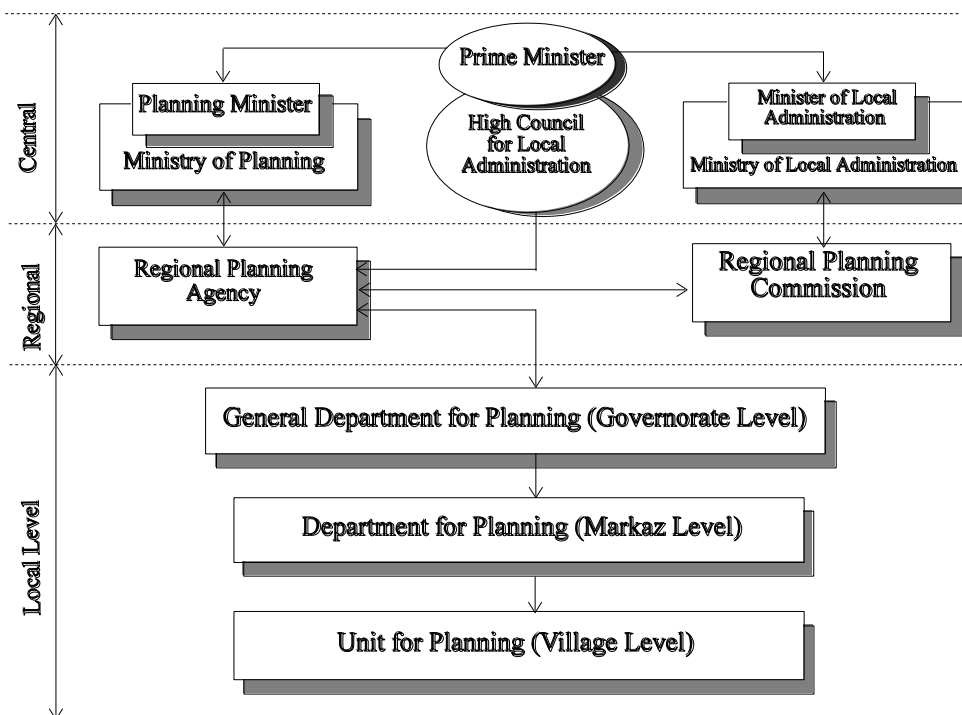
Between 1960 and 1979 the Minister of Local Administration gave way to the creation of a Secretariat General of Local Government to work under the direct supervision of the Minister in charge of Local Government and to be considered the instrument of the Higher Council for local Government. It handles joint affairs of the local units and serves as staff to the Council (Figure 3.2 in Appendix B). Also in 1971, the Organization for the Reconstruction and Development of the Egyptian Villages (ORDEV) was established to work on rural development directly under the Minister in charge of Local Government, headed by a president appointed by the President (Figure 3.3 in Appendix B).

3.4. The Regional Planning Commission

In 1979, a concern for regional issues became reflected in law, for each of the eight economic regions²¹ the regional planning commission and agencies were formed (Figure 3.4), chaired by the Governor of the governorate considered the capital of the region. The commission consists of the Governors of the governorates forming the region, the Chairmen of the governorate local People's Councils of the region, the Director of the Regional Planning Agency (who also serves as Secretary General of the commission) and representatives of the Ministries in charge selected by their ministries. The Regional Planning Commissions were to be responsible for:

- ❑ Coordination of governorate plans and determining priorities as proposed by the Regional Planning Agency.
- ❑ Follow-up the execution of the plan and study the modification of the plan suggested by the Regional Planning Agencies .
- ❑ Elaborate researches concerning the development of the region's capabilities and resources, for the purpose of proposing appropriate projects.
- ❑ Recruiting and training of competent personal.

Figure 3.4. The Planning Agencies & Institutions



²¹ Eight Regions due to the Presidential Decree No. 495/1977, and became seven economic regions due to the Presidential Decree No. 181/1986 by adding Matrouh Region to Alexandria Region.

3.5. Local Leaders and Personnel

Rapid turnover has the potential for creating problems in leadership. Within ten years (1970-1980) all governors were changed (ranging from 2 to 8 times each), Cairo; Gharbia; Port Said; Red Sea; Assuit were the least Governorates in changing the Governors within that period. A problem in securing creative leadership at the local level is that public administrators are reluctant to live in small towns and villages. They perceive an assignment to rural areas as requiring a sacrifice of amenities and opportunities that greatly outweigh the benefits of being there. The development and retention of dynamic leadership is essential for successful local government.²² In his recent publication, *Organising Capacity of Metropolitan Cities, 1996*, Prof. Dr. Leo van den Berg illustrates the meaning of leadership (See Box 3.2).

Box 3.2. Leadership

Leadership and entrepreneurial spirit of Key Persons are qualities not restricted to Governors. Others as well can take initiatives and evolve ideas, for instance the president of the Chamber of Commerce, captains of industry, or scientists. The main thing is that there is some kind of leadership; whether it emanates from the administrative structure or the networks, is of secondary importance. Nor is leadership inherent exclusively in individuals. It can also be exercised by a specific organisation that has the formal competence or the right abilities or power to assume leadership.

In Egypt, as in many Third World countries, the local government routine and non-routine functions are inadequately performed, because of deficiencies in the qualified staff number, salaries, and lack of: job promotions; self motivation; effective and targeted training opportunities. This situation places local government in the dilemma of either recruiting additional staff members or retraining the existing ones. It is a dilemma in the sense that new positions, given the prevalent low level of salaries, will attract poorly qualified applicants, while the training option, apart from demanding extra time, might generate a frequent turnover of the personnel which will be attracted by other institutions demanding their newly acquired skills and willing to pay high salaries. The dilemma facing local governments is that they need to be competitive in terms of salaries or other incentives, at a time when they probably cannot afford this because of budget limitations. This explain why most of the local staff in Egypt has additional one, or sometimes two jobs, this is in addition to their official jobs at local institutions.

In the other side, organizations, as the broader context within which staff operates, is the area of performance improvement. Recent studies have found that effective local government performance is more driven by their strong organizational cultures, good management practices, and effective communications networks. The ability of the organization to provide clear job description, fair payment, introduction to new technology will create, or at least, will increase outcome and motivation among its staff members.

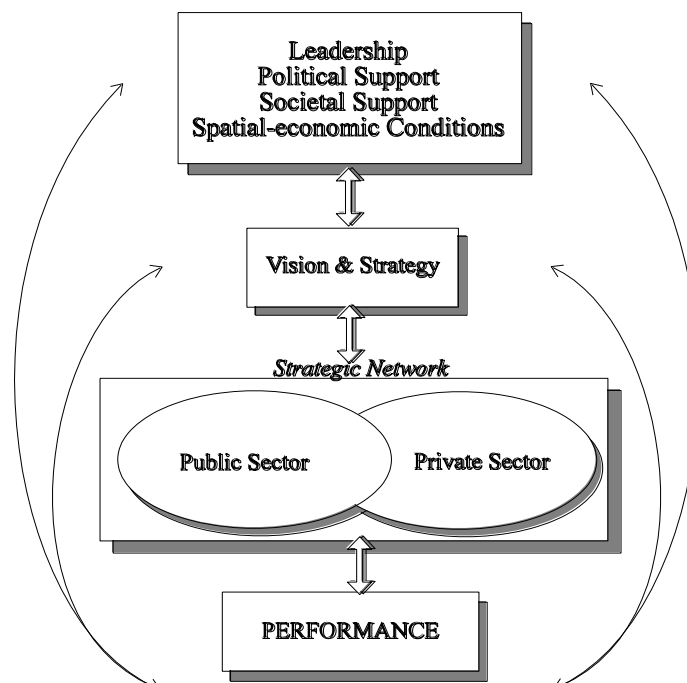
²² National Urban Policy Study for Egypt (NUPS), 1982.

3.6. The Problem of Uniformity and Disparity

The Laws of Local Government have brought all the local units of same type under a uniform structure, with similar functional and financial authority, while these localities have many social, economic and cultural disparities. Even while trying to provide a unified general pattern for local government in Egypt, there is a need to recognize the regional disparities within the country. Cairo Metropolitan city, for example, has the same structure of government as other governorates regardless of size, status, local character or specific problems. Cairo is not governed by special statute, but by the general legislation of local government. The Law stipulates that large cities (Urban Centres) may have the rank of governorate. In that way they have the functions, powers and finances of a governorate and town in the same time. Cairo, Alexandria, Port Said and Suez have this status now.

Prof. Dr. Leo van den Berg, 1996, said in his article "*Towards a Theoretical Framework for Organising Capacity of Metropolitan Cities*", "Organizing capacity should be coupled to a vision and strategy of metropolitan development. Vision and strategy integrate and direct all policy efforts, which is important condition for effective organising capacity. To formulate a vision and develop a strategy on the level of the metropolitan region requires an authority on the same level formally competent to implement that vision and strategy. This means that the right *administrative structure* is another important element. Besides, the *strategic network* have been identified as constituents of organising capacity." (Figure 3.5), See also (Table 3.1 in appendix B).

Figure 3.5. The Elements for Metropolitan Organizing Capacity



Public Networks: including local or metropolitan authorities, in which different government levels and government bodies participate.

Private Networks: in which no authorities are represented; examples are bodies in which (part of the entire) business community tries to evolve initiatives, or clusters of economically related enterprise.

Public-Private Networks: in which participate, besides public representatives, also entrepreneurs and other market parties, statutory trade corporations, organised interest groups, etc.

Source: Organizing Capacity of Metropolitan Cities, Leo van den Berg, Erick Braun, Jan van der Meer, 1996. Erasmus University, Rotterdam.

3.7. Financial Resources

The financial resources accorded local authorities by laws are inadequate to the development needs of local units:

- ❑ The joint revenues, and ad-on central taxes contribute 47% of the total local sources of revenues, other than the government grants in-aid.
- ❑ 80% of joint revenues are levied in Cairo and Alexandria governorates, and 90% of the yield of these revenues are raised by the four Urban Governorates (Cairo, Alexandria, Port Said and Suez). This due to the concentration of foreign trade and industrial and commercial activities in these governorates, which provide the largest base for the central taxes to which the local taxes are added.
- ❑ The central grants in-aid total represents 80% of all local financial resources. This may diminish the meaningfulness of a system of autonomy or local initiatives.
- ❑ The law 43/1979(that passed to increase local revenues and still under operation) is not clear as to the source of revenues for districts and urban quarters.

3.8. Conclusion:

In spite of the attempts towards decentralization, the Central Government in Egypt still has tight control over the local government system. The central government has the power to oppose any decision made by the local units, which might interfere with its own policy. Equally, the administration has been granted the power to impose its decision upon the local leaders. The institutional framework does not work properly because of the lack of technical, managerial and financial resources, lack of cooperation between different authorities, and overlapping of functions between different authorities, and overlapping of functions between different governmental bodies. The need for better supervision of urban development entails the participation of all actors involved in the management of the urban environment. The poor performance of local governments is attribute to the fact that, as responsibilities increase, new functions impact negatively on the administrative system. It will, therefore, be necessary to provide additional technical assistance as well as training of personnel together with a fair structure of salaries to create a kind of motivation and autonomy among the local staff. In the field of planning, the local government has suffered from some negative issues namely: the ineffectiveness of the regional planning commissions and the weak performance of the regional planning agencies. The weak coordination between the authorities responsible for development and the control of the governor on the local people's councils²⁴ . Furthermore, the rapid urbanization for most Egyptian cities need extensive supervision and administrative guide and control, while the local authorities are complaining of the scarcity of qualified personnel. This is raising the issue of building capacity once more, and the local leaders as decision-makers to take a part in urban development process. In the next chapter, the author will describe decentralization in planning through the selected case studies, identifying the lessons from past experiences and the constraints that affect achieving effective development and effective implementation of decentralization policy.

²³ National Urban Policy Study (NUPS), 1982. Egypt

4

4 Decentralization of Planning: Experience, Trends and Implications

4.1. Case Studies

In the field of Physical Planning, the Law No. 3/1982 gives the local units the right to make their own plans within a regional framework, but due to the lack of qualified and skilled staff, local units rarely succeed in taking their own decisions about urban development within their boundaries. In 1986 and in 1991, GOPP established the Third Region Project (TRP) at Ismailia city, and Fourth Region Project (FRP) at Tanta city respectively, to facilitate the decentralization in planning with local planning authorities. The following cases, that presents the experience of planning in three different cities, time and situation, will illustrate the lessons from past experience, and will also heighten the failure in implementation of *Master Plans* in some cases, and the success and the current performance of *Participatory Planning* and its relationship with local government. The cases will be followed by analytical part including methods of analysis and evaluation, to identify options for GOPP's intervention in promoting effective local government in Egypt in the field of Physical Planning.

4.1.1. Decentralization: Types and Definition

The term decentralization covers a multitude of process: political, administrative, economic, demographic and spatial. It is also frequently taken to include decongestion, dispersal and devolution. Although decentralization inevitably means different things to different people, some clarification can be obtained from the literature. The terms decentralisation, deconcentration, decongestion, dispersal and devolution appear frequently and are sometimes used interchangeably. In this sense, decentralisation may be seen as an umbrella term which subsumes the others. Thus *Conyers* (nd), in introducing a bibliography on the subject, defines it in broad political term as "any change in the organization of government which involves the transfer of powers from the national level to any sub-national level (s), or from one sub-national level to another, lower level". *Morris* (1992) acknowledges the spatial dimension and considers that decentralization embraces two facts: 1) policies, involving governments and their agents at various levels that attempt to devolve powers and to subdivided tasks, and 2) an observable process occurring in many areas, whether viewed as demographic, economic, social, or politico-administrative process, with spatial connotations. Decentralization is commonly understood to be a spatial process - movement out from the centre. *Morris* differentiates also between decentralization and deconcentration. He defines the latter as "the simple dilution of centrality by distributing various elements of political and administrative activity to non-central offices, whilst the [former] implies a transfer of powers and decision-making capacities. On the other hand, *Conyers* (nd) describes deconcentration as "the transfer of powers by administrative means to local representatives of the central government, whilst the term dispersal refers merely to the posting of staff outside the national capital, without any significant transfer of powers of functions to them." *Rondinelli* (1984) emphasise the administrative aspects of deconcentration, but introduce a spatial element in their definition, which they describe as "the handing over of some amount of administrative aspects of responsibility to lower levels within central government ministries and agencies. it is a shifting of the workload from centrally located officials to staff of offices outside the national capital."

From the above, it is clear that there are many types of decentralization. The most limited forms are dispersal, deconcentration, or decongestion, which only involve the relocation or redistribution of existing activities to lower administrative or spatial centres, whilst resources and power are retained at the original source. At the other extreme is devolution, which involves the wholesale reallocation of power and resources from central, or higher centres to lower, or local ones.

4.2. Case Study (Ismailia City)

Ismailia is a medium-size Egyptian town of about 360,000²⁴ inhabitants (1995), located on the Suez Canal approximately 140 Kilometers from Cairo (Figure 4.1). The economic base of Ismailia city is dominated by its administrative and service functions; it is the headquarters for the Suez Canal Authority and of the Ismailia Governorate, and also contains an host of government offices, military installations, and a university. The city, with its lake, is also an important centre for local tourism. In addition to this, there are a significant number of small and medium size industrial enterprises, many of which are agro-based. The city has had a history of uneven growth, with its fate being tied to Middle Eastern politics. Over the period 1967-1974 it was completely evacuated and suffered considerable war-damage. Since 1970's, Ismailia enjoys many projects towards urban development namely: Hay Essalam Project; Third Region Project and Sustainable Ismailia Project. The following will illustrate the objectives and forms of planning and performance of these three projects.

4.2.1. Hay Essalam Project (The Peace District)

The Hai Essalam project (Figure 4.2), Ismailia, Egypt has become a classic example of solid professional work applying innovative concepts in the field of upgrading, community improvement and the provision of land for lower income groups. In 1974, Master Plans for both the Ismailia area and the city of Ismailia were commissioned by the Government of Egypt (GOE) and the (UNDP), to Clifford Cuplin and Partners, Chartered Architects and Planners, assisted by other firms.

Figure 4.1 The Location of Ismailia City

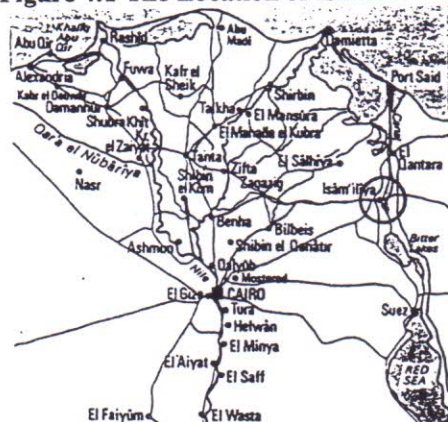


Figure 4.2 Hai Essalam Project

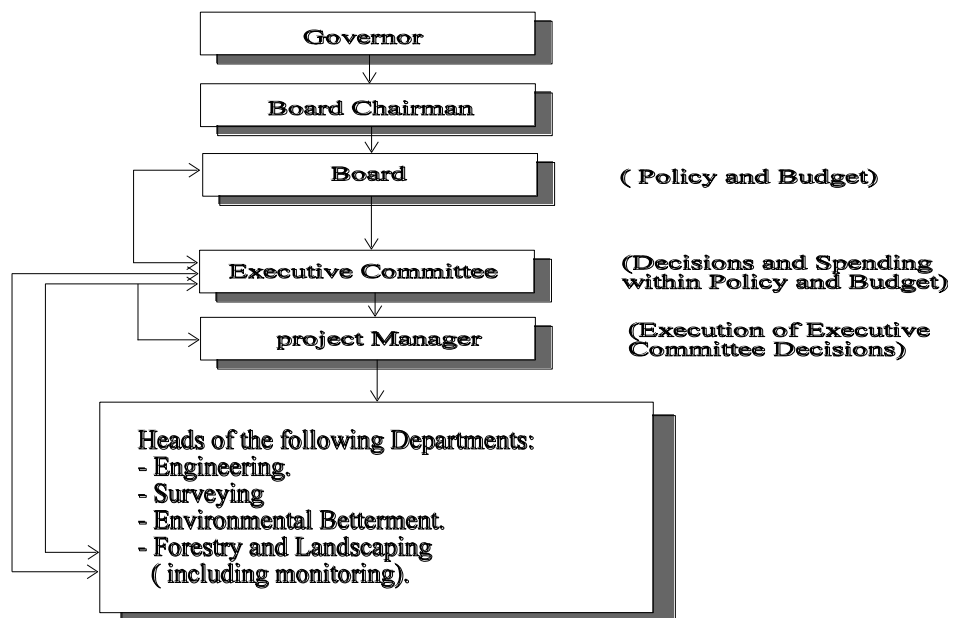


The concept of creating an agency proved successful in Hai Essalam in that it provided a management approach which shifted from development inertia to a much more active role. This meant that the team of government staff had to work together away from their normal offices, thus building motivation and teamwork. Physical and social problems were being witnessed daily by the team.

²⁴ Presentation report of TRP achievements in Suez Canal Region (in Arabic). Fieldwork, Cairo, 1996.

In addition, the staff on the team became very accessible to the population of there area. The adminstrative structure for the Project Agency is shown in Figure (4.3). This mandated autonomy not only from the responsible department within the central or local government for the decision-making process, but also financial independence. Thus the agency had the power of buying and selling land. Technical assistance and training from the consultants and later from the professionals from the GOPP, played a positive role in upgrading the capacities of local professionals on the agency team. The local staff helped to develop the new pattern of routines and working culture. Different skills were transferred to local staff as they were provided with formal training sessions that were related to real local situations and problems also participation of the politicians played an important role in the project implementation.

Figure 4.3. Hai Essalam: administrative structure



Source: Davidson, Forbes, 1984, Ismailia: Combined Sites and Services

On the other hand, the involvement of politicians helped to achive goals by motivating various agencies that were providing services to the community. The project aimed at demonstrating the applicability of this approach to Ismailia's housing problems, and its suitability as a model for the central ministry to adopt for other areas in Egypt (Box 4.1).

Box 4.1. Replicability

Replicability of the project is an extremely important objective, given the concept of "demonstration" projects. Carrying out similar projects requires: the will or desire to carry them out, the technical capacity, and the availability of land and/or finance. The desire to carry the projects development over a period of 18 months close contact with local government. It is now accepted in Ismailia that projects such Hai Essalam and Abu Atwa are part of the means of developing the city.

Source: Davidson, Forbes, Ismailia, Combined Projects in Egypt. 1984.

Recently, and during the fieldwork study, it was found that the project of Hay Essalam is still a model in planning approach (self financing by selling governmental land; security of land tenure; and participatory planning), that GTZ used this approach in Nasriya Upgrading Project in Aswan, and in introducing its proposed project to upgrade Manshiyat Nasser informal settlement in Cairo (Appendix C).

4.2.2. The Third Region Project (TRP)

The (TRP) is a result of the protocol between Egypt represented by MHUUC, and UNDP in 1986. The Suez Canal Region was carefully selected to pioneer the project because of its location and potentialities together with its successful development record since the mid of 1970's (Hay Essalam). The project operates in the region's governorates through the project's organisational structure and supporting implementation units. Three committees, together with the national project director, are jointly responsible for the administration and operation of the project: Joint Manager Committee (JMC); Executive Steering Committee (ESC) and Coordination Committee (CC) (Figure 4.4 in appendix B).

The Project Objectives

The major objective of the Third Region Project is the physical development of the region and its governorates, together with enhancing planning and regional development activities through the decentralisation of physical planning process, decision making and proposals. The enhancement and support for the governorates comprises: training of personnel; preparation of regional urban development plans, feasibility studies, formulation of information system and investment promotion. The project protocol defines the purpose of the project as follows: to supply technical and planning services and facilities to the region's governorates in the following areas: preparation of regional and sub-regional plans; provision of consulting services in the realms of development planning (regional and urban); establishing an information centre for the region in the project headquarters in Ismailia and Cairo, the main centre will establish secondary information centres in the governorates; training and improving technical abilities of physical planning personnel in the governorates; coordination and promotion of the investment in the region.

The Project Current Situation

Currently, and due to the national concern about the economic reform, the TRP is trying to persuade decision-makers in the governorates within the region, to reallocate their investments referring to the Comprehensive Strategic Plans that have been made by TRP. Also, the TRP has an information centre helping the professional staff in TRP in preparing investment's map, showing the potential locations for different investments, with detailed information about land prices, employment generation, activities and legislation forum. This long-vision investments map, is helping the concerned governorates in estimating the fund needed for long-term infrastructure. In the process of plans elaboration, a local team is formed to assist TPR staff.²⁵ Concerning the training programmes for local staff, the TRP blamed that it is not effective because the criteria used for selection of the trainees is not due to a priority, and some of the trainees were transferred after to anther jobs far away from planning issues after getting promoted. To cope with the competing environment in Ismailia, (SIP and the planning unite in the governorate headquarters), TRP started in 1993 using the concept of strategic approach (as a framework for the comprehensive development, but not as a base for action planning). Due to the Physical Planning Law, TRP is still using traditional Master Plans under this strategic framework, (Figure 4.5 in Appendix B) illustrates an example of the systematic approach for current forms of planning.

²⁵ Many local professional blamed that their role in the planning process is deeply depending in data collection and few participation in doing the plan. Interviews (Fieldwork), Ismailia, !996.

4.2.3. Sustainable Ismailia Project (SIP)

In the early 1990's, the Sustainable Cities Programme²⁶ lunched by UNCHS (HABITAT), negotiated with the Egyptian government the preparation of an environmental planning and management strategy for Ismailia. The strategy is intended to address both its development sectors and human/natural resources with the objective of attaining sustainable development. An agreement to implement the Sustainable Ismailia Project (SIP) over a two-year period became effective in 1993. The project's main objectives are to strengthen participatory urban and environmental planning and the management capacities of main actors, and to produce a strategic development plan for Ismailia, applying a participatory planning approach.

This approach seeks to overcome the weakness inherent in the Master Plan approach. Working groups were formed (Figure 4.6) to prepare development strategies, the working groups also prepared detailed plans and projects including the required capital investments and intervention. These strategic plans and projects were reviewed by a high steering committee, headed by the governor, before being presented in a second public consultation. The purpose of this consultation was to prioritise and refine the action plans. The working climate and the cross-sectoral interaction created through SIP gave birth to a non-governmental organization called Society for Development and Environment which was established in December 1993 (in Appendix C).

Figure 4.6. The Institutional Framework of the Sustainable Ismailia Project (SIP)

High Steering Committee

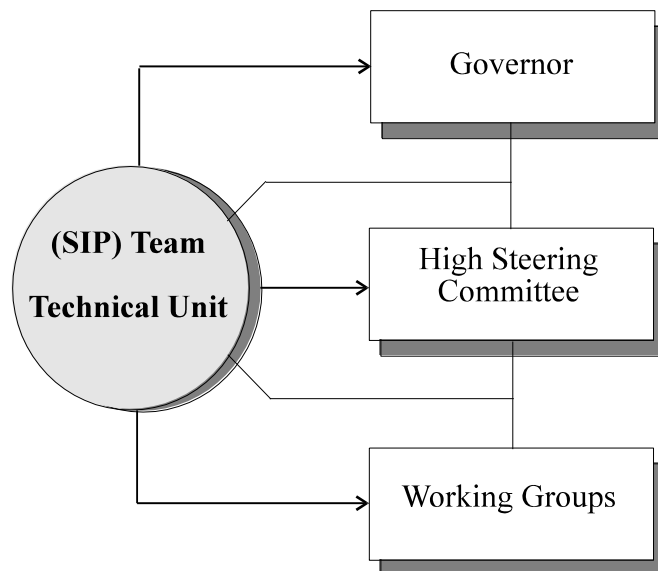
- 1- Review strategic plans
- 2- Prioritize issues.
- 3- Managing resources policies and development

(SIP) Team

- 1- Transfer information and ensure cross-sectoral and cross-institutional interests are incorporated
- 2- Brief Steering Committee with progress reports and advise on resources needs
- 3- Coordination and monitor progress

Working Groups

- 1- Identify the affecting and affected sectors.
- 2- Prepare action plans and projects
- 3- Undertake pre-feasibility studies for identified projects.



Source: Adapted from Sustainable Ismailia Project (1993), "Sustainable growth and development in Ismailia", report prepared for the SIP First Consultation, Abou Sultan, 5-8 July (mimeo).

²⁶ The Sustainable Cities Programme was lunched by UNCHS (HABITAT) in August 1990, as part of the Urban Management Programme, to provide municipal authorities and their partners in the public, private and popular sectors with an improved environmental planning and management capacity. City-level activities in various stages in the project cycle are under way in Accra, Guayaquil, Ibadan, Ismailia, Jakarta, Katowice, Madras and Tunis.

The (SIP) as a Framework for Coordination

The project is forging cross-sectoral, issue-specific links within local government and between government and key actors on the local scene, such as the Suez Canal University, private sector entrepreneurs and popular interest groups. For example the Urban Development Working Group includes: The Deputy Mayor, the head of the Physical Planning Department, a professor of planning and an expert from the local research centre, representatives of the two different political parties, the chairman and a member of the Popular Council, the head of the Labour Department, and three regional representatives. Similarly the Lake Timsah Working Group includes participants from the Governorate of Ismailia, The Suez Canal University, the Local Research Centre, the Popular Council, the tourist village, the main hotel, the fishermen's association, the water station and the Transit Department of the Suez Canal Authority. The project also providing an effective forum for coordination in a much needed area between local interests and leadership and those at the national / international levels. For example, a scheme is under formulation by the project to utilize treated waste water for desert reclamation, thus maximising the benefits of investments being made by the National Water and Waste Water Authority and USAID and linking them to a local partnership of the Governorate, agricultural cooperatives, and private investors. Another example is the operational coordination between the Project and a World Bank funded effort to create environmental management units in Ismailia and a neighbouring governorate.

4.3. Case Study (Tanta City)

Tanta city is the capital of Delta Region of about 500.000 inhabitants. The city has its importance as largest industrial and commercial city in the region. The region is the core of the country, it owes its importance due to its location that extend to the western and eastern desert from both directions; the total population of the region represent 23% of total population of Egypt.

4.3.1. Tanta Structure Plan (1985-2000)

The problem of the fast urban growth of the city over the most valuable agricultural land, attract the government to organize its urban development. The structure plan for the city had been elaborate by GOPP with the cooperation between Tanta Town Council Planning Department and the GTZ in 1986 (Figure 4.7 in Appendix B). The aim of the plan was to establish a strategic framework for guidance and control of urban development, and to provide action proposals for public authorities and private developers. In spite of having urgent problems and deteriorated infrastructure system and sever urban expansion over arable land, the detailed strategy for the development of the city did not benefit either the city or the country consequently, this is due to the absence of political will; lack of financial means; lack of qualified staff and some other constraints (that will be indicated in the last section of this chapter), the constraints were more than the potential to implement this plan. In the fieldwork period the author found that the planners in the governorate were not aware about that plan, and only the department of information and decision-making have a copy of the study, this is because that GOPP recently is updating it due to current interest of Gharbyia Governor to solve the housing problems in the city, and to reallocate the industry workshops (Tal El Haddain) outside the city centre in the same area recommended before by the structure plan for the city in 1986.

4.3.2. The Fourth Region Project (FRP)

The FRP is a result of the policy of the Ministry of Housing, Utilities and Urban Communities (MHUUC) to establish regional projects (to be implemented by GOPP) in all the country regions, to cooperate with all local units in preparing urban development plans within its boundaries. The project operates since 1992 at Tanta city and in the region's governorates (Delta Region) through the project's organizational structure and supporting unit, together with the general supervisor and the project director, a coordination committee are jointly responsible for the administration and operation of the project (Figure 4.8 in Appendix B).

The (FRP) Objectives and Activities

The major objective of the FRP is the physical development of the region and its governorates, together with enhancing planning and regional development activities through the decentralization of physical planning process, and building technical staff at local level capable to prepare comprehensive development plans to protect arable land and encourage the deconcentration out of the urban agglomeration. The enhancement and support for the governorates comprises: training of personnel; preparation of regional urban development plans, feasibility studies, formulation of information system and investment promotion. The project defines its activities as follows:

- ❑ Participation in General Plans elaboration in each governorates within the region.
- ❑ Provision and updating data that could integrate with the Five Year Plan.
- ❑ Establishing an information unit for the region in the project headquarters in Tanta that should link to the main information centre in GOPP.
- ❑ Organize and prepare annually training plan for improving technical capacities of physical planning personnel in the governorates through training programmes or participation in studies and plans that prepared in the project.
- ❑ Coordination and promotion of the investment in the region.
- ❑ Organize and prepare seminars to enhance the awareness about planning projects.

List of Constraints

During the fieldwork, the current situation in the project has been clarified through interviews and observation. The main issue here that the project is not achieving its objective due to many constraints:

- ❑ The majority of the staff working in the project are living in Cairo, thus it is hard for them to travel everyday that also affect their productivity.
- ❑ The project is depending at GOPP (In Cairo) in preparing Social and Economic studies, due to the absence of this branch of the studies in FRP.
- ❑ The role of the project is to help local units in elaborating their own plans, but due to lack of qualified staff at local level, this goal is not achieved.
- ❑ The majority of the staff working in the project are junior planners and can not help to transfer experience and skills to local staff.
- ❑ The project has not any communication means (telephone, fax); the absence of the computer sets and information units is the main constrain to communicate with GOPP or other information units in the region's governorates.
- ❑ Due to the physical planning law, forms of planning used in the project are the same in every city and regions in the country, Tanta City as many big cities in the Delta Region, has not available urban land suitable for future development (the city is surrounded by arable land from each direction), for this reason another standard and strategies are needed to solve the current problems in all cities of the region.

- ❑ The coordination between all the governorate within the region is weak due to the absence of political will; unified vision of the governors to the region as a whole.
- ❑ In spite of having a comprehensive development study for all the region elaborated by GOPP in 1992 with the coordination of many expertise and consultants, the local planning units are not aware about it.
- ❑ The decision-making concerning any plans prepared by the project, has to be approved by GOPP, even if the local units agreed about it.

4.4. Case Study (Cairo City)

From 1956 to 1983, three Master Plans for Greater Cairo Region have been prepared, adapted and partially implemented. The first master plan, approved in 1956, had been draught since 1953. The second master plan have been elaborated in 1970 to determine the industrial locations and to address the development in the national territory. Many projects undertaken in the capital between 1974 and 1981 had sectoral approaches to the problems facing the capital that about 25% from the total population is live. The Government invited the International Consulting Offices and Agencies, to support the Egyptian expertise in planning Cairo Region. The result of the negotiations carried out between 1979 and 1981 was the appointment of (OTUI & IAURIF)²⁷ for the elaboration of the third Greater Cairo Master Plan with the cooperation of GOPP and Ministry of New Communities. This Master Plan (Scheme) was issued in 1982 and approved by presidential decree on March 1983. The 1983 Master Plan relied on a specific economic background and integrated a previously decided (NUPS).

4.4.1. The Department of Planning Greater Cairo Region

Due to the protocol between the Egyptian and French Governments in 1981, the GOPP and IAURIF formed an operational team composed of Egyptian and French experts and professionals.²⁸ This team operated in a form of one of GOPP's departments as illustrated before in its organizational structure. The department is located and operated in Cairo in GOPP headquarters. Forms of plans used in this department is not different than any other department in GOPP, this could explain why The *Master Plan* approach for Greater Cairo Region seemed to be not effective in achieving all it's goals and objectives. The other constrain could be as illustrated in the following Box 4.2.

Box 4.2 Institutional Framework

The Egyptian technicians were charged with the elaboration of the master plan (1983) were young architects, newly graduated, with one or two years of working experience. The type of expertise required for a master plan for such a large city would be the one of senior technical personnel with good training and long experience. But the best Egyptian planners had migrated to the oil-producing Arab countries or were working for the private sector, attracted by the higher salaries offered there. Although the young technicians, often free of bureaucratic prejudices, were able to evolve quickly, their lack of experience in decision-making and in professional field was a heavy handicap. Their participation inside the team was limited to data collection

Source: (HABITAT),1993, Metropolitan Planning and Management in the Developing World.

²⁷ (OTUI) Omnium Technique del' Urbanisation et de l' Infrastructure & (IAURIF) Insitute d' Amenagement et d' Urbanisme de la Region l' Ill de France

²⁸ The staff provided by GOPP comprised: 6 planners; 1 demographer-economist; 4 engineers; 3 draftsmen and 1 typist.

Recently, the department with the gained experience over time, facing serious urban and environmental problem in an informal settlement (Manshiyat Nasser) very close to the city centre. With all the master plans of Cairo Region since 1970's, the problem (that illustrated below) is raising the issues of inefficiency in planning and the need for coordination between all actors in urban development process and integration between all policies and programmes concerning this process.

4.4.2. Manshiyat Nasser (*Zabbalin Area*) Upgrading Project

The Manshiyat Nasser *Zabbalin* Settlement about 150.000 inhabitants²⁹. It is located within the area of 40 hectares near the Mokattam Hills, next to the main settlement of Manshiyat Nasser at a distance of 5 Km from Central Cairo (Figure 4.9 in Appendix B). The accumulation of combustible wastes on the site has created an ongoing problems with fires breaking out in the community and other environmental hazards. The *Zabbalin* area lacks basic infrastructure facilities such as sewerage, water and electricity networks; living conditions are very poor. The Project was the first urban sector programme in Egypt financed by the World Bank and with their technical assistance. The arrangement specified in the project agreement involved three main organizational entities: 1) The World Bank; 2) Ministry of Housing and the GOPP, responsible for the preparation of studies and project monitoring during implementation; 3) and the local government of Cairo, responsible for the implementation of the project component.

Manshiyat Nasser Project: Conflict between Actors

In 1977 The project preparation started at the GOPP with the assistance from expatriate consultants financed by a Project Preparation Facility (PPF). The project was restricted to two settlements (main Manshiyat Nasser settlement and *Zabbalin* area). In the case of this project, the Executive Agency for Joint Housing Projects (EAJHP) was established in 1979 to undertake housing and shelter related programmes jointly funded by the Government of Egypt and other international funding organizations. The project was comprehensive and dispersed, thus it took time to establish the EAJHP and time for the agency to define its management role. The local government was not involved in the initial preparation of the studies but was eventually invited to participate, and brought their own priorities and objectives. The local government was not interested in objectives and priorities set by the national government and they certainly did not want monitoring from the centre. As a result the local government refused the sites-and-services projects and demand better design standards for the upgrading projects With the project leaving GOPP and the former project team who had prepared the study, the local government, given full responsibility for implementation, has no technical or administrative capacity or skills to take its responsibilities. In 1982, a contract signed between Sabbour Associates³⁰ and Cairo Governorate to survey the area of Manshiyat Nasser and *Zabbalin* Area to produce land survey and land use maps, thus to plan for the provision of the basic utilities and to upgrade the area. In 1995, and due to the sever problems in the area, GTZ introduced a proposal project for participatory urban upgrading based on the request from Cairo Governorate in 1994 to the Egyptian / German Cooperation for the execution of an urban upgrading project in the district of Manshiyat Nasser³¹ (Appendix C).

²⁹ Due to the estimation of the district of Manshiyat Nasser. (Fieldwork), Cairo, 1996.

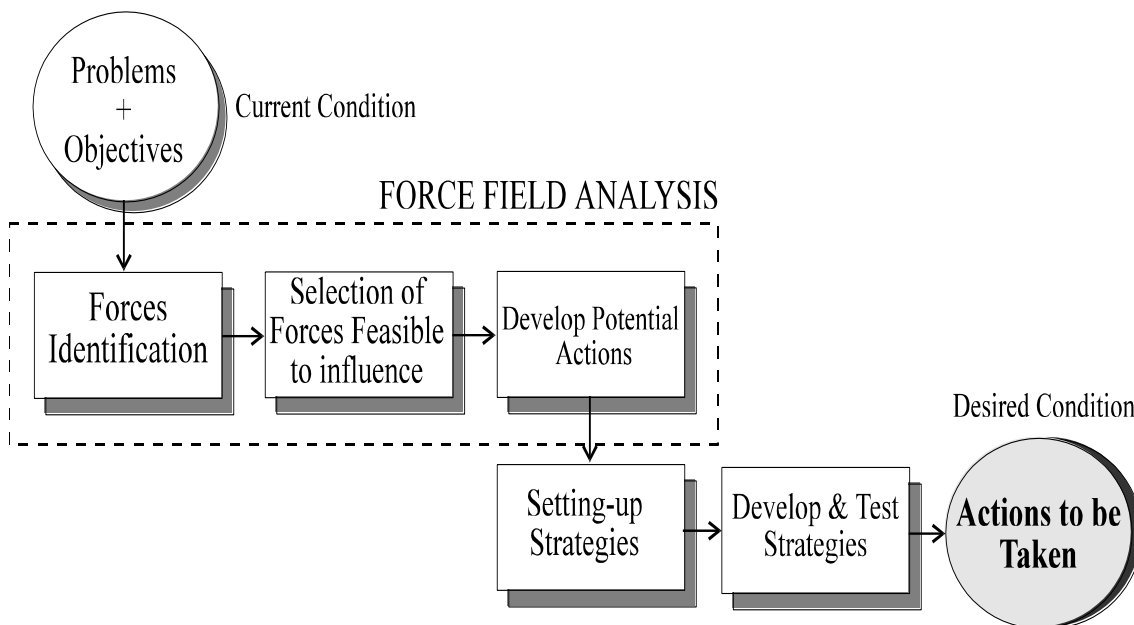
³⁰ An Egyptian private consulting bureau for comprehensive studies and projects.

³¹ Fieldwork, Cairo Governorate, 1996.

4.5. Force Field Analysis (FFA)

In spite of that the case studies represent different periodical situations (past and present), it is important to identify the Forces (Restraining/Driving) that were or being acting as constrains and potentials for effective planning implementation and effective local government. This is by using Force Field Analysis (FFA) (Figure 4.10), to have lessons from the past experiences by identifying the actions that taken in order to reach the objectives; and to adapt the feasible actions/strategies that could be helpful in strengthening the driving forces to move to the desired situation (for the ongoing cases). The overall performance of local government in Egypt (planning units in the three case studies) could be seen from what mentioned in Chapter (3) and from the outputs of (Table 1.5 in Appendix A) because of the similarity exists in all cases related to local staff and the environment of planning in their institutions. This technique rests on several assumptions: the current condition is a quasi-stationary equilibrium representing a resultant in a field of opposing forces. The desired condition can only be achieved by dislodging the current equilibrium, moving it to the desired state, and stabilizing the equilibrium at that point. To move the equilibrium level from the current to the desired condition, the field of forces must be altered-by adding forces or by removing restraining forces". (Wendell L. French,1984).

Figure 4.10 Force Field Analysis Process



Source: Adapted by Samaha, A., from "Action Planning: Notes and Exercises", Forbes Davidson, 1995, and "Organization Development", Wendell L. French, 1984.

Following the criteria mentioned above, the following Tables (Table 4.1 & 4.2) will identify the restraining and driving forces illustrated in the mentioned case studies. A selection of the similar forces will be followed in illustration figure (Figure 4.11) to determine the overall strategies that could be include the feasible actions that could GOPP take to achieve the objective of promoting effective³² local government.

³² Effectiveness could mean the fulfilling or achieving the objectives, to promote effective local government, that is mean to give them the tools that could help them to achieve the development through implementing urban polices and plans (objectives).

Table 4.1 Restraining & Driving Forces for effective planning implementation

Case Studies	Restraining Forces	Driving Forces
<p>Ismailia City - Hay Essalam Project.</p> <p>• Third Region Project (TRP).</p> <p>- Sustainable Ismailia Project (SIP)</p>	<ul style="list-style-type: none"> - Lack of staff skills and experiences. - lack of funds. - Lack of motivation. - Absence of leaderships and public participation. <ul style="list-style-type: none"> • Traditional forms of planning. • Lack of coordination. • Lack of motivation due to low salaries and lack of promotion opportunities. • Bureaucratic organizations. <ul style="list-style-type: none"> - Low Capacity at local level. - Environmental hazards. - Absence of public awareness. - Lack of co-ordination between governmental actors. 	<ul style="list-style-type: none"> - On-job and formal training and creating team works. - Self financing approach. - Locally staff, close to people. - Community and politicians participation. - Political will. - New forms of planning. - Technical assistance. <ul style="list-style-type: none"> • Investment plans. • Establishing information centre. • Technical assistance. • Formal training. • Decentralization policy. <ul style="list-style-type: none"> - Establishing working groups. - Urban environmental planning. - Enhancing the role of NGO's and private sector. - Participatory planning. - technical assistance. - Coordination between all actors. - Training and exchange experiences.
<p>Tanta City • Tanta Structure Plan (1985-2000).</p> <p>- Fourth Region Project (FRP).</p>	<ul style="list-style-type: none"> • Lack of political will. • Weak institutions capacity. • Lack of qualified staff and professional experiences. • Lack of funds. • Absence of socio-economic plans. <ul style="list-style-type: none"> - Traditional Master Planning. - Lack of staff motivation. - lack of skills and experiences. - Weak institutions at local level. - Absence of political will. - Lack of funds. 	<ul style="list-style-type: none"> • Detailed and action plans. • Technical Assistance • Strategies and Visions. <ul style="list-style-type: none"> - Decentralization Policy. - Training programmes. - Information centre. - Technical assistance.
<p>Cairo City • Department of Planning Greater Cairo Region.</p> <p>- Manshiyat Nasser (Zabballin Area)</p>	<ul style="list-style-type: none"> • Traditional Master Planning. • Lack of staff motivation. • Weak institutions at local level. • Absence of political will. • Lack of funds. <ul style="list-style-type: none"> - Weak coordination situation. - Unclear responsibilities. - Lack of funds. - Weak institutions capacities. - Absence of public participation. - Environmental Hazards. 	<ul style="list-style-type: none"> • Training programmes. • Information centre. • Technical assistance. <ul style="list-style-type: none"> - Political interests. - Active role of NGO's. - Technical assistance.

From the previous table for force's identification, similar forces were selected (Restraining/Driving) that some of which matches also with the majority of respondents' answers (See table 1.5), the following (Table 4.2) will illustrate the selective forces that mentioned in the different case studies and its degrees:

Table 4.2 Scoring Technique for determining degrees of Restraining & Driving Forces

Case Studies Forces	HEP	TRP	SIP	TSP	FRP	DPGCR	MN
Restraining Forces:							
• Lack of staff skills and experiences.	***	**	**	*****	**	**	*****
• Lack of motivation.	*	**	—	***	***	**	***
• Weak institutions' capacity.	**	**	*	****	***	**	****
• Lack of funds.	*	**	*	****	****	**	*
• Absence of Political will	—	**	—	***	***	**	***
• Traditional forms of planning.	*	*****	—	***	*****	**	***
• Lack of coordination	—	***	—	*****	*****	**	*****
• Unclear responsibilities.	—	**	—	****	**	**	***
Driving Forces:							
• Decentralization policy.	***	*	***	—	*	*	—
• Technical assistance.	***	*	***	*	—	**	*
• New forms of planning.	**	*	**	—	—	—	*
• Participation in planning process.	**	*	**	—	—	*	—

HES : Hai Essalam Project

TRP : Third Region Project

SIP : Sustainable Ismailia Project

TSP : Tanata Structure

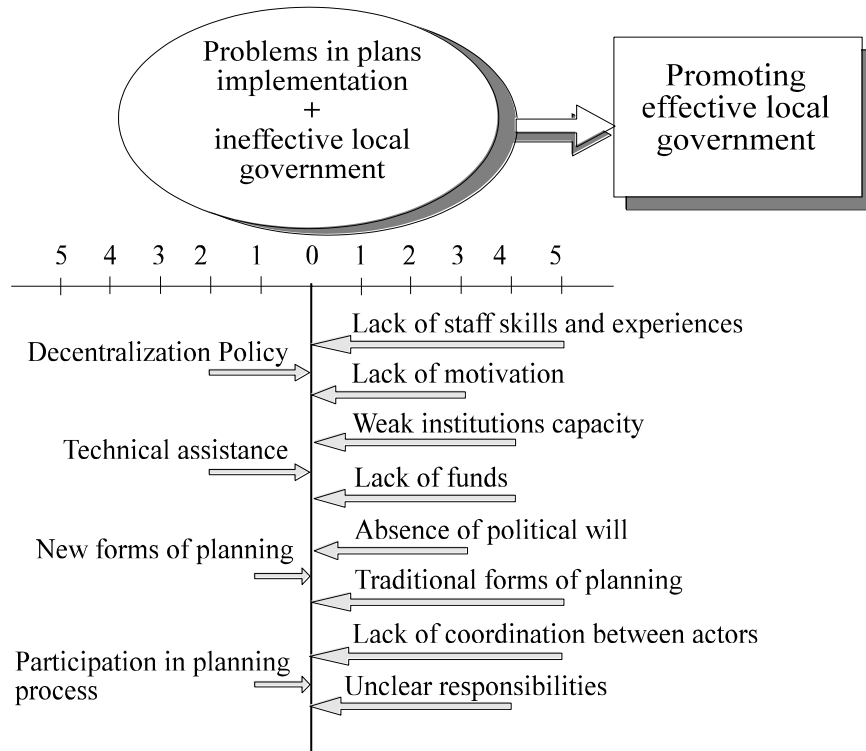
Plan

DPGCR: Departement of Planning Greater Cairo Region

MNP : Manshiyat Nasser Project

From the Table above, it is clear that in Egypt, when the political will is exist, the coordination between actors is created (like the case in Hai Essalam Project and SIP). The absence of coordination between actors, was clear in TSP and MNP, that affected seriously with lack of qualified staff and finance the implementation of these projects. New forms of planning as the case of HSP and SIP has to be introduced with technical assistance (at least to provide guidelines and framework of these plans) and qualified staff to prove effectiveness in planning. The following (Figure 4.11) will summarize the current constraints and potentials for effective planning and for promoting effective local governments. The figure also will illustrate the potential areas for GOPP intervention to build capacity at local level (whether by strengthening driving forces or by weakening the restraining forces).

Figure 4.11 Potential Areas for GOPP's Interventions



Source: Adapted by Samaha, A., from "Organization Development", Wendell L. French, 1984.

From figure (4.11), the potential areas for GOP's intervention could be in introducing new forms of planning and strengthen the decentralization in planning by building capacity at local level through training and participatory planning.

4.6. Evaluating the Effectiveness of Planning Process

In order to be more specific about the role that GOPP could play in promoting effective local government, the author here will try to evaluate the effectiveness of planning process that includes forms of planning and actors (the concern here about local government as main actor responsible for the implementation of plans, chapter (6) will comprise recommendations to promote effective local government). First, before selecting the evaluation method, the following paragraph will illustrate the term Effectiveness: "Effectiveness may be regarded as the extent to which planning aims are translated successfully into development which takes place or is prevented". *PIEDA plc, 1992, Evaluating the Effectiveness of Land Use Planning.*"

Considering the previous definition, the following will be about two methods of evaluation: 1) Goals Achievement Matrix analysis (GAM), and: 2) Planning Balance Sheet analysis (PBS) (See Figure 4.12 in appendix B). In order to select one method for evaluation in this study, the author briefly will illustrate the differences between these two methods:

"GAM analysis proceeds from the identification of goals, the focus throughout being on levels of goals-achievement for the community as a whole and for groups within it. Objectives are derived from a set of higher level goals (or ideas) whose formulation is the ultimate responsibility of the decision-takers. The objectives provide the basis for determining the relevant items of advantage and disadvantage.

In contrast, the PBS starts from the identification of welfare effects and the preferences of those groups who are affected, the objectives being formulated on the basis of *their* preferences. Thus the GAM seems to be directed at examining whether the plans have achieved certain aims which the planners and decision-takers consciously set out to achieve. The PBS is directed at something different: what will be the consequences of the plans in question for the welfare of all those who are affected." *Lichfield, Nathaniel, 1975, Evaluation in The Planning Process.*

4.6.1. Goals Achievement Matrix (GAM)

Since GAM is a method to examine the achievement of objectives in general, it seemed to be the appropriate method for evaluation in this study. A set of criteria has been prepared to represent the overall planning objectives according to the Case Studies mentioned earlier in the first part of this chapter, and also based on the author experience in the field of physical planning:

- Controlling and guiding urban development.
- Protection of the arable land.
- Controlling and upgrading informal settlement.
- Framework for future development.
- Providing urban facilities and utilities.
- Decentralization in Planning.

In the following matrix (Table 4.3), three levels of achievement were set, based on the fieldwork study and case studies, to give an overall performance of planning:

Table 4.3 Overall Objectives of Planning and its Degree of Achievements

Objectives	Degree of Achievement	Fully Achieved	Partially achieved	Not achieved
Controlling and guiding urban development.		-	-	●
Protecting the scarce arable land.		-	-	●
Controlling and upgrading informal settlement.		-	●	-
Framework for future development.		-	-	●
Providing urban facilities and utilities.		-	●	-
Decentraliation in Planning		-	●	-

The overall performance of planning in Egypt is not a satisfactory one, due to the pervious analysis and what mentioned before in Chapter 2 and chapter 3; lack of finance, low capacity at local level; lack of coordination and integration between actors in the development process and also due to the performance of plans used in this process. In all the cases mentioned in this chapter, the traditional Master Planning is heavily used with little performance (Box 4.3), except the case of HEP and SIP where they used other forms of planning (strategic and participatory and action planning).

4.6.2. Performance of Plans

"However, one type of plan cannot provide the performance required in all areas. Some requirements are mutually exclusive. For example, it is difficult to combine the legal control necessary to protect sensitive areas with the flexibility required to be able to respond rapidly to changing situations". Forbes Davidson, 1996, Planning for Performance. Examples of functions that plans are often required to perform, and also based on the output of the interviews, are listed below in Table (4.4):

Box 4.3. Forms of Planning

In a meeting held in Cairo during the fieldwork, the Chairman of GOPP Dr. Eng. Hoda Sakr, declared that she is not in favour of using General Planning techniques, but due to the physical planning law, it is the only tool for local authorities to elaborate urban development policies and plans. She continued, "structure planning is more useful in addressing the action areas in the governorates and cities within a regional or strategic framework".

Many of the engineers in GOPP have the same opinion, General Planning is hard to do, strategic and spatial planning are more rational and logically to the local unites' situation. "Strategic Planning is easy to made, easy to implement" said Samy Abdelmeged, a department director. Other senior engineers does not believe that other forms of planning will address the performance that General Planning can do. "The main issue here that all plans used in GOPP whatever its title, has the same ordinance, they are all long-term and comprehensive plans. Add also Dr. Abdel Wahab Helmy in Azhar University, "the government has to review the solid Law of Physical Planning, the Law has to be flexible and adaptable to the different features of each settlement/city. Concerning Master/General Planning, he added, "we could use General Planning for the city that have sophisticated problems, and for other stable or slow growing cities, we can use any other alternatives

Source; Fieldwork, 1996, Cairo.

Table 4.4 Comparison of Performance of Different Plans Types

Forms of Plans	Statutory Development Plan	Strategic Plan	Action Plan
Performance Requirement			
Achieve objectives with efficient use of resources		■	■
A medium to long term framework for development decisions		■	
A tool for policy implementation		■	■
Achieve support and commitment by all actors		■	■
A basis for establishing partnership		■	■
Provide a framework for early action			■
Provide locational guidance	■	□	□
Result in implementation that meets objectives		■	■
A framework for Sustainable evelopment	■	□	□
Guide inter-sectoral public investment		■	□
Guide city level public investment		■	
Guide local level public investment	□	□	■
Be a framework for non-physical action		■	■
Be able to respond to changing environment		■	■
Provide basis for development control	■		
Be a tool for institutional capacity building		■	□

N.P: Perhaps there are as many different permutations of performance required as there are towns, however the Form of plans is often stipulated by national legal standards and guidelines.

■ Key area of performance

□ Sometimes area of performance

Source: Forbes Davidson, 1996, Planning for Performance.

4.7. Conclusion:

The case studies in this chapter were selected carefully, representing three different cities and its experience concerning urban planning since 1970's till now. In Ismailia case it was clear that the past experience in Hay Essalam project, the most significant achievement within the plan's framework was that the Egyptian government moved away from direct housing provision towards an enabling approach. The innovative approaches in the project was in the form of administration agency that was directly linked to the local government in order to bypass the bureaucracy of central government; self financing through selling governmental land and building capacity for the local staff through their involvement in the team works and training. The Sustainable Ismailia Project (SIP), is raising positive sign in managing and implementing environmental planning and management strategies. SIP indicated that, a political commitment, the establishment of an adequate organizational structure, a participatory approach and the availability of resources are necessary to better coordinate a city's development. In Tanta case, that represents the Delta Region as the most important agricultural and industrial region in the country, the problem of fast growing urbanization over the scarce arable land was not controlled till now. Although that this problem is not only the concern of the local government at the governorate or city level, but also national one, the issue of the absence of political commitment and qualified local staff (see also chapter 4) and financial power, is still raising a question mark in this case. In Cairo, the case of Manshiyat Nasser and Zabbalin area, raising the issue of the serious need for coordination and integration between all actors in the development process this is in addition to the qualified staff needed to tackle the Capital urban problems. Also, with the case of SIP, is raising the important role of NGO's, that already took place (See Appendix C) in improving the living condition and raising the awareness of people in the community about the environmental issue (Appendix C).

The role and involvement of technical assistance organizations through aid or technical agencies (UNDP, GTZ, IAURIF) in all cases mentioned in this chapter was different from case to case. The role of these agencies was active in Ismailia (Hay Essalam, and SIP) due to the commitment of the consultants working in the project themselves, and also because of introducing innovative approach and new forms of planning (strategic and participatory). That role seemed weak in the case of Tanta and Cairo where these agencies used and adapt the traditional master plans which were not easy to implement and seemed that it were end of itself. Effectiveness in planning is related to the degree or to the extent that plans achieving its aims and objectives. Effective decentralization policy is depending on some factors, the most of which related to what mentioned in this study that is related to human resources and forms of planning; availability of funds; political commitment; leadership; organizing and building capacity. GOPP started decentralization in planning by establishing regional projects in some cities in the country, has to start first to provide these (regional Projects/Offices) by appropriate equipment and qualified staff willing to participate in planning with all actors in the planning process, and secondly to build capacity at local level in order to succeed in transferring appropriate experience and knowledge to local staff that could help them in doing their own plans and strategies and implement them effectively. The next chapter will discuss these issues, focusing on the need for trained staff; effective organization and clear responsibilities between all actors to achieve effective development and decentralization policy

5

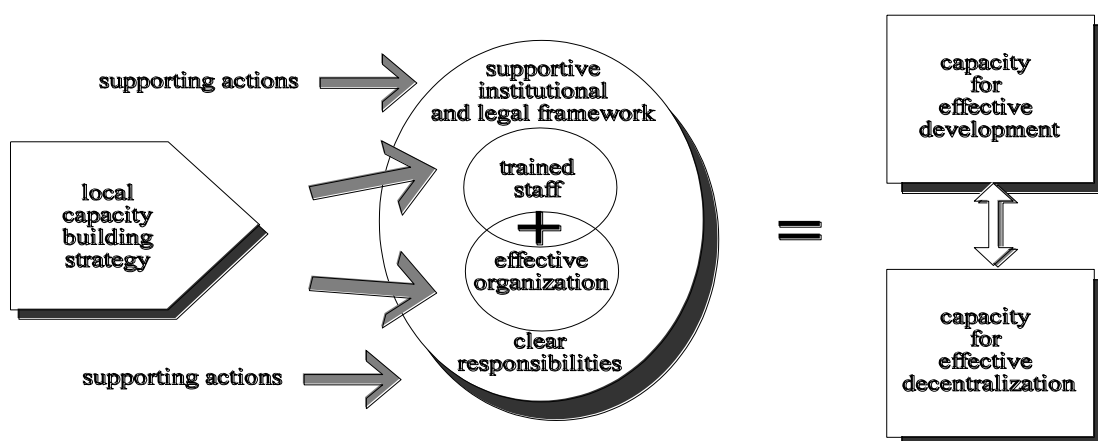
5 Capacity Building: Towards Real Decentralization

"It is widely recognized that the availability of physical, technical and financial resources is not a sufficient condition for successful socio-economic development. The strengths and weakness of institutions as well as behavioural factors play a significant role in determining the nature and pace of the development process". (C. Narayanaswami. in: Asian Development Review, Vol.9.No.2).

5.1. Definition

"Defining *capacity building* is a difficult task, the perception of what capacity building is covers a wide range: in the narrowest sense it equates with the training of human resources while in the boarder sense it equates with institutional development in general.". (Davidson, Forbes and others, 1996, Capacity Building for Better Cities). "*Capacity building* for better cities is then understood as efforts to strengthen and improve the abilities of male and female staff and organizations to be able to perform their tasks in urban development in a more effective and sustainable manner. This includes government and non-governmental organizations". Figure (5.1).

Figure 5.1. The Concept of Capacity Building



Source: Adapted by Samaha, A., from *Capacity Building for Better Cities*. IHS,1996.

5.2. The Role of Central Government: Options for Support

Central Government can adopt explicit policies to strengthen the capacity of local government to discharge their management functions. In doing so, they can help remove any confusion about where responsibilities lie. In this connection, three courses of action are open to central government³³: a) effective empowerment of local governments through legislative and financial tools; b) improved coordinaton between governmental agencies and local units; and c) supporting training and career development of local government staff.

5.2.1. Local Government Empowerment

Central government can provide local government with a clear legal mandate regarding the roles they should play in public service provision and can redesign the system of fiscal transfers to local government to provide stable, transparent fiscal support for local governments, while giving local governments at least some flexibility to tap local revenue sources from user charges and a local tax base of their own.

³³ There are not mutually exclusive, in fact the opposite.

5.2.2. Coordination

Central government can improve coordination between their own agencies and municipal departments by taking an active role in participative arrangements aimed at shaping municipal policy and by supporting the formulation and implementation of municipal development plans at local level. central government can also identify and make available opportunities to share specialized expertise, equipment and facilities with municipal governments.

5.2.3. Training

In particular, training assistance can be provided in the following areas:

- For public service staff, aiming to make them more service-conscious;
- For municipal-government staff and decision-makers, with particular regard to elected local government officials;
- For managers of municipal-government organization, to establish good organizationa management practices which will increase efficiency and effectiveness;
- For senior public-sector managers of municipal areas, so that they have a better understanding of the objectives, tasks, and process of municipal management, and to increase their personal skills to act as managers.

5.2.4. Technical and Management Assistance

Central government can disseminate to municipal governments technical information and lessons experience relating to:

- Municipal management tasks and responsibilities;
- Forms and methods of encouraging participation of the various stakeholders in management.

Central government can second experienced managerial staff to selected municipal governments in programmes of temporary assistance aiming to lift management practices within these institutions to substantially higher, but sustainable levels. In general, Central Government can work to clarify and modify their relationships with their municipal governments, so that central government participation in managing municipal areas brings more efficiency and effectiveness through greater accountability to the electorate.

Central government can act to break the circular taps of low revenues, inadequate staff, poor services, public resistance to user charges and taxes, and so on, by: ensuring that salaries of municipal staff are comparable to those of civil service employees performing similar functions in higher tiers of government, and providing adequate career development incentives to reward good performance; providing training directly to municipal government staff members so as to increase their capabilities in key areas of revenue generation. This may include facets of land development for profit and other profit-making activities in which municipal government might engage, as well as those of tax collection. Considering one component of Capacity Building concept (*Trained Staff*), GOPP with the cooperation of General Secretariat (*Amana*) of Ministry of Local Administration, conducted many training programmes for local staff in the field of Physical Planning. The next section of this chapter will review the efforts in the field of training and decision-making in Egypt regarding the concept of Capacity Building, and its relationship to development.

5.3. Training and Local Development in Egypt

In Egypt, the Central Agency for Organization and Administration (CAOA) is the agency responsible for all government training and personal actions relating to public servants in Egypt. CAO A has its own management training centres, it has the authority to conduct promotion programmes for senior executives. CAO A also link with other Ministries such as the Ministry of Economics (ME) and the Ministry of Planning (MP) on short Leadership programmes leading to certificates for upper level management, and also with the Ministry of Administrative Development (MAD). Other government agencies including the Ministry of Agriculture, Housing, Health and many others have management training programmes of their own and in some ministries several departments will have their own canters. Even the Ministry of Local Administration (MLA) has programmes through the Organization for the Reconstruction and Development of Egyptian Villages (ORDEV) and in the past has linked with Sadat Academy in awarding Certificates in Management Planning, Finance, Project Management and Regional Planning. Sadat Academy has placed special emphasis on local administration training. University programs for local administration courses for in-service training are also available. Cairo University, Faculty of Political Science and Economic has a one year diploma course for Local Administration. The most promising institutions for training local staff in Egypt, are Sakkara local Development Centre (SLDC), and Information and Decision Support Centre (IDSC). The following section will heighten their role in capacity building at local level.

5.3.1 Sakkara Local Development Centre (SLDC)

The SLDC became an operational centre in early 1980's as a training centre. At that time the SLDC's goals were: upgrade and ensure the availability of high level professional and managerial skills required with the local government system to attain local government objectives. A commitment from USAID to develop a technical assistance component for the SLDC was under development, when in 1989 the Prime Minister issued a decree 5/1989 which transferred the SLDC to the General AMANA of Local Administration. For the USAID Local Development II Programme, the Prime Minister conducted a consultancy in 1993 to produce a comprehensive, five-year development plan for the SLDC³⁴. The consultants preliminary surveyed executives and training managers in eight governorates, may be summarised as following:

- ❑ Under the category of training programs, all governorates requested top management, or Popular and Executive Seminars, or leadership training. Courses in computers, and administrative topics were also frequently requested.
- ❑ With regard to the types of data and information they would like SLDC to provide, the governorate cited: the training plans of the different governorates; maps of resources available' summary data on local administration; programme activities of the governorates; data bases for decision-making; inventories of infrastructure and services available in the governorates; trainers in all fields; training centres and training programmes and packages.
- ❑ The governorates stated that the SLDC should develop a research capability in: local administration; local development; rural development; social development; village planning participative development; physical planning; environmental planning; information systems and computers software; management; local administration problem-solving oriented research, and the latest in training.

³⁴ Fieldwork, Cairo, 1996.

5.3.2 Information and Decision Support Centre (IDSC)

The Government of Egypt (GE) since the mid of 1980's has realized the importance of establishing a comprehensive information base network which can provide support for the Cabinet and top policy and decision-making at the governorate (provinces) level. To achieve such a strategic objective (IDSC) has initiated in 1987 a programme designed to optimally improve the strategic decision-making process at the governorate level through the design and delivery of a nation-wide restructuring mechanism while using cutting-edge information technology tools and techniques. The Governorates Information and Decision Support Centres project (GIDSC) was initiated having an its main mission re-visioning the role of local governments in nation-wide socio-economic development. The geographical framework (Figure 5.2 in Appendix B) of the project covers Egypt's 26 governorates and include all supporting, coordinating and administrative units needed to effectively support decision-makers. The GIDSC framework of operations is divided into two levels (Figure 5.3 in Appendix B). The information flow within the GIDSC and its interaction with the office of the governor has shown in (Figure 5.4 in Appendix B).

5.4. GOPP Training Programmes

With the cooperation of Sakkara Local Development Centre and other training departments, in the Ministry or in many governorates, GOPP has conducted many training courses for local staff and leaders (Box 5.1). Due to the Presidential Decree No. 1093, Article No. 2, GOPP has to set training programmes to all its staff and also local staff (engineers and technicians) who are working in the field of Physical Planning, in order to raise their awareness about the planning process and to create professional staff capable to run the development process in their governorates. The training programmes comprise four types: (a) the first type is by giving lectures and set discussion meetings about planning with some visual means like slides and video tapes about Master Planning and Detailed Planning done by GOPP, in order to give an overview about GOPP activities; (b) seminars, in each training cycle, to exchange information about what have been gained from the programme itself; (c) fieldwork tour to some planning projects under implementation phase; (d) practical training, were delegated trainees from each governorate, with the cooperation of GOPP, selecting one of the vital planning projects that have priority and start doing the study under GOPP's supervision, also with the participation from other professional staff at lower level (city/village). Due to the shortage fund needed for training, all training programmes at GOPP concentraired on seminars and lectures comprise the following issues: 1) general information about physical planning; 2) explanation of physical planning law; 3) explanation about field-methods for data collecting process.

Box 5.1 Training Needs

"Many of the trainers involved in physical planning seminars and training programmes are professional in GOPP, they have not the capability in lecturing and training trainees. They are concerning about the physical planning law, forms of planning, we need more about the issues that could help us to implement these plans. Some of us are not planners or architects, and they don't know any thing about the implementation of these plans, we need more about the implementation experiences and other techniques" Said *Saad Mostafa* one of the local staff at Tanta city.

Source: Fieldwork, 1996, Tanta City.

5.5. IHS Training and Research Project in Egypt

Due to the agreement between the government of Egypt and the Netherlands, represented by Housing, Planning and Building Research Centre (HPBRC) in Cairo, and Institute for Housing and urban development Studies in Rotterdam, a capacity building project has been started in Egypt (First Phase: October 96-September 99) to improve capacity for urban management and development in Egypt and the Arab Region. The project objectives as listed in its document are threefold:

- To develop and conduct a specialized training programmes in the field of housing and urban development.
- To Strengthen the (HPBRC) training research capacity that will address urban management and economy, housing finance, upgrading and environmental issues in order to establish a self reliant training and research facilities.
- To establish the basis of a regional training centre in the field of housing and urban development.

The target groups are: Government staff at national, governorate and town level involved in the management, planning and implementation of housing and urban development programmes and projects in particular; staff of private sector and community-based agencies and institutions. The project is aimed at professionals of national and private institutions of other countries in the region involved in the field of housing and urban development.

5.6. Conclusion

Capacity Building, as it is a concept for effective development, it is also a tool in which central government should develop in attempting towards effective decentralization. Local governments in Egypt since mid 1980's could not achieve any recognised success in implementing their plans and activities, this is due to what mentioned before in chapter (3), that includes: lack of technical; managerial and professional skills; lack of cooperation between different authorities; overlapping of functions between different authorities, and overlapping of functions between different governmental bodies; lack of staff motivation due to low salaries and absence of economic incentives. In this sense, the author includes in his study the importance of capacity building in both effective developments and implementing decentralization policy. In the field of training in Egypt, many training institutions are working hard to build capacity at different levels whether in central or local level. In spite of all these efforts, there is no coordination between all these institutions. There is also multiplicity in some issues that are giving to the trainees in different institutions, like information and decision-making training and promotion programmes. All training programmes, in approximately all training institutions in Egypt, have lack of *training by doing*, and there is a serious shortage of qualified local development trainers.³⁵ In GOPP, the matter seems to be more serious, as many of the trainees (at central level) were planners, they gain little from the training programmes because they were already familiar to most of the issues in these programmes. At the local level, and due to the sever shortage of qualified personnel, many of the staff dealing with planning issues are not planners, thus they requested other type of training which helps them to understand and deal with day-to-day urban and rural problems³⁶.

³⁵ Sakkara Local Development Centre: A five-year strategic plan (1993-1998)

³⁶ Interviews (Fieldwork), Cairo, 1996.

6

6 Conclusions & Recommendations

6.1. Conclusions:

The problem of concentration of power and resources at the central government in Egypt is raising the issue of inefficiency in urban development process in the country. The centralization is creating a bureaucratic system which in turn affected the efficiency of local government in planning implementation and delivering public services. In chapters 1 and 3, it was clear that there were many attempts of the government towards decentralization by its meaning as transfer of power and responsibility to local government since 1960's. In Egypt, this decentralization policy did not achieve the expected success, one of the reasons is because 80% of the financial power still in the hand of the central government

"The effectiveness in implementing decentralized programmes appears to depend largely on the presence of appropriate behavioural, attitudinal, and cultural conditions. The most important factors include: the willingness of local officials to support and perform decentralised management functions, the quality of local leadership, and the degree to which traditional customs and behaviour are compatible with decentralized procedures for planning, decision-making, and management" (*Randinelli, 1983*).

As it illustrated in Chapter 2, urban management is the current concern of the many countries and international institutions as an activity to mobilize diverse resources in planning and other fields. Planning as a process and activity have for long been chorused as a failure, particularly the traditional Master Planning approach which has been characterized as too static or rigid in nature to permit fast adjustment to the demands of rapid urbanization; as complex and too detailed; too long to prepare and many of its policies or programmes tend to become outdated by the time it is completed. This traditional approach to planning is, therefore, considered to be extremely expensive in both money and time. This approach to planning has also been criticized on the ground that they seldom evaluate the costs of the development or how it would be financed; that the people, their community leaders and implementation agencies were seldom meaningfully involved in this process of planning. Egypt, as most of developing countries, has adapted foreign planning system and tried to use foreign planning criteria and standards. This is not necessarily wrong in and of itself, but the failure to make appropriate modifications and adjustments to suit local circumstances and realities.

The apparent ineffectiveness of urban planning in Egypt (Chapter 4), refers largely to the ineffectiveness in urban plan implementation. The weakness in institutional machinery and framework reflected in acute shortages of appropriate skills at local level, inadequate coordination mechanism between central and local departments or agencies, inadequate financial resources and lack of strong political willingness and commitment (Case Studies: Tanta Structure plan, Manshiyat Nasser Upgrading Project) are leading to the inefficiency in plan implementation.

There are several ways in which central governments agencies can provide assistance to weak local administrations: by offering training; by transferring personnel from central agencies to meet pressing staff shortages at local level; by supervising and assessing local projects and providing technical assistance when problems or weakness appear; and by creating a national cadre and decent salaries to attract qualified personnel to agencies at local levels. The most important issue for local government is that they have to have access to raise their own revenues that enabling them to implement their own plans and services. In this field, Indonesia has a very ambitious programme of decentralizing the planning and implementation of integrated infrastructure development programmes to local government (IUIDP). The IUIDP experience gives lessons on how training and communications programmes have been developed to prepare staff at all levels for the new responsibilities (see Appendix C).

In summary, the problems of planning implementation in Egypt and inefficiency in the delivery of public services have been a reason of the centralized system as well as quality of manpower in local government institutions that comprises the following elements:

- ❑ Lack of staff motivation, due to shortage of promotion opportunities and low salaries leading them to search for more than one additional job for earnings.
- ❑ The staff seemed to be very busy by day-to-day problems, and have no time for innovative actions or ideas.
- ❑ The staff are suffering from lack of training opportunities; inappropriate training programmes; access to the information technology and national and international experiences in the field of urban management.

6.2. Recommendations

The massive population growth and rapid urbanization in Egypt coupled with the emerging importance of local government's units as main actors in urban development process have given a high priority needs for decentralization policy by enhancing the effective role of the local and central government in this process. The following general arguments and principles may be considered to strengthen the decentralization process:

- Central government may need to adapt effective administrative policies oriented towards strengthening local governments by providing incentives that increase local responsibility for development and empowering local government revenue raising capacity.
- Urban planning should be conducted at the local level to ensure local and public participation in the planning process.
- The planning mechanism should be designed in such a way that it may respond to local government capacity building over time.
- Central government should transfer the technology and practical experiences from national to local institutions.
- Fair salary structures may need to be established together with career incentives to attract qualified personnel at local level.
- The division of central and local functional responsibilities must be mandated in relation to a realistic assessment of local capacities.

- The role of aid agencies should strengthen the training components in all development projects, emphasising on a multi-disciplinary approach, promoting awareness and providing the necessary skills for sustainable development.
- Sustained training programmes implemented by specialized national and local training institutions should be developed for local government managers and staff at a scale sufficient to meet national requirements and reflective the new policies and procedures.

Training is one of the most important tools to develop human resources and facilitate the transition to a more sustainable development. As it was indicated in Chapter 5, training could be the most effective tool that GOPP could use in promoting the effectiveness of local government in the field of physical planning. Hence, the following measures could be suggested, i.e. training need to be:

- oriented to achieving the objective of the organization;
- designed on survey of target organization with a view to identify its more critical problems;
- reinforced by systematic changes in its methodology to suit the changing needs of different local units;
- aimed to help the participants to achieve both horizontal and vertical mobility.

Participatory Planning is the area that needs improvements, to create mechanisms for joint plan preparation, between representative of all actors in planning process (see Nasriya Upgrading Project in Appendix C).

The most effective role of GOPP:

As GOPP is the national agency responsible for urban development in Egypt, its role in decentralization in planning policy seems essential, as GOPP has already started this approach by establishing several regional projects to facilitate and to coordinate with local units. On the basis of the output of the respondents' answers, during the fieldwork and the analysis of this study, the following could be recommend as the most effective role of GOPP:

- ❑ Strengthen the role of the regional projects/offices through provision of appropriate equipment and qualified motivated staff willing to transfer sufficient knowledge and experiences to local staff.
- ❑ Introducing new forms of planning capable to address the urgent and rational need for participation of all actors in the development process (strategic and participatory planning).
- ❑ Institutional co-ordination should be strengthened in order to give efficiency and consistency to the urban planning process.
- ❑ Consultants working with GOPP should be given as much flexibility as possible, in order to genuinely work together with the local/central institutions to develop the most effective programmes at different levels.
- ❑ Define and clarify goals and objectives; roles and responsibilities' definitions between all actors and performance standards that help to avoid misunderstandings and conflict.

- ❑ Encourage teamwork among the central/local staff, thereby creating a sense of group pride and self-esteem, a high level of human interactions and good relations with co-workers, team effort and support of other staff including supervisors and top management.
- ❑ Create and build a close relationship among all concerned agencies at all levels working in the field of urban management (through meetings, seminars and workshops) in order to create a unified atmosphere for the development process.
- ❑ GOPP can establish a set of guidelines in the form of manuals, describing the most appropriate methods of implementing policies and plans, based on the experience and knowledge gained since 1970's with the Aid Technical Agencies.
- ❑ Encourage the role of the universities and educational institutions in the planning process either through conducting seminars (to exchange knowledge and innovative concepts) or by direct involvement in the plan-making process.
- ❑ Conducting training programmes targeted to the promoted local staff including decision-makers, group and community leaders to raise their awareness about the role they have to play in the planning process.
- ❑ GOPP can act as a mediator between local government planning units and other higher organizations, in facilitating the decision-making process in the field of planning, and providing these units with information and technical advice in the field of urban development when necessary.

Plan of Action:

The following is a framework from the author's point of view, could be considered when GOPP starts to design and implement training programmes or participatory actions in planning inspiration and elaboration:

- For the immediate action and short-term, GOPP can start to participate in the training programmes for some of the promoted local staff members through capacity building programme with the cooperation and collaboration of the training institutes in the country. This participation could be in the form of providing trainers in the field of physical planning (concepts and practice); technical advice; seminars; workshops, etc. about the ongoing participatory planning in Egypt (Nasriya Upgrading project, Aswan), and drawing lessons from other countries.
- For the medium-term, GOPP can start by its existing Regional Projects (Three regional projects in three regions in the country) of course within it's budget, to prepare tailor training programmes for local leaders and decision-makers in the field of urban development, with fully participation for local staff in the projects that are already under operation. With the cooperation between the training and academic institutions and universities in Cairo and other governorates (provinces) in Egypt, GOPP could prepare strategic plan for specific training programmes at both central and local levels to create urban managers, group leaders, and other professions needed for improving the efficiency and effectiveness of the organizations working in the field of urban development.

- For the long-term, GOPP with the assistance and cooperation of The Information and Decision Support Centre and other information centres within the governorates (provinces) could create an information network that is related to urban management and development that may provide the trainees and trainers with the necessary technical standards; information and techniques for implementation; monitoring and evaluation projects. With the long vision to support all local staff within the country, GOPP could prepare, organise and conduct seminars and tailor training programmes on the participatory approach in planning for community leaders; NGO's and CBO's members; political leaders and professionals in other sectors (economic, social, etc.).

Finally, training alone is not likely to contribute to the efficiency of the local bodies, the organizational culture and structure development is the area that requires changes to develop both individuals and teams for achieving results. They must be taught the importance of maintaining effective inter-organizational relationship. Accordingly, GOPP could start to change its culture, in the sense that to create professionals and urban managers willing to transfer appropriate experiences to local level, by creating team works at local or central level involving in planning preparation and elaboration; participating in planning implementation by advice and technical assistance. On the other hand, changing culture could be achieved through time, but the commitment from upper levels in the organization is needed to support this process. Providing incentives and fair salary structure could be some of the means to motivate the staff. To create a co-ordinated atmosphere, GOPP has to enhance the participation of NGO's, CBO's, community leaders and all actors in planning process for effective urban development in Egypt.

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Appendix **A**

Figure 1.1

Selected Case Studies

Egypt

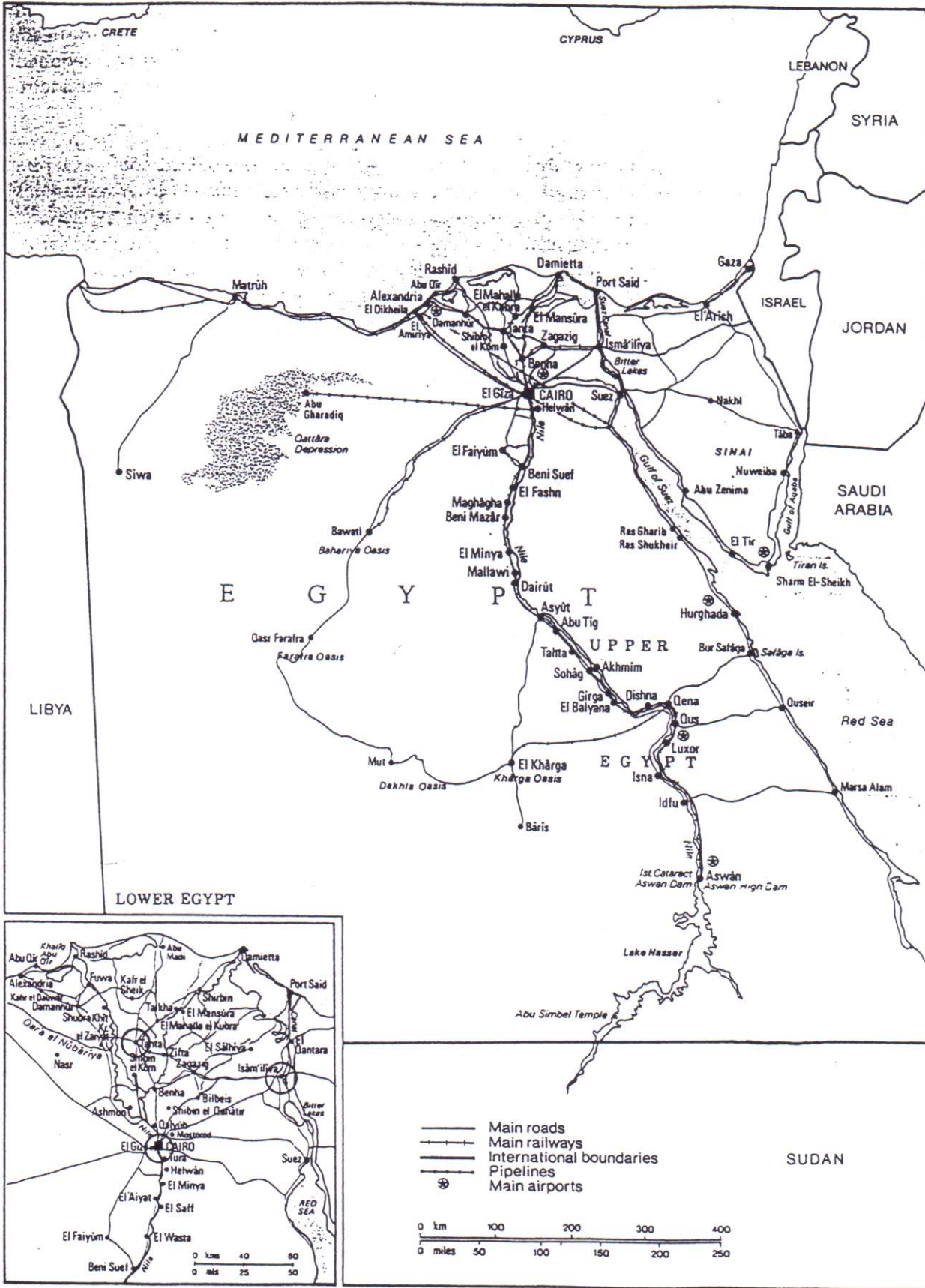


Figure 1.2. Thesis Structure

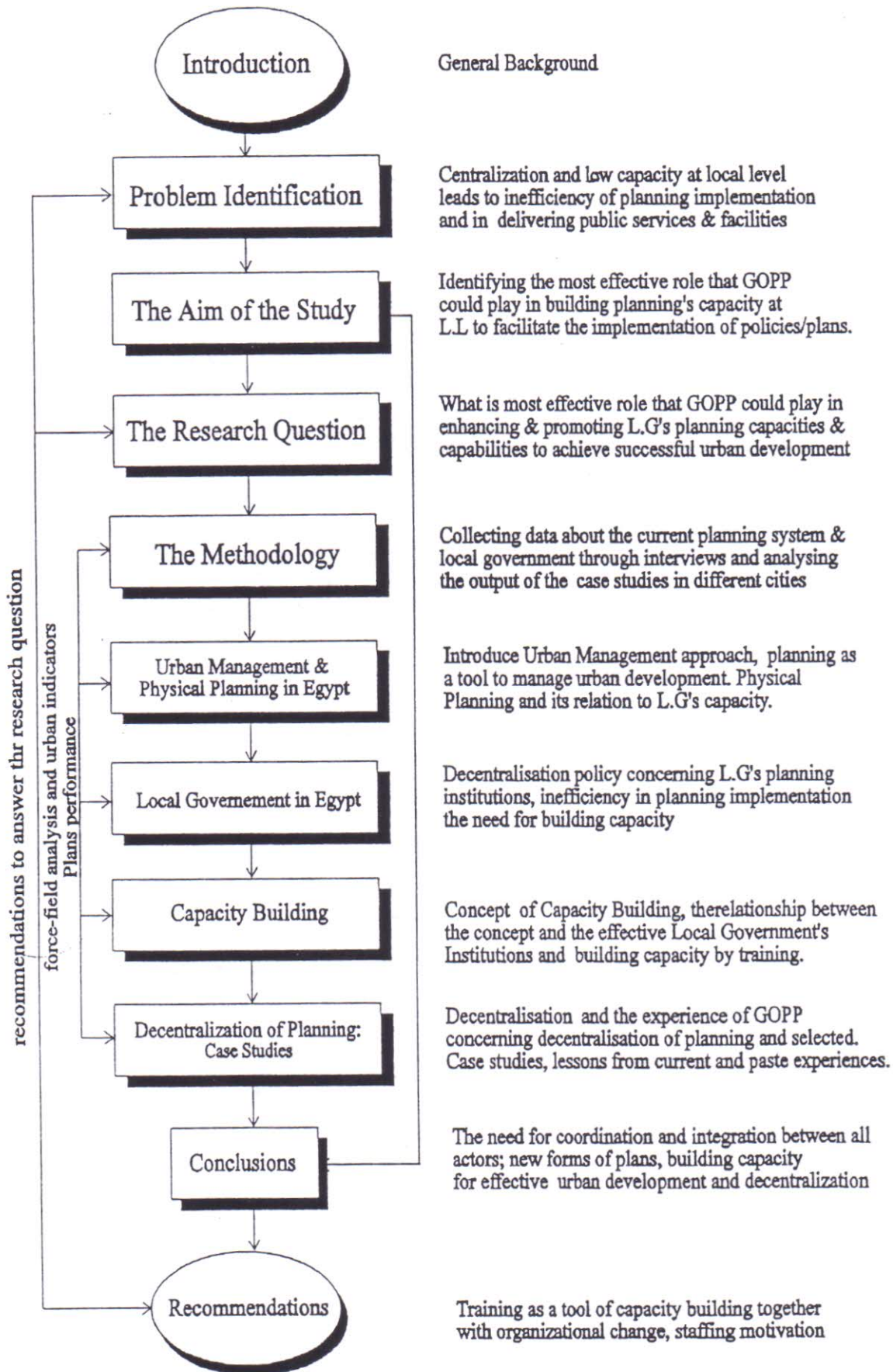


Table 1.1 Time schedule for the field study during the period from July to the end of August 96

Activities	July			August				September				
	1	2	3	4	5	6	7	8	9	10	11	12
Setting up interviews, and communications with some local and central officials to facilitate fieldwork												
Meetings at GOPP (chairman, chief departments, professionals)												
Field work: interviews, meetings, updating data for Ismailia, and Tanta city												
Field work : interviews, meetings, updating data for Helwan, Cairo governorate.												
Checking and analysing the data, testing the results and reviewing the data collected												

Table 1.2 Time schedule for the interviews (number of interviewees and time needed)

	Chairman of GOPP	Head of Department (GOPP)	Professional (GOPP)	The governorate General Secretariat	Head of Physical Planning department (Local Level)	Local government's staff	Consultants (contracting with GOPP/ local units)	Private sector, stakeholders	NGO's & CBO,s	professors in Physical Planning departments Al-Azhar and Cairo University	Sustainable Ismailia Project	Total number of interviewees
Ismailia	-	-	-	1	1	2 - 4	2	2 - 4	2 - 4	-	4 (head of the project and 3 professional s)	14 - 20
Tanta	-	-	-	1	1	2 - 4	2	2 - 4	2 - 4	-	-	10 - 14
Cairo	1	3	2 - 4	1	1	2 - 4	2	2 - 4	2 - 4	3	-	19 - 27
Total	1	3	2 - 4	3	3	6 - 12	6	6 - 12	6 - 12	3	4	43 - 61

N.B.:

The time needed for each interviewee ranging from one hour to two hours, and depend on the information flow and time offered.

Total hours for interviews ranging from 43/61 hours to 86/122. In average from 52 to 104 hours in total during the field work (average 10 hours per week).

Table1.3

The interviewees and the information required

Interviewees	level	Information required	Method
Chairman of GOPP	Central level	The current relationship between GOPP and local units, and the objectives of decentralisation policy and its performance and procedures (the new centres of development and planning in other regions in Egypt). The current modifications in Physical Planning Law and its effect on building capacity at local level.	direct and indirect questions
Head of Departments (GOPP) 3 persons	Central level	The current forms of planning and role of consultants and aid agencies and their effect on the performance of the staff. The relationship and attitude between GOPP and Local Units.	direct and indirect questions
Professionals (2-4)	Central level	What are the most urgent problems that need to be solve through new forms of plans, and the procedures in data collection and elaboration of plans. The experiences gained from consultants and aid agencies. The organisational and personal attitudes towards international consultants and experts.	direct and indirect questions
General Secretariat of Cairo, Tanta, Ismailia governorates (optional)	Local Level	What is the current relationship and attitudes between local units and GOPP. What is needed from GOPP to promote Physical Planning capacity at local level. What is achieved till now, and how to plan for economic activities within the governorate.	direct and indirect questions
Head of Physical Planning Departments in Cairo, Tanta, Ismailia governorates	Local Level	What is the current capacity at the department. Who is planning, and how, and who are involve in the decision making for the plan. The relationship between the department and the centre of development and planning (GOPP regional office).	direct and indirect questions
Local government' staff (2-4 in each governorate)	Local Level	The co-ordination procedures in planning making , and co-ordination between them and GOPP' staff, and other consultants if any. What they need to tackle planning and socio-economic issues through plans.	direct and indirect questions

Table 1/2

Table1.3

The interviewees and the information required

Interviewees	level	Information required	Method
Consultants (contracting with GOOP/ Local units) 2 in each case	private	How to improve the performance of planning. What is the capacity needed to tackle urban development objectives. What role can GOPP play in promoting these capacities at local level, and what are the appropriate methods to build this capacity.	direct and indirect questions
Private sector, Stackholders (2 - 4)	private	Did they refer to any plan when they start their activities. How could plans support the process of development. Did they shared in any step during the preparation of any plan (if not how could they contact the decision makers).	direct and indirect questions
NGO's & CBO's (2 - 4) in each case	Local Level	What are their interests in plans, and how to share in decisions making in planning elaboration. Are they close to what community need to improve living conditions.	direct and indirect questions
Professors in Al- Azhar and Cairo Universities (Physical Planning department)		What is the current system of Physical Planning in Egypt, and how to improve its performance. Are they willing or doing changes in planning tasks to meet these improvements.	direct and indirect questions
Professionals (in each Centre of Planning and development) Cairo, Tanta, Ismailia (2-4)	Central and Local level	The role they play as "mediators" between Central and Local. What is the formal/informal relation between them and local units, and how this can help in easing planning process. Are they willing to transfer an appropriate skills, knowledge and experience to local's staff or not.	direct and indirect questions
Sustainable Ismailia Project (SIP) Head of the project and 3 professionals)	Local Level	Their role in the development process. Forms of planning. The role of Central government in the project. How to co-ordinate between all actors in planning inspiration and elaboration. How dose SIP planning relates to GOPP objectives and statutory plans.	direct and indirect questions

Table 2/2

Table1.4

Interviews Schedule

Interview Schedule

Central Level / Local level

Interviewer: A.samaha	Date of interview:
Location of interview:	Name of respondent:
City:	Profession of respondent:
Governorate:	Position:

Summary of the main points and information :

- The procedure of decision-making in the field of Physical Planning.
- The main actors involving in planning process and their responsibilities.
- Forms of planning (current, and needed).
- Who plan, and to whom, and when.
- Improvement needed Concerning staff, organisations, plans,..etc.
- Relevance of plans (Investment decisions, development directions, etc.).
- Relationship and attitude between Central and Local unites.
- Building Capacity (why, how, when, to whom).
- The role of aid agencies and international consultants and expertise.
(plus and minus points from the experience)

Table 1.5

The interviewees and information obtained during fieldwork (July/August 1996) Page 1/3

	Interview view	The procedure of decision-making in the field of Physical Planning.		The main actors involved in planning process (1)		Forms of plans (In favour of) current needed (2)		Who plan, and to whom, and when? who plan? (3)		Relevance of plans (investment decisions, development directions, etc.) (3)		Current relationship and attitude between Central and Local unites.		Preferred Capacity (why, how, when, to whom), Central / Local (4)		The role of aid agencies and international consultants and expertise.				
		top/down	bottom up	L.G.	CG	Master Structure Regional	Strateg Action Plans	LG	CG	Staff	Plans	yes	no	+	+	0	training	by doing	0	+
Chairman of GOPP	No.	-	•	•	-	•	-	•	-	•	-	-	•	-	•	-	-	-	0	+
Head of Departments in (GOPP)																				
- Regional planning Depart.		•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Planning Cities/Villages.		•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Infrastructure Depart.		-	•	•	-	•	-	•	-	•	-	-	•	-	•	-	-	-	•	•
Professionals in GOPP																				
- Senior Planner	4	•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Junior Planner		•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Economist		•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Sociologist		-	•	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
Head of Department (Cairo Governorate)																				
- P.Planning Department		•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Housing Department		•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Land Develop. Depart.	3	•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
Head of Department (Tanla Governorate)																				
- P.Planning Department		•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Housing Department		•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Information Department	3	-	•	•	-	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
Head of Department (Ismailia Governorate)																				
- P.Planning Department		•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Housing Department		•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•
- Information Depart.	3	•	-	-	•	-	•	-	•	-	•	-	-	•	-	•	-	-	•	•

(++) very good (+) good (0) natural **GOPP**: General Organization for Physical Planning **SIP**: Sustainable Ismailia Project

- (1) Many plans has been prepared with the cooperation between local and central levels, the answer indicates here the upper hand of this process.
- (2) Some of respondents were not aware about the component and performance of strategic and action plans as it were explained in IHS, thus, the author explained to them.
- (3) Many respondents were not aware about how to improve the organizations, thus, the answer here is concerning about staff and plans and it indicates the priority actions.
- (4) The answer her is indicated the priority action / preferred field (training) of building capacity, and it does not indicate that the participation in planning process is a neglected issue.

Table 1.5

The interviews and information obtained during fieldwork (July/August 1996) Page 2/3

Profession / Position of respondents	Date of interview	The procedure of decision-making in the field of Physical Planning	The main actors involved in planning process (1)		Forms of plans (in favour of) current needed (2)		Who plan, and to whom, and when? who plan? (3)		Relevance of plans (Investment decisions, development directions, etc.)		Current relationship and attitude between Central and Local entities		Preferred Capacity (why, how, when, to whom) Central / Local (4)		The role of aid agencies and international consultants and experts							
			top/down	bottom up	LG	CG	Master Structure Regional	Strateg Action Plans	LG	CG	Staff	Plans	yes	no	+	+	0	training	by doing	0	+	
Local Government staff (Cairo Governorate) - Senior Planner. - Senior planner - Junior Planner	3	• • •	- - -	- - -	- - -	- - -	- - -	• • •	• • •	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -
Local Government staff (Tanla Governorate) - Senior Planner. - Senior Planner - Junior Planner	3	• • •	- - -	- - -	- - -	- - -	- - -	• • •	• • •	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -
Local Government staff (Ismailia Governorate) - Senior Planner. - Senior Planner - Junior Planner	3	• • •	- - -	- - -	- - -	- - -	- - -	• • •	• • •	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -
Consultants contracting with GOPP in the field of: - Physical Planning - Urban Services. - Housing	3	• • •	- - -	- - -	- - -	- - -	- - -	• • •	• • •	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -
Private Sector, in the field of: - Tourism. - Small scale industry. - Trade.	3	• • •	- - -	- - -	- - -	- - -	- - -	• • •	• • •	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -
Professors in Cairo & Azhar University - Physical planning Section. - Computer & Information. - Public utilities.	3	• • •	- - -	- - -	- - -	- - -	- - -	• • •	• • •	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -

(++) very good (+) good (0) natural
 GOPP: General Organization for Physical Planning
 SIP : Sustainable Ismailia Project

(1) Many plans has been prepared with the cooperation between local and central levels, the answer indicates here the upper hand of this process.
 (2) Some of respondents were not aware about the component and performance of strategic and action plans as it were explained in IHS, thus, the author explained to them.
 (3) Many respondents were not aware about how to improve the organizations, thus, the answer here is concerning about staff and plans and it indicates the priority actions.
 (4) The answer her is indicated the priority action / preferred field (training) of building capacity, and it does not indicate that the participation in planning process is a neglected issue.

Table 1.5 The interviewees and information obtained during fieldwork (July/August 1996) Page 3/3

Profession / Position of respondents	Inter view	The procedure making decisions in the field of Physical Planning		The main actors involving in planning process (1)		Forms of plans (in favour of) current needed (2)		Who plan, and when? who plan? (3)		Relevance of plans (investment decisions, development directions)		Current relationship and attitude between Central and Local entities		Preferred Building Capacity (why, how, when, to whom) Central / Local (4)		The role of aid agencies and international consultants and experts				
		top down	bottom up	LG	CG	Master Structure Regional	Strateg. Action Plans	LG	CG	Staff	Plans	yes	no	+	+	0	by training	by doing	0	+
NGO's & CBO's, society of: - Environment Protection. - Red Crescent. - Community Development	3	• • •	-	-	-	-	• • •	• • •	-	-	-	• • •	-	-	• • •	-	-	-	-	• • •
Professionals in Ismailia (Third Region Project) - National Director - Senior planner - Junior planner	3	-	•	•	-	-	• • •	• • •	-	-	• • •	-	-	-	• • •	•	-	-	-	• • •
Professionals in Tanta (Fourth Region Project) - Head of department - Senior planner - Junior planner	3	• • •	-	-	-	-	• • •	• • •	-	-	-	• • •	-	-	• • •	-	-	-	-	• • •
Professionals in GOPP (Greater Cairo Region) - Head of department - Senior planner - Junior planner	3	-	•	•	-	-	• • •	• • •	• • •	-	• • •	-	-	-	• • •	•	-	-	-	• • •
Head of the P. Unit (SIP)	1	-	•	-	-	-	•	-	•	-	•	-	-	-	•	-	-	-	-	•
Professionals in (SIP) - Senior planner - Junior planner	2	-	•	-	-	-	• •	-	• •	-	• •	-	-	-	• •	-	-	-	-	• •
TOTAL	50	39	11	8	42	15	35	12	38	34	16	19	31	1	25	24	34	16	9	41

(++) very good (+) good (0) natural
 GOPP: General Organization for Physical Planning SIP : Sustainable Ismailia Project
 (1) Many plans has been prepared with the cooperation between local and central levels, the answer indicates here the upper hand of this process.
 (2) Some of respondents were not aware about the component and performance of strategic and action plans as it were explained in IHS, thus, the author explained to them.
 (3) Many respondents were not aware about how to improve the organizations, thus, the answer here is concerning about staff and plans and it indicates the priority actions.
 (4) The answer her is indicated the priority action / preferred field (training) of building capacity, and it does not indicate that the participation in planning process is a neglected issue

Appendix

B

Figure 2. 4 Organizational Structure of the General Organization for Physical Planning (GOPP)

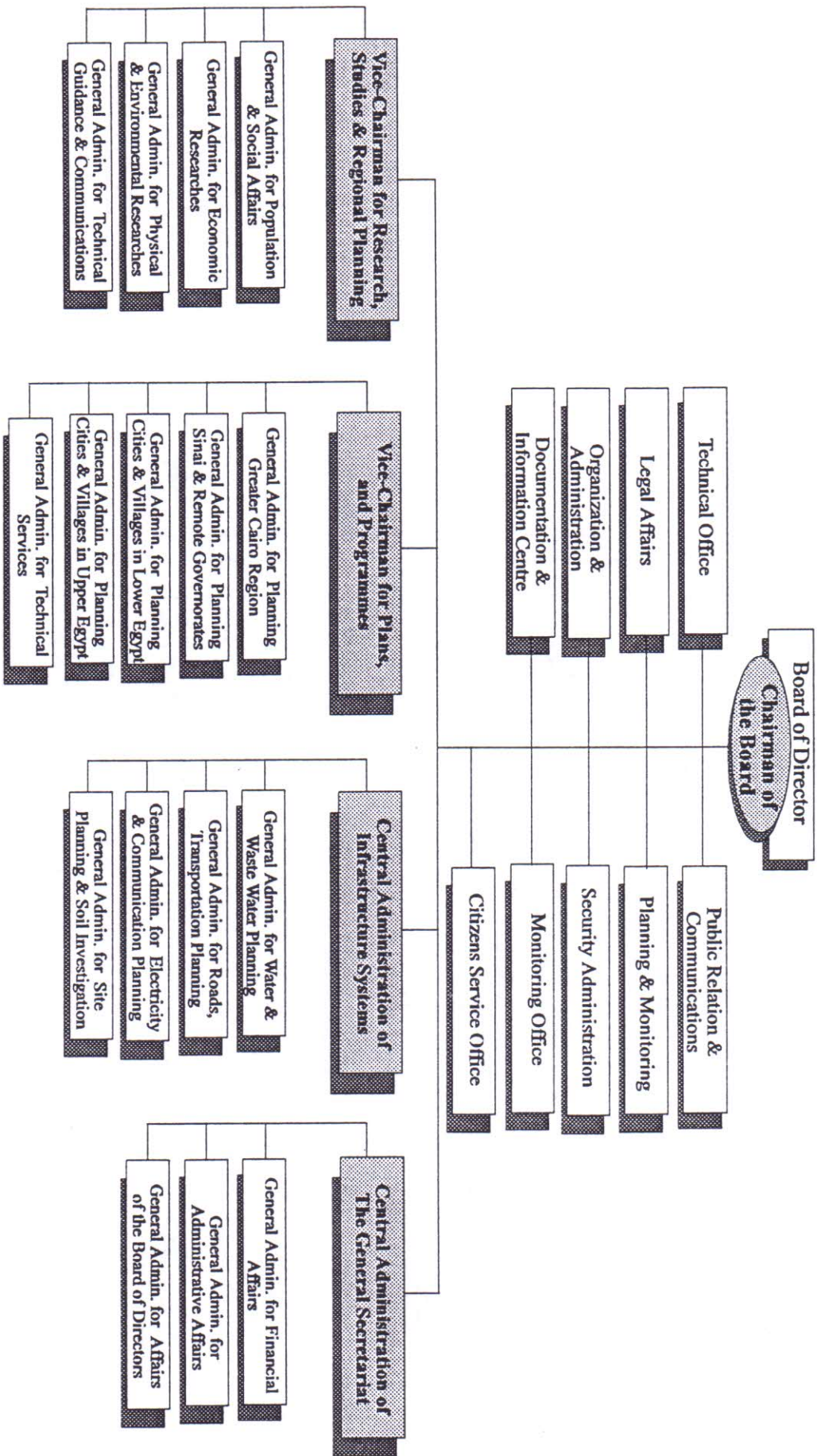


Figure 2.6

The Legal Procedures in Physical planning

LEGAL PROCEDURE OF GENERAL PLANNING (acc. to Planning Law 5/82 and Decree 600/82)

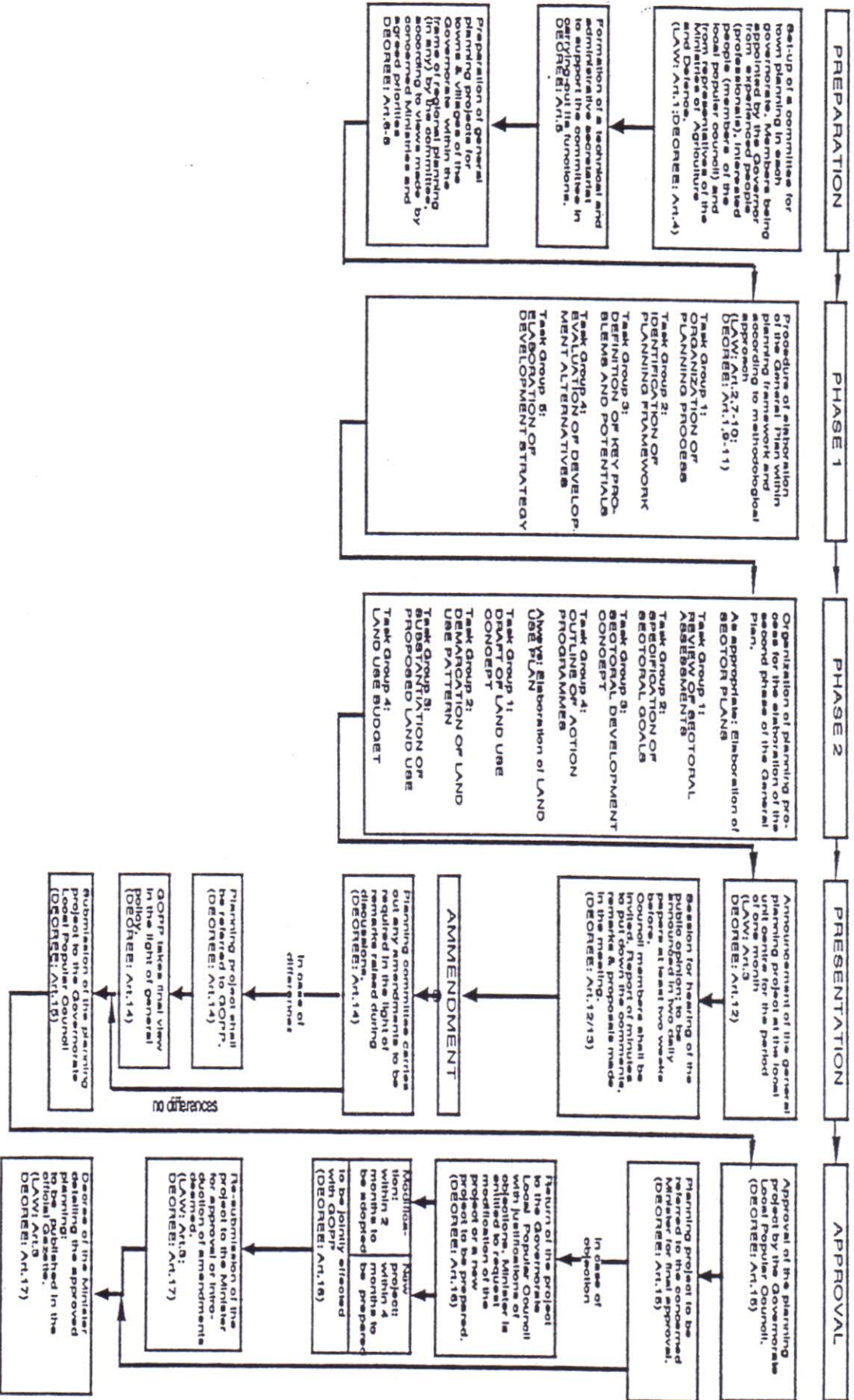


Figure 3.1 The Units of Local Governments

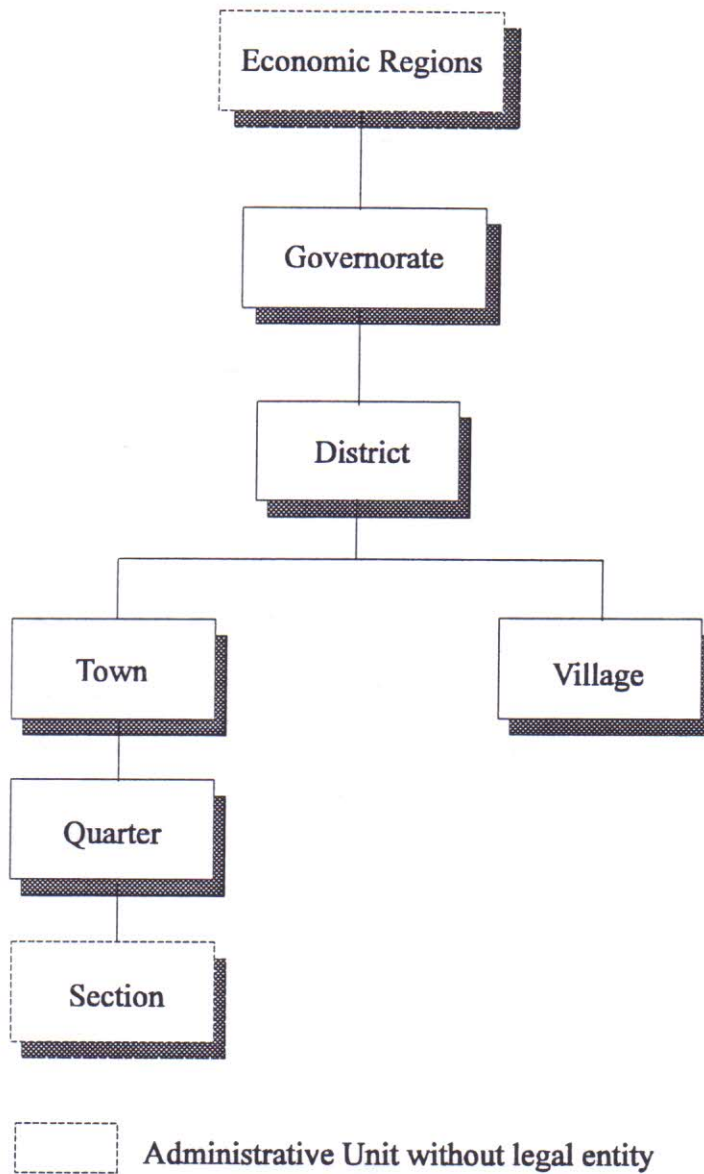
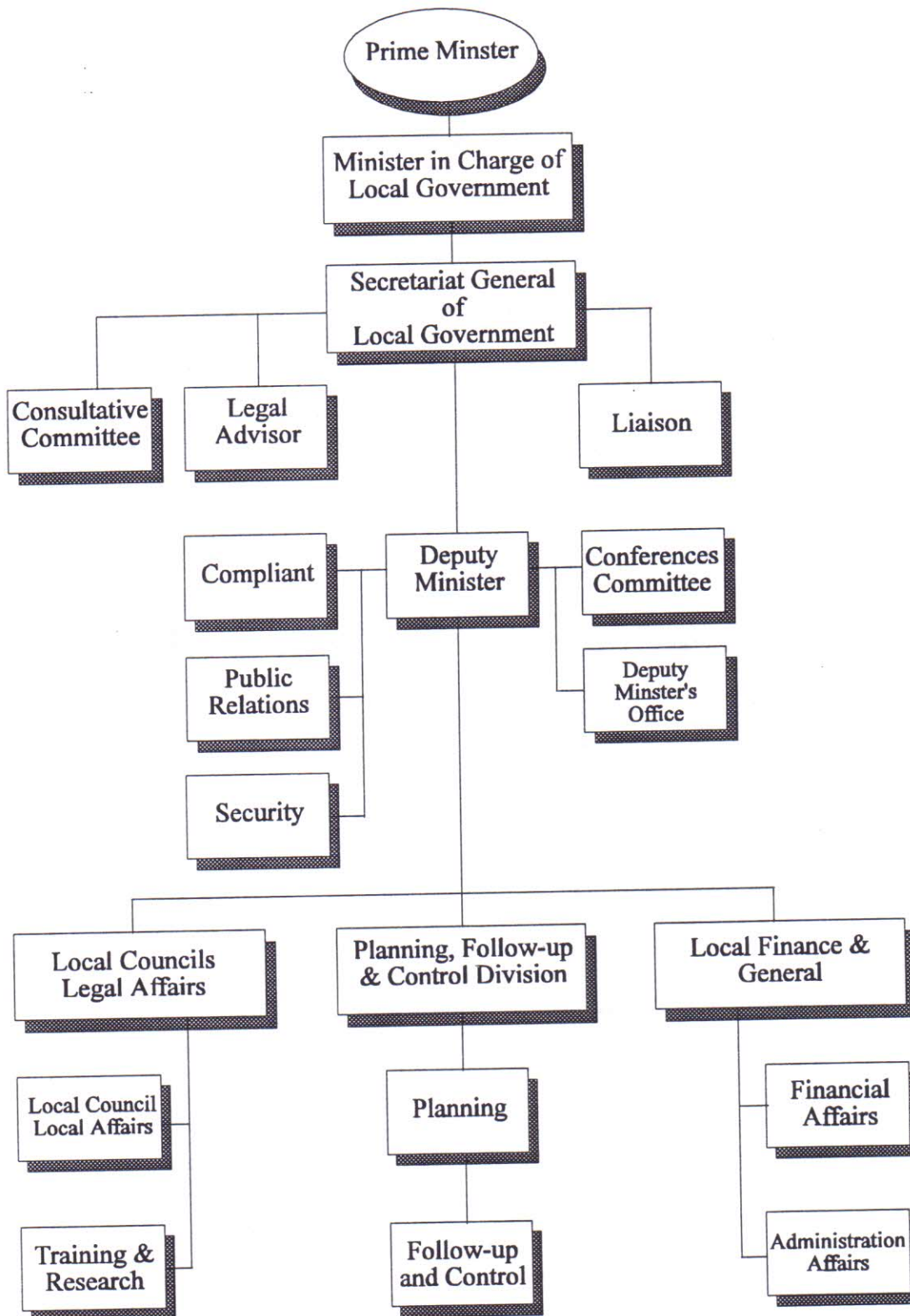


Figure 3.2 Organizational Structure of the Secretariat General of Local Government



Organizing Capacities for Metropolitan Cities

There is no blueprint for organizing capacity; organizing capacity comes in different disguises. However some suggestions concerning the elements can be made.

Definition:

Organizing capacity can be defined as the ability to enlist (leadership) all actors involved (strategic networks) and with their help (political and societal support) to generate new idea and develop and implement a policy (vision & strategy) designed to respond to fundamental developments (incentive form spatial-economic problems) and create conditions (coherence of the elements, momentum) for sustainable development (in metropolitan area). See (Table 3.1):

Table 3.1 Organizing Capacity of Metropolitan Cities

Definition	Elements	Suggestions
the ability to enlist	leadership:	if missing or unclear: make sure that there is one dominate leader.
all actors involved	strategic networks:	create, utilize and direct the networks; when implementation comes near, safeguard the commitment of the network by a more formal structure.
and with their help	political and societal support:	communicate the problem to society and to the politicians. If societal support is missing, it is to the politicians to do the job.
to generate new ideas and develop and implement a policy	vision and strategy:	if missing: develop a vision and strategy and in the meanwhile, safeguard integrity and mutual adjustment of various projects and project elements.
designed to respond to fundamental developments	incentives of spatial-economic problems:	communicate the problem to all relevant groups
and create conditions	coherence of the elements, momentum:	monitor the change of the elements and organize for change
for sustainable development	in the metropolitan areas:	problems nor solutions do not stop at the city's borders.

Source: Organizing Capacity of Metropolitan Cities, Leo van den Berg, Erick Braun, Jan van der Meer, 1996. Erasmus University, Rotterdam.

Figure 3.3 Organizational Structure of Organization of the Reconstruction and Development of the Egyptian Villages (ORDEV)

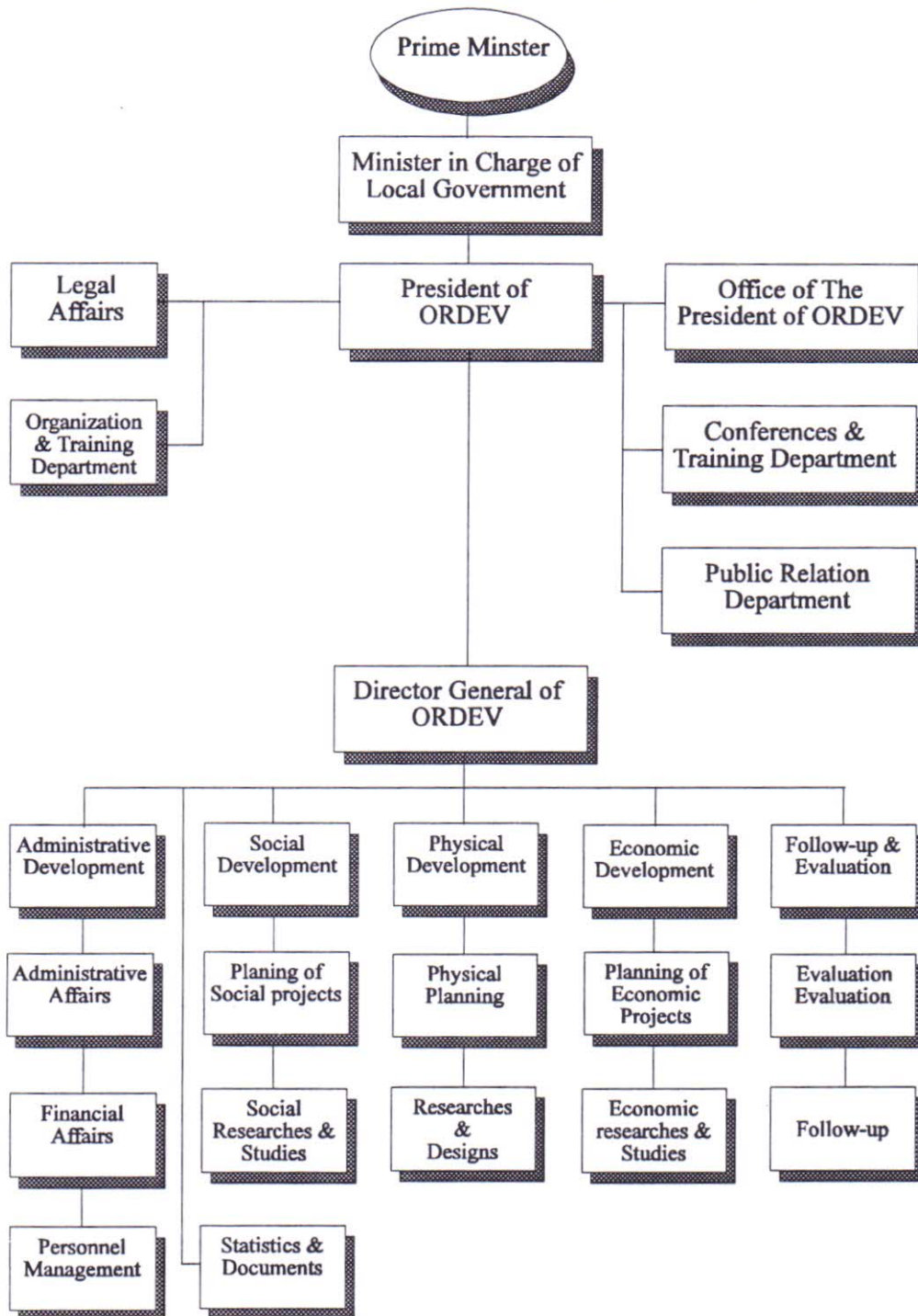


Figure 4.4.

Organizational Structure of Third Region Project (TRP)

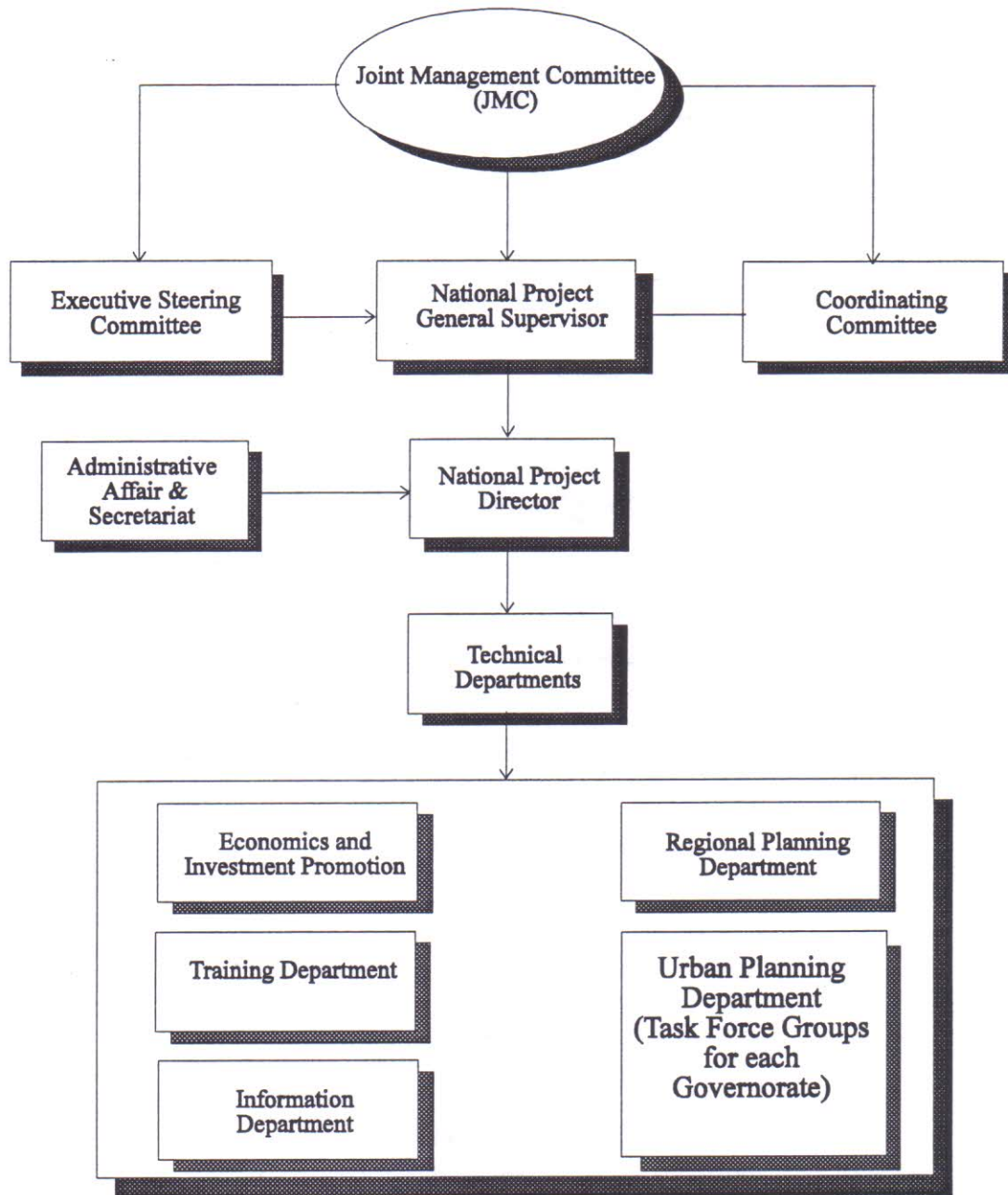


Figure 4.5

General Plan for Sharm El Sheikh City (Year 2017)

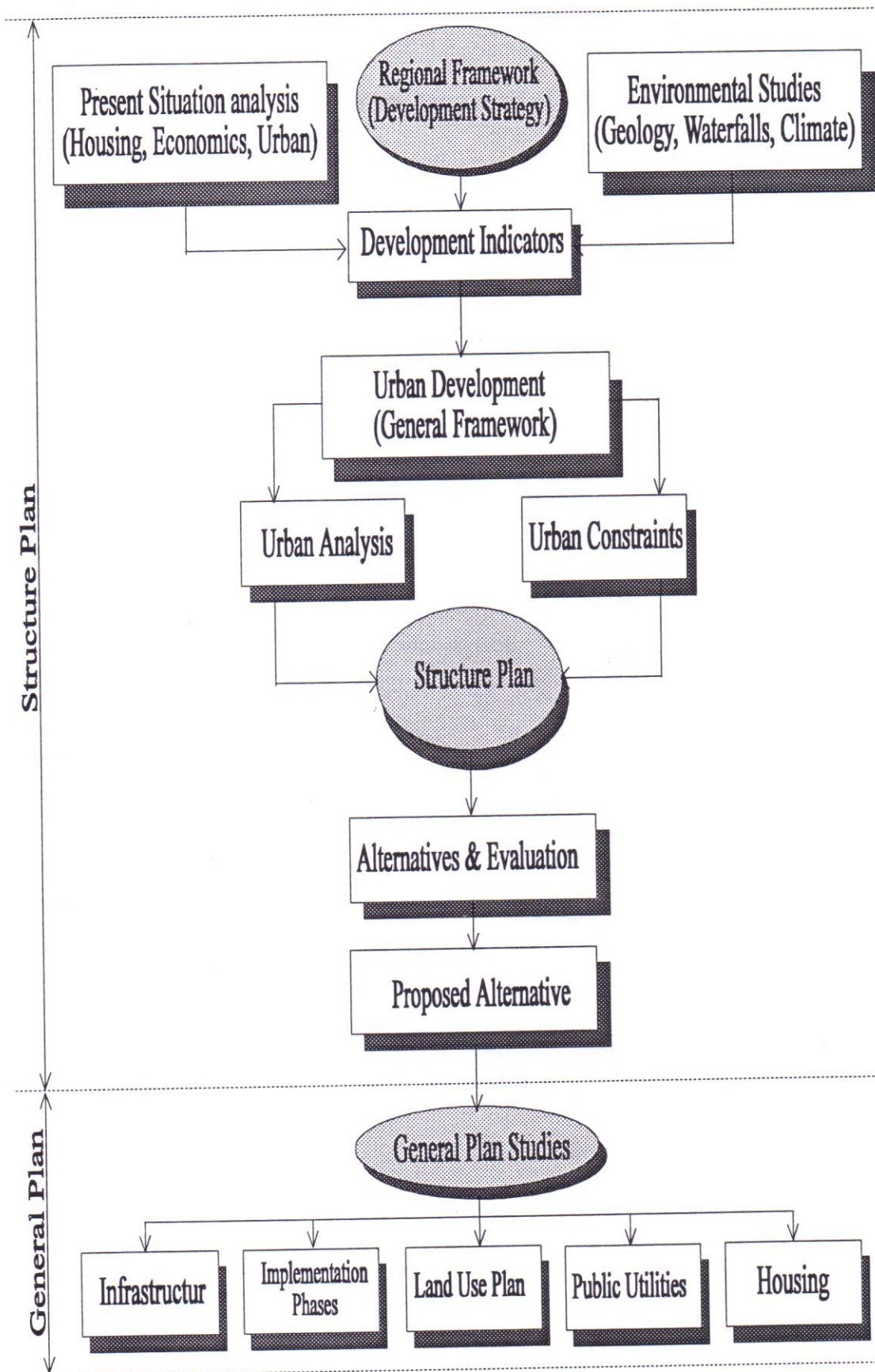


Figure 4.7

The Structure Plan for Tanta City (1985-2000)

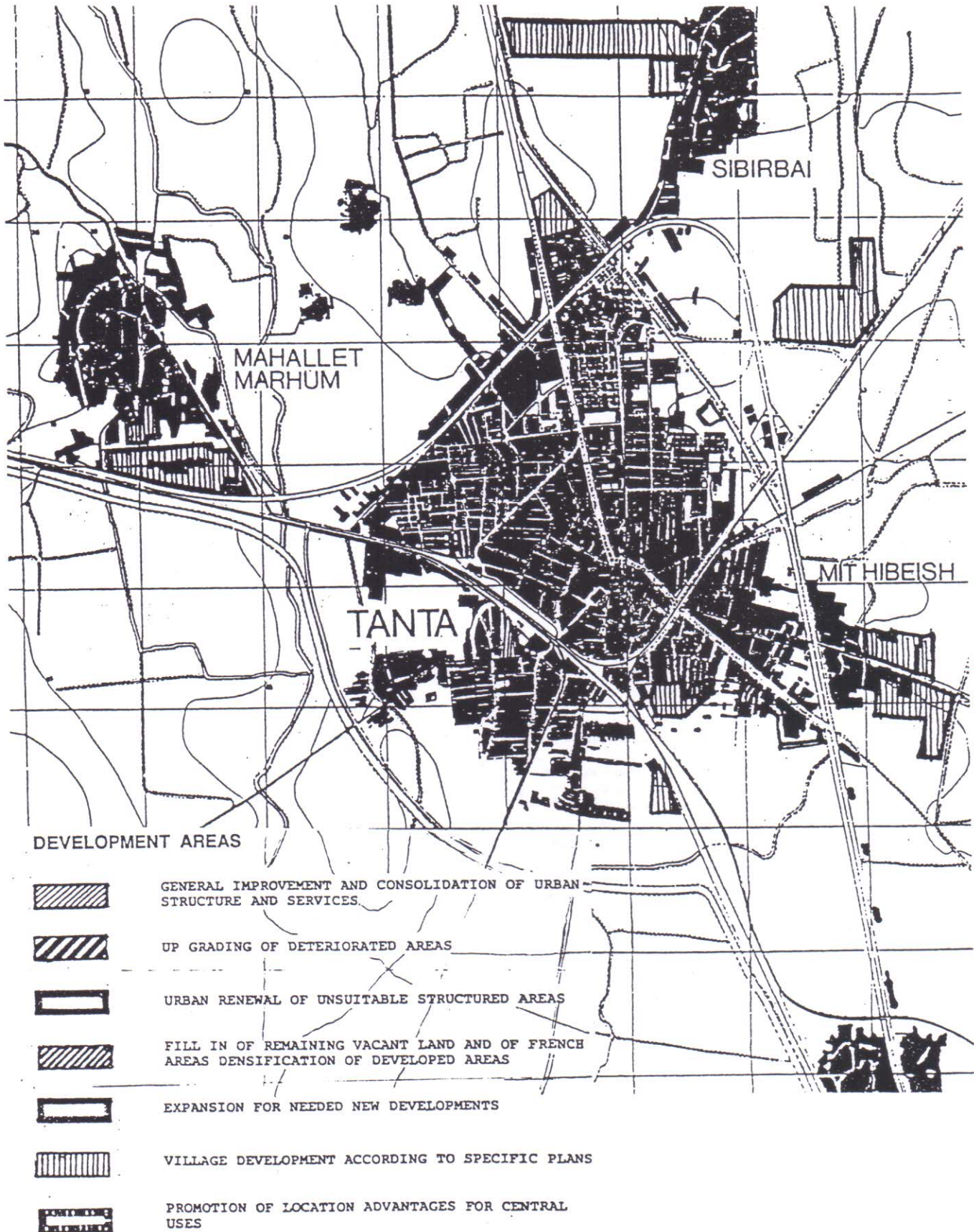


Figure 4.8 Organizational Structure of Fourth Region Project (FRP)

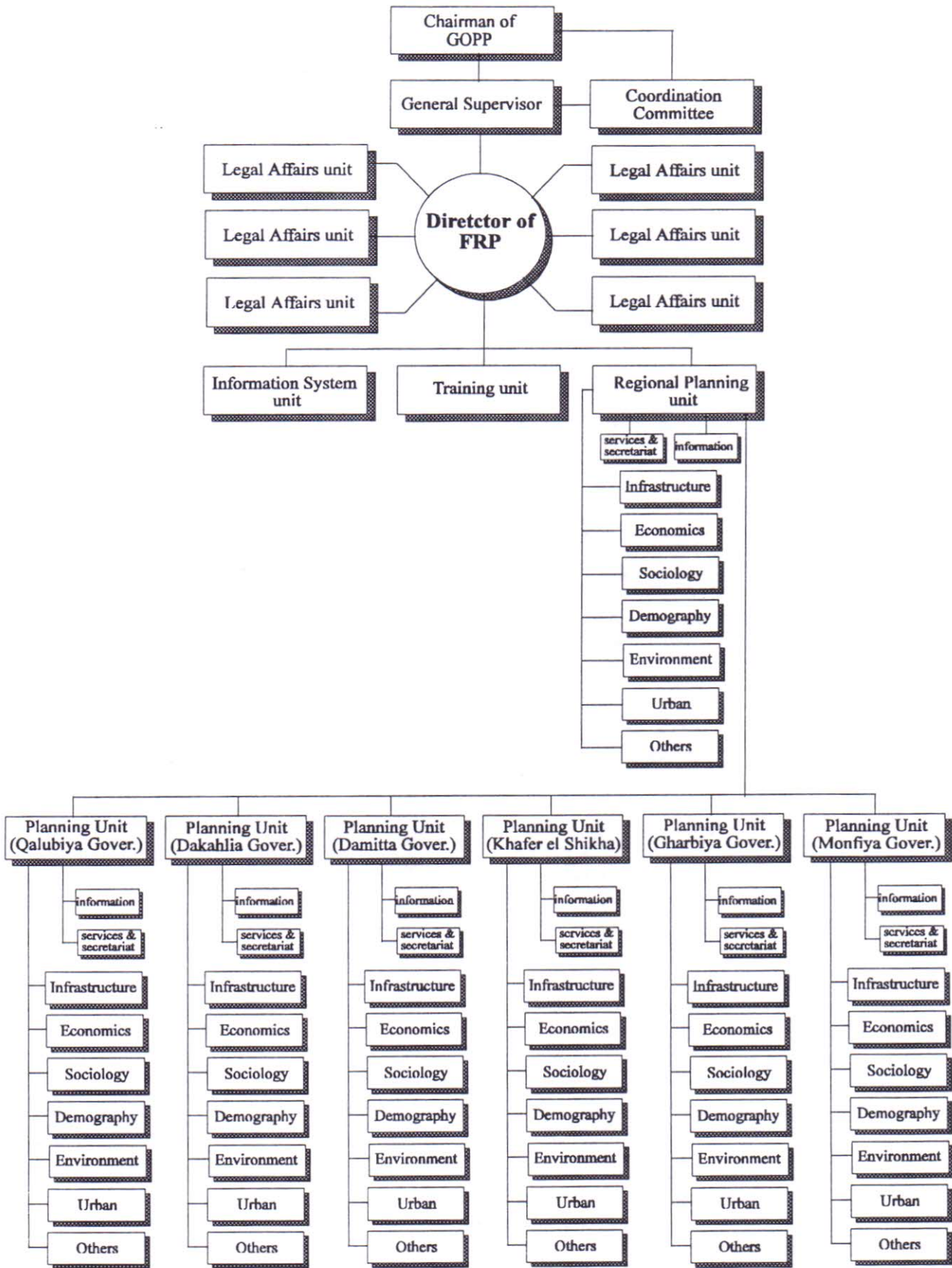
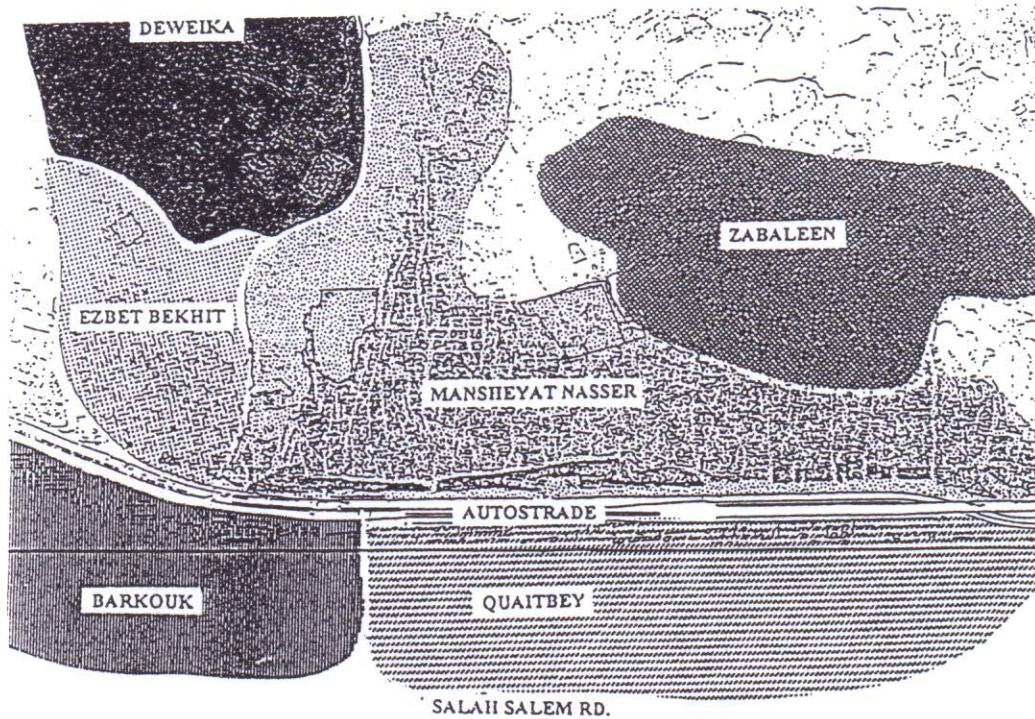
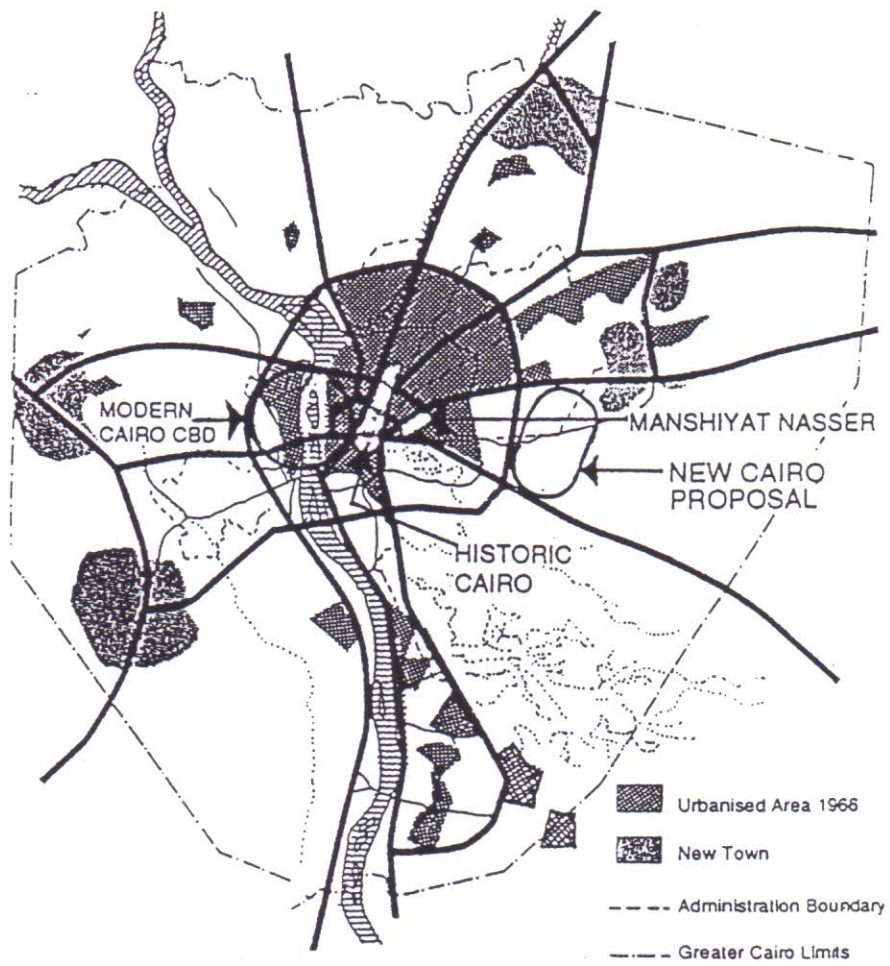


Figure 4.9

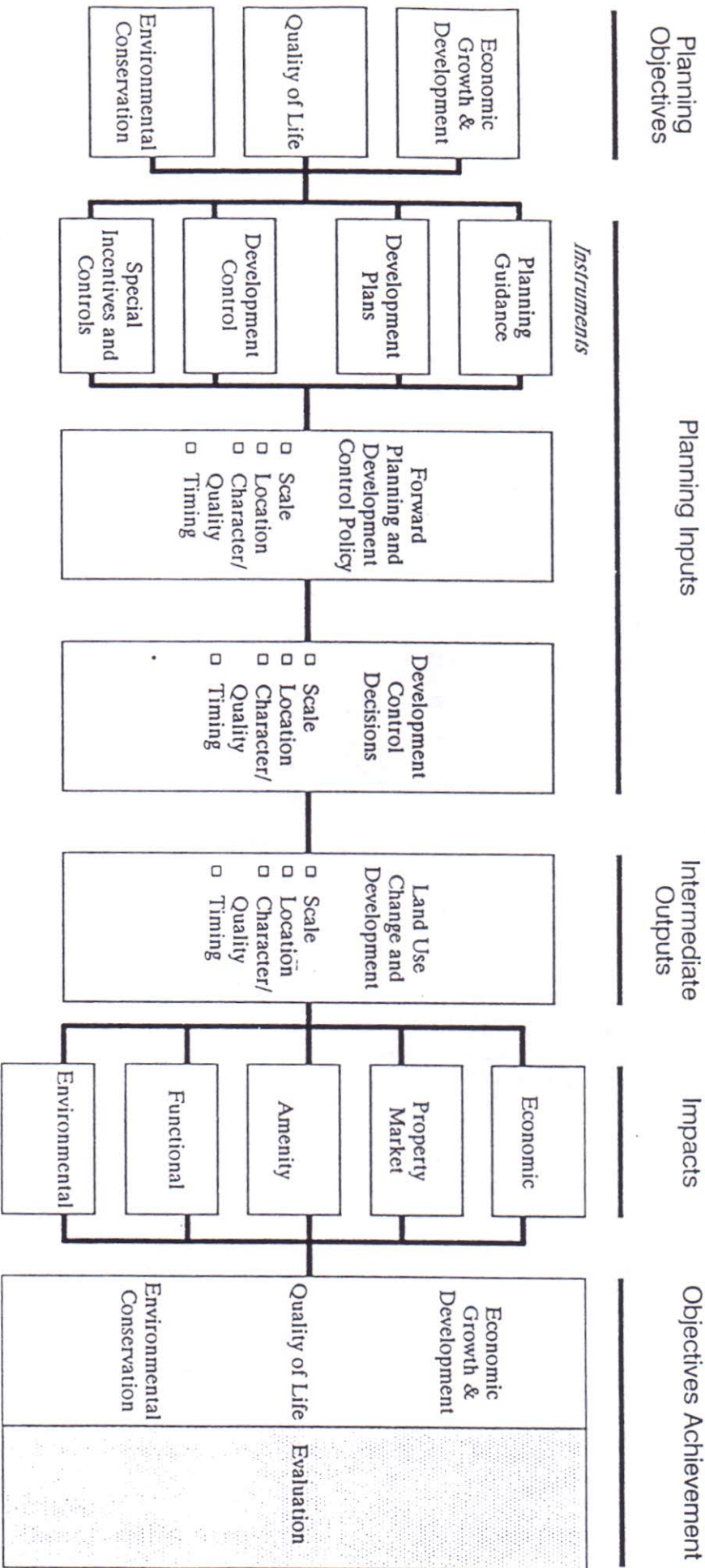
Manshiyat Nasser (Zabballin Area)



NEIGHBORHOODS / SUBDIVISIONS OF MANSHEYAT NASSER

Figure 4.12

Adapted Planning Balance Sheet



Source: PIEDA plc; CUDEM; Diamond, Derek, 1992, *Evaluating the Effectiveness of Land Use Planning*. London: HMSO.

Figure 5.2. Decision-making Process

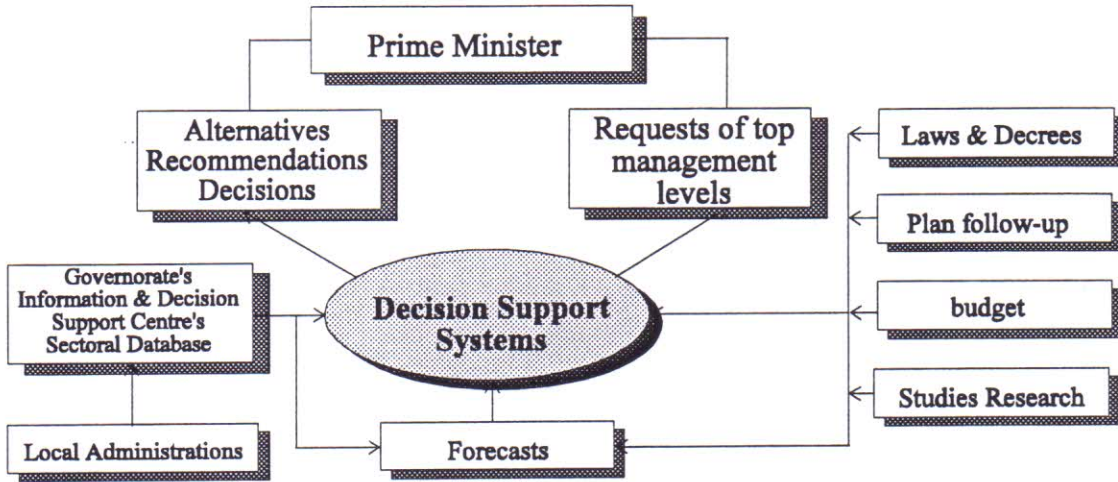


Figure 5.3. (GIDSC) Organizational Structure Model First Phase

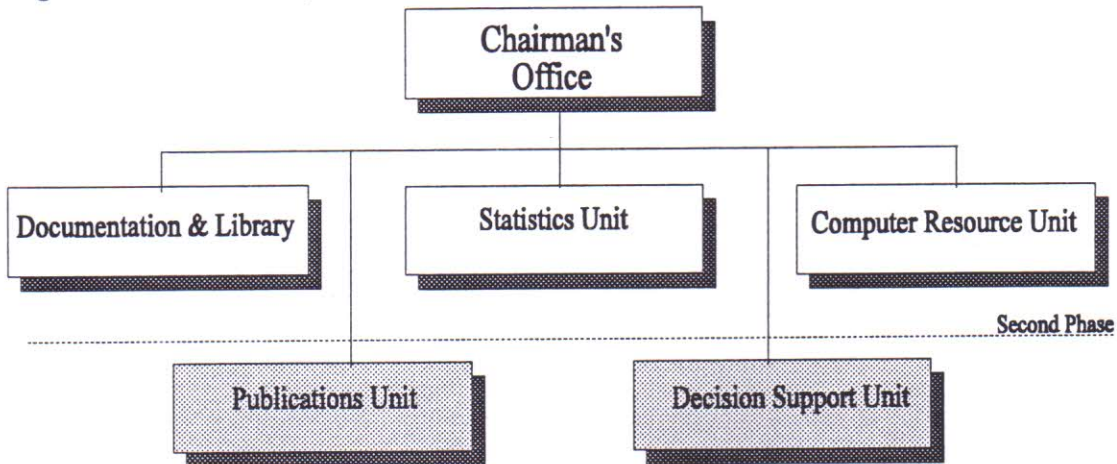
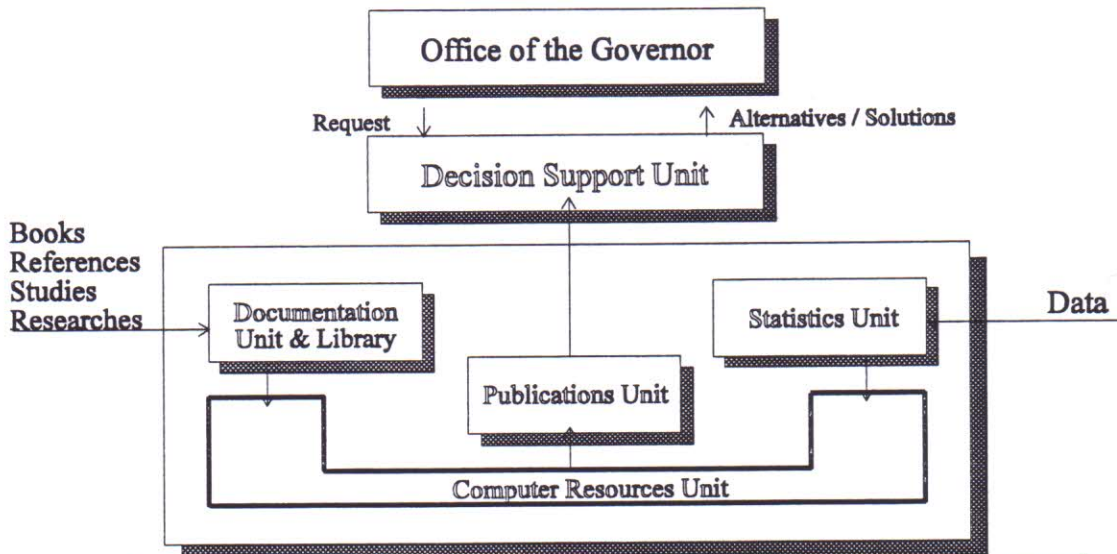


Figure 5.4. The GIDSC - Governor Cycle



Source: Adapted by Samaha, A., from "IT & Organizational Restructuring for Local Development".

Appendix **C**

Nasriya Upgrading Project: Aswan, Egypt

The following is a summary by Samaha, A., from many documents about the project, collected from different sources during the fieldwork, Cairo, Egypt 1996.

In the area of urban planning for medium-size Egyptian cities, the General Organization for Physical planning (GOPP) of the Arab Republic of Egypt, and the Gesellschaft für Technische Zusammenarbeit (GTZ) of the Federal Republic of Germany have cooperated since 1983. Throughout this period, GTZ has acted as consultant for urban development planning. Early in 1986, in the course of working out an urban development plan for Aswan by GOPP/GTZ, the possibility for implementing an upgrading project as a test model was discussed with the local authorities. The Governor showed interest in the proposal and it was agreed in March 1986 to start such a project in Nasriya with the technical and financial support of the Federal Republic of Germany. Nasriya is the most populous urban district of Aswan—aside from the urban centre. With its 50,000 inhabitants it shelters roughly one quarter of the total population of Aswan. The district is made up of migrants from other regions of Egypt who worked on Aswan High Dam. Nasriya area, about 100 hectares in size, located two kilometres east of the centre of the city and stretches out in a north-south direction between a flood-water canal and a stony mountain side. The area lacked basic infrastructure, such as water supply, a sewage system, a garbage removal system and paved street. It is also in urgent need of community facilities.

In 1985 the population of Nasriya showed its awareness about their living conditions: they took a unified stand and forcefully presented their position to the municipal administration and demanded infrastructure improvements. These demands were given prime consideration during planning by GTZ and GOPP and were later incorporated as components into the Nasriya Upgrading project. In 1987 with the start of the project, it encompassed the following components:

- implementation of a water supply network with a pumping station and water tank;
- implementation of a waste-water network;
- establishment and organization of a waste collection system;
- construction of a service centre;
- improvement of community organization and upgrading community centres;
- improvement and extension of schools;
- setting-up of kindergartens and playgrounds;
- construction of play and sports areas and the landscaping of open areas;
- establishment of social programmes within the community organization and their implementation in the quarters;
- the offer of obtaining land freehold.

Since 1987, GTZ and the Aswan Governorate have been pursuing a two-pronged approach and have met with considerable success. The community itself has been galvanized into action and is taking care of about one third of the costs of upgrading, by contributing its labour free of charge in the construction of the water and sewage systems. One prong of the strategy is the application of GTZ funds for equipment and material needed for the technical infrastructure programmes and for construction of community facilities. The other approach is advice and support to strengthen self-help activities and community confidence and solidarity.

The community is making efforts to define its own needs and to organize its own social and work activities. It is developing a kind of self-administration that encompasses all various neighbourhoods of the district, each with its own identity, leaders and kinship relations. The GTZ advisor is also working with the Aswan municipal government on issues concerning overall infrastructure and urban planning, as well as on fundamental concepts and guidelines for community development and self-help. In 1990, the project "Community Development-Aswan" in Tabiya, another district of the city, was linked to the Nasriya Upgrading project. This project is a self-help effort in education and vocational training; GTZ has set up a fund to support adult education, schools, and the acquisition of textbooks and other educational materials.

When the project entered its second phase at the beginning of 1992 a legalized organizational frame became necessary, especially since social and cultural activities in the area became more and more important and complex. Therefore in October 1992 a new Community Development Association established itself in Nasriya: it is largely based on the former Community Council (*maglis ahali*) in terms of structure but considers at the same time all experiences from the project's first phase.



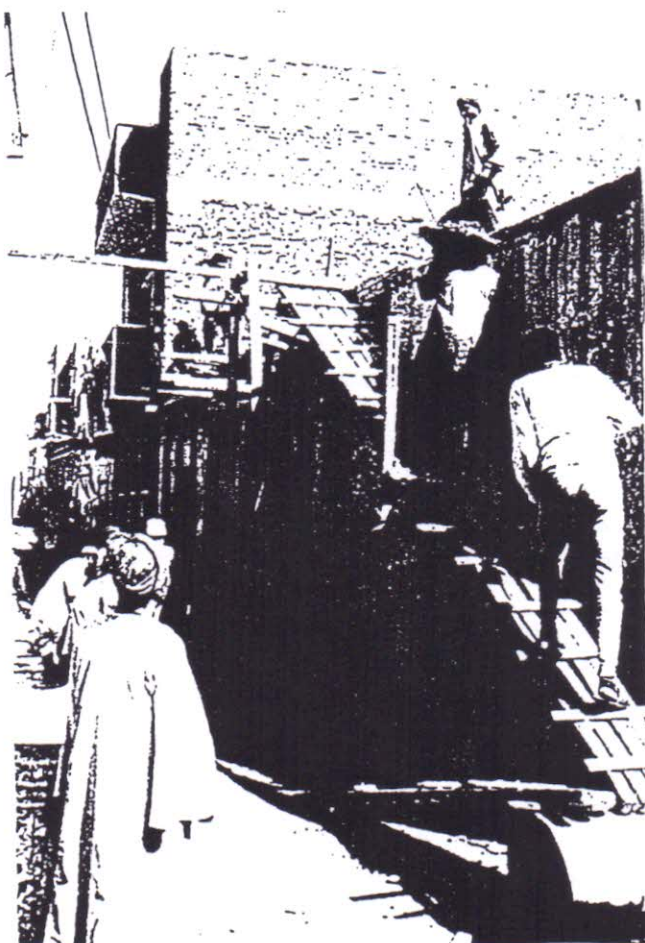
Phase two was very much concerned with building up capacity and capability of selected organizations. The basic approach taken has been "on the job" training-with project experts working together with local staff. staff development should be a management function of any organization, and the project should not develop in isolation. For this, GTZ training target groups were the senior manager whose support and understanding is necessary if the staff is not to be frustrated. An indicative matrix of training target groups, subject and forms of training is given below as indication of what was looked at for the coming phases of the project:

Training target groups, Subjects and Forms of Training (Table1/2)

Target Groups	Knowledge/ attitude/skills	Subjects	Forms of training
Senior Managers	attitude/skills	<ul style="list-style-type: none"> • staff management. • working with teams • time management • basic concept of upgrading. 	<ul style="list-style-type: none"> • study tours. • management workshops. • seminar on upgrading-presenting Nasriya experience .
Technical Staff (upgrading)	attitude/skills knowledge	<p>objectives and approach used:</p> <ul style="list-style-type: none"> • success and failures • upgrading legal basis. • actors responsibilities • upgrading planning. • techniques of participation (working with social workers and CBOs) 	<ul style="list-style-type: none"> • on-job training. • short local seminars (one day or less). • study visits to other upgrading projects in Egypt. • short (1-3 weeks and mid length 3-6 month) training programmes with emphasis on participatory upgrading-exchange of experience. • some of the training should be with other collaborating professionals-e.g. social development staff.
Technical Staff (planning and land management)		<ul style="list-style-type: none"> • strategic planning-linking planning to finance. • land based information systems (including computer based systems) • land management. • urban environmental management (link to the environmental programmes). • upgrading as part of urban development. 	<ul style="list-style-type: none"> • on-job training. • study visits to land management units • short (1-3 weeks and mid length 3-6 month) training programmes with emphasis on planning and land management. • for a limited number of staff with good potential, and likely to remain in Aswan. • support for a programme in urban management.
Social affairs department	attitude/skills knowledge	<ul style="list-style-type: none"> • working with planning teams. • working with communities to allow participative planning and implementation. • building and supporting community development associations. • building and supporting women's associations. 	<ul style="list-style-type: none"> • on-job training (familiarization with Nasriya experience). • study tours to other positive experiences. • short to medium length training programmes.

Training target groups, Subjects and Forms of Training (Table2/2)

Target Groups	Knowledge/attitude/skills	Subjects	Forms of training
Community Development Association (CDA)	skills /knowledge	<ul style="list-style-type: none"> • management of CBO. • effective meeting organization • financial management • small business management. 	<ul style="list-style-type: none"> • short training courses. • study visits of other programmes in Egypt.
Women's institution	skills /knowledge	<ul style="list-style-type: none"> • management of CBO. • effective meeting organization • financial management • small business management. 	<ul style="list-style-type: none"> • short training courses. • study visits of other programmes in Egypt.



**(Proposed) Participatory Urban Upgrading Project:
Manshiyat Nasser, GTZ / Cairo Governorate, Egypt**

The following is a summary by Samaha, A., from many documents about the project, collected from Cairo Governorate during the fieldwork, Cairo, Egypt 1996.

Background:

Historically the Egyptian Government adopted a policy of providing mass state housing. This approach proved ineffectual in keeping pace with the demands created from rapid population growth and urban migration, which combined to vastly accelerate demands for urban habitat. Inappropriate rent controls and tenure legislation created a grossly distorted housing supply market. Leaving real shelter needs to be met, to the degree possible, through the supply mechanism of the informal sector. This took the form of poorly serviced sub-standard habitat development on marginal agricultural or desert lands. In parallel, Egypt has experienced a range of community-based development initiatives of which the Ismailia, Helwan and on-going Nasriya GTZ project in Aswan are the most notable. By the turn of the 1990s, policy makers were motivated by emerging political and social circumstances to acknowledge that participatory approaches could be the only way to harness sufficient resources to effectively tackle the scale of the urban problem facing them. By 1993 the Egyptian Government had introduced a "Fund for the Upgrading of Scattered Settlements", and the demonstration 'model' projects that had gained repute amongst professionals and academics, became the focus of attention of key government decision makers at both local and national levels. In 1994, the Cairo Governorate made an initial request for Egyptian/German Cooperation for the execution of an upgrading project in the district of Manshiyat Nasser. In 1995, a Project Proposal was formulated under the supervision of the Vice governor of Cairo. Manshiyat Nasser constitutes one of the capital's most significant and centrally located areas of its kind. Covering an area in excess of 300 hectares, and holding a population estimated to be in order of 1.0 million, it poses a formidable urban management challenge to the Governorate of Cairo, and is only informal urban area that lies within the administrative jurisdiction of the West Cairo Sector.

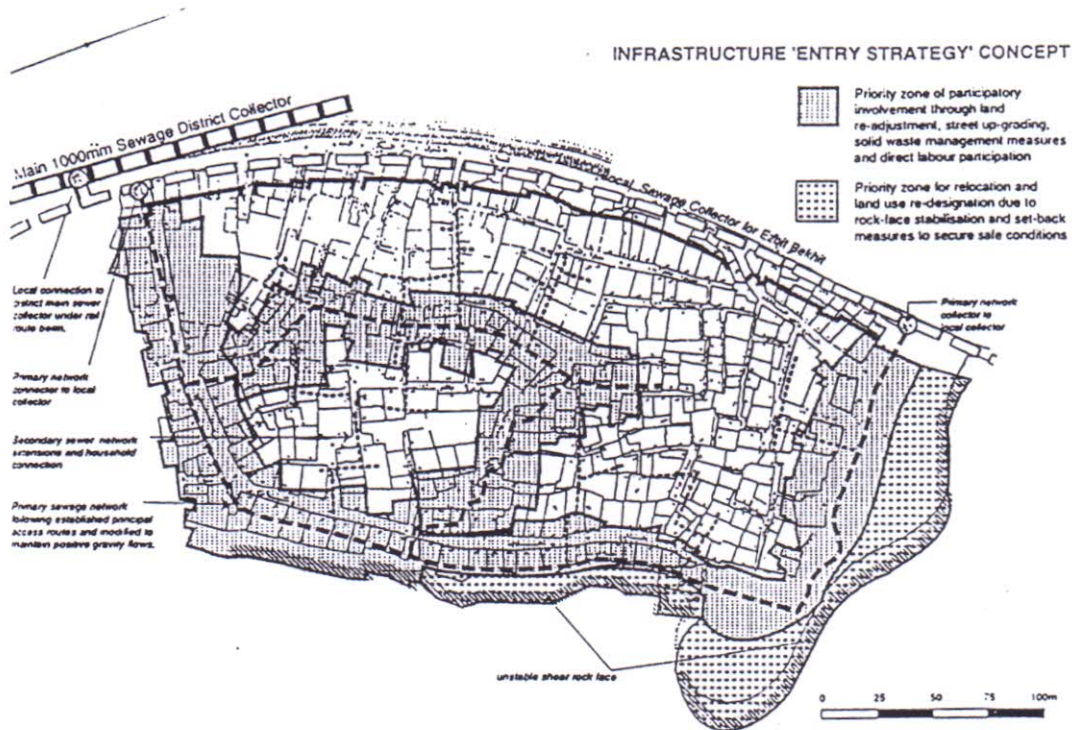
Project Goal:

The overall project goal is to improve living conditions and alleviate the poverty of the residents of Manshiyat Nasser in a sustainable way through a process of participatory urban upgrading. The project and its components have been designed with an orientation towards creating a participatory capacity through a process of active dialogue and consensus building between the various involved parties, and setting the project within a programme/policy level framework to enable the lessons learnt to be applied elsewhere and to facilitate the dissemination of information.

Project Concept:

Post-project evaluation of the Nasriya experience (Aswan) indicated that the participatory methodology applied on this project had the apparent potential to be applied in a modified form to Cairo's informal urban areas. The rationale to shift the focus of attention to the capital's informal sector urban problems needs no explanation and Manshiyat Nasser, as the largest informal housing areas in Cairo's Eastern Sector, is identified as a priority urban upgrading area by the governorate.

The Cairo governorate have commissioned a contract for the installation of a new off-sit primary waste water district collector, as stage one of a comprehensive infrastructure servicing programme for the Manshiyat Nasser. The programmed completion date of this stage contract matches with the financial assistance component of the participatory upgrading programme foreseen for (*Ezbit Bekhit*) a selected area within the district. From the apparent and overriding urban improvement needs of *Ezbit Bekhit* it is agreed that sector-based waste and potable water infrastructure and an allied waste management "entry" strategy is in this instance appropriate. This approach will aim firstly at tackling the fundamental basic needs of the community, gain popular support and give focus to community participatory efforts in the early stage of the project (see the following figure).



Foreseen Results of the Project Implementation:

A number of milestone results can be predicated to be achieved through the project implementation:

- team operational and administration/community mediating functions are established;
- active community participation improves project design, increases projects acceptability, promotes local resource mobilization and help to ensure project sustainability;
- local human resource capabilities and capacities in the sphere of urban management are augmented and able to legitimize issues with the administration;
- participatory planning methods are developed and project benefits from cost sharing and trade-off agreements, together with increased efficiency and effectiveness in the delivery of utility and community infrastructure are realized;
- Sanitation and potable water infrastructure projects are implemented and act as the catalyst to activate health, hygiene and other micro projects;
- mutual support is established between the project and programme levels;
- extension of activities to other localities within the district are initiated.

Principal Activities to Achieve the Results:

- Team mediates between administration and community to ensure participation in the formulation of programme activities, tasks and decision-making. Mechanisms to ensure two-way communication between project management and the different sectors of the beneficiary population are practiced.
- Alternative ways to incorporate local community organizations into the project programme at all stages are pursued with a view to establishing inter-group/personal and operational relationships founded on mutual trust.
- hands on "learning by doing" will be the general ethos of technical transfer. As the project unfolds and priorities are determined, relevant participatory planning workshops and training modules will be structured and made available to both beneficiaries and project administration.

Structured participation of this nature will also aim at bridging community participation practitioners and government officials. In this way a conceptual framework will be established that is acceptable to planners, policy-makers, managers, community participation practitioners and local stakeholders.

- Establishing baseline condition by which to measure change and present the basic issues, approaches, and findings of community participation to government administrative decision-makers to demonstrate the positive impacts of the participatory approach.
- Formulate modalities and initiate backward and forward linkages between the project and policy/programme levels of urban upgrading operations.
- Undertake a number of specific tasks to create conditions for the implementation of the physical infrastructure projects.
- Support local community task forces in their dissemination and promotion of project activation and implementation advice to other localities. Link such activities to the policy/programme level of operations.

Contributors and their Role:

1) Local Administration

- Provision of on-site offices.
- Seconding of staff for project team.
- Participation in planning.
- Supervision of implementation.
- Financial contributions through allocations from the national investment plan.
- Key participants in local dialogue.
- Participants in project steering, and management.
- Acquiring necessary permits and legal agreements.
- Legalization of land tenure.

2) German Cooperation

- Furbishing of on-site premises.
- Seconding of staff for project team.
- Participation in planning.
- Supervision of implementation.
- Financial and technical assistance.
- Monitoring and evaluation of local dialogue.
- Participation in project steering and management.

- Design and supervision of public participation and training schemes.
- On-the-job training of local administration staff.
- Seconding of experts and specialized institutions, as necessary.
- Assisting local NGO's and organizations in internal management and needs assessment.

3) Al Azhar University / Dept. of Architecture

- Mediators of local dialogue, particularly in the first stages.
- Urban planning of pilot areas.
- Participation in geographic and cadastral surveys (staff and implementation).

4) Cairo University / Centre for Planning & Urban Research

- Training in action area planning.
- Monitoring, evaluation, documentation of physical ,planning aspects.
- Participation in necessary geographic and cadastral surveys.
- Participation in dissemination of results and messages.
- Background information on upgrading. Presenting candidates for project team staffing.

5) High Institute for Social Work / Centre for Research

- Seconding and training of social workers for project team.
- Monitoring and evaluating progress of social work aspects.
- Participants in the establishment of local dialogue.
- Training in local dialogue.

6) Information & Decision Support Centre

- Mapping and background geographic, cadastral and socio-economic information.
- Analysis and presentation of new surveys.

7) Sadat Academy

- Possible candidate for training local administration in public participation approaches.

8) Directorates of Youth & Culture / Manshiyat Nasser

- Assisting in mobilizing organization.
- Assisting in establishing local dialogue.
- Assisting in disseminating information on a local scale.

9) Target Groups / Local Youth

- Participants in planning.
- Participants in local dialogue.
- Implementors.
- Local active institutions should be participants in target group mobilization and organization.

Development of Urban Management Capacities: Training for Integrated Urban Infrastructure Development in Indonesia

The following is a summary of the article (Parulian Sidabutar, Nana Rukmana, Robert van der Hoff and Florian Steinberg). Cities, Volume 8, No. 2, 1991.

In 1985 the Indonesian government embarked on an ambitious new Integrated Urban Infrastructure Development Programme (UIDP) to change past practices which had unduly centralized power and funds in Jakarta. The introduction of an integrated approach in planning, management and allocation of available resources was intended to overcome the problem of largely unutilized local government resources for urban infrastructure, that dependant on central government contribution for provincial and local development. The integrated urban infrastructure development programme (UIDP) not only follows a basic needs approach but has as its major objective the increase of the role of provincial and local governments, of the private and community sector and the provision/financing/management of a large proportion of local infrastructure through (the development of) appropriate local institutions to support this process.

Decentralization of the powers and skills required to manage urban development and the transfer of responsibilities to those local governments which are responsible for the operation and maintenance of urban infrastructure and services are seen as key issues of the UIDP programmes. The programme includes a complex set of initiatives in the area of local finance generation (local taxes, service/user charges), in land management, in institutional building for more effective local administration and management, and in the strengthening of a local apparatus capable of fulfilling the complex tasks of the implementation and operation of technology, financially and institutionally integrated programmes. As a result of the national urban development strategy which was developed prior to and of UIDP itself, a new mode of urban management is presently evolving in Indonesia. It is based on the government's concern-stronger than ever before -that urban management become a process of carefully calculated interventions involving negotiation and consensus building between institutions and representatives of different urban sectors, between the local, provincial and central government levels and the general public.

In this context the central government's new role is perceived as that of an enabler rather than a provider of all resources and urban management capacities, the government has gradually started a new approach to urban development by:

- concentrating on the provision of those services which have the biggest strategic impact, and those which cannot be organized efficiently by the private sector, the community, non-governmental organizations and individuals;
- giving the private sector and community organizations the appropriate enabling framework and structures to contribute to their own services provision;
- encouraging the private sector (through deregulation, appropriate pricing and fiscal policies, land management and guided land development, privatization of services such as solid waste management) to contribute to services provision.
- strengthening existing local institutions rather than building new institutions;
- decentralization and encouragement of local control and responsibilities, mainly over local resource mobilization;

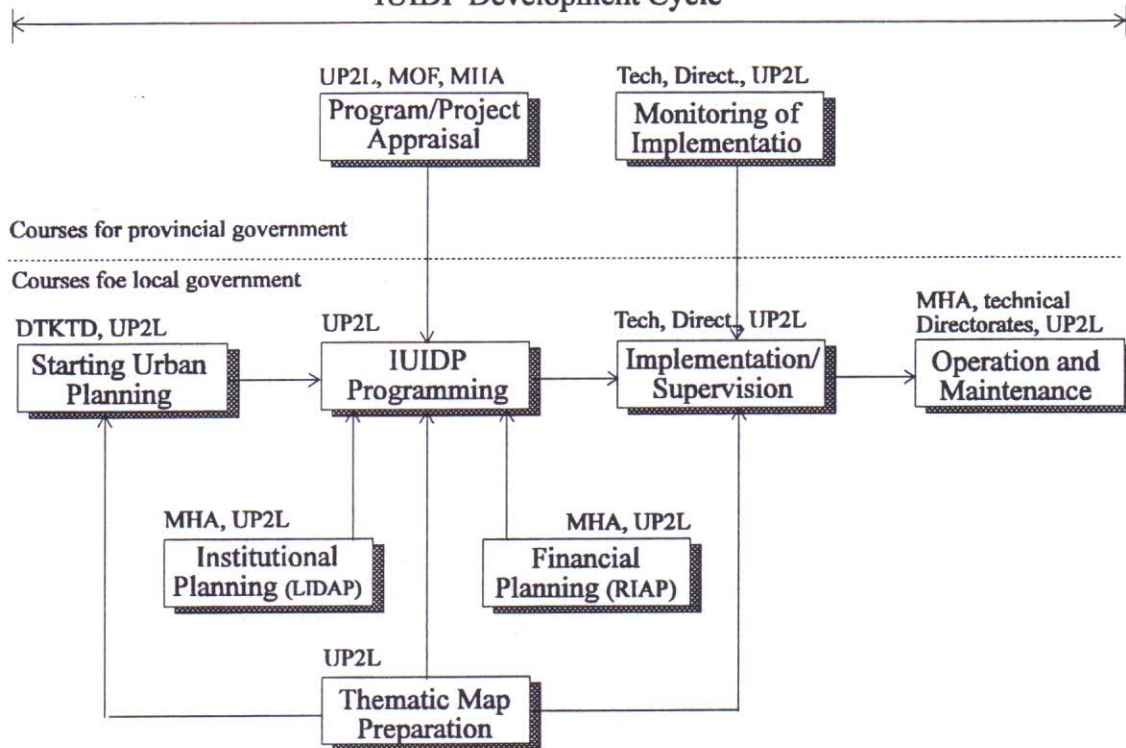
- ❑ shortening of planning cycle in order to speed up development;
- ❑ introduction of more rational review and appraisal procedures which ensure that urban development plans are feasible, affordable and consistent with local institutional capacities.
- ❑ Present efforts to decentralize urban management in Indonesia can be seen in three broad and closely interrelated areas:
 1. Innovative urban development projects; action oriented planning with a substantial degree of community participation and public-private partnership.
 2. Strengthen of institutional capacities and promotion of institutional modernization; reform of the legal framework and administrative procedures; improving coordination between various central and local government agencies involved in urban infrastructure development.
 3. Supportive information and communication programmes.

None of these efforts can bear fruit without sufficient training, as it is always people and not plans that determine the course and speed of developments. Without appropriate human resources development, innovative projects, (urban) development policies as well as institutional changes, will remain meaningless and unable to transform innovations into sustainable, regular activities.

IUIDP training is at present set up around seven key activities (see also the following figure):

- ❑ The core training programme directed at provincial and local government has the following main components: 1) the provincial IUIDP operational policy seminar, which is aimed at decision makers and local and provincial levels and provides an opportunity to discuss and establish clear operational policies for implementation of IUIDP at provincial and local level. 2) the provincial IUIDP management workshop, which is aimed at middle level management at provincial and local government levels and used to explain roles and procedures and how IUIDP can be managed. 3) the programme cycle course, which is aimed at the technical staff of local government (in service training, medium-term investment programmes, operational policy seminars).
- ❑ Specialized seminars and workshops for central government staff involved in appraisal of local government IUIDP proposals.
- ❑ Specialized in depth training in technical, sectoral or multi-sectoral topics for provincial and local staff to complete the programme cycle course training. Courses for programmes/project appraisal and thematic map preparation.
- ❑ Training of Trainers (TOT), which is aimed mostly at technical staff from provincial government who are assigned to become training facilitators and trainers for the core training programme and for specialized courses.
- ❑ Research activities related to the development of new training materials.
- ❑ Information and communication activities in support of training.
- ❑ Integrated urban development management training overseas (at the Institute for Housing and urban development Studies "IHS").

IUIDP Training Fields: intra-and interdepartmental cooperation and responsibilities
IUIDP Development Cycle



- UP2L : Central IUIDP Training Development Unit, Bina Program/Ministry of Public Works
- DTKTD: Directorate for City and Regional Planning, Ministry of Public works
- MOF : Ministry of Finance
- MHA : Ministry of Home Affairs
- LIDAP : Local Institutional Development Action Plan
- RIAP : Revenue Improvement Action plan

Although institutionalization of training at the regional, provincial and local level will require considerable effort and input of resources, no special new institution has to be created. Experiences in West Java and other provinces have demonstrated that training programmes can be organized through the existing structure (coordinated by the provincial IUIDP steering committee) and carried out with existing facilities (provincial training institutes etc.). provincial training programmes were managed by a team of provincial (regional) trainers/facilitators who develop local training materials and identify suitable resource persons. It follows that the implementation of the training programme at the provincial level is a shared responsibility of the provincial training institute and one or more other provincial agencies.

Adequate Financial, Human, and Physical Resources

The following is a summary from an article mentioned in: Decentralization in Developing Countries "A review of Recent Experience" by Rondinelli, Dennis A.; Nellis, John R.; Cheema, G. Shabbir, 1983, World Bank.

One of the dilemmas of decentralization is that it is central government officials who take the initiative, usually under pressure from other groups, to decentralize authority. They then, all too often, negate that authority by refusing to transfer financial, administrative, and technical resources to local agencies. Studies of decentralization in Kenya, the Sudan, and Tanzania show the crucial effects of shortages of trained manpower on the success of decentralization in those countries. National Ministries, public corporations, and other central government agencies attracted the most skilled technicians and the best educated managers, leaving a chronic shortage of talent at the local level. Leadership and management training courses for local officials were not adequate (Rondinelli 1982).

In Kenya the vast majority of skilled technicians and managers were concentrated in Nairobi. But as USAID evaluators have pointed out "the numbers of adequate trained personnel are sufficient to meet only the principle needs for the top levels of the public and private sectors". Even top-level administrators had only minimal technical training and little or no managerial experiences. The analysts concluded that "management capability at this and the middle level is woefully lacking and is having an increasingly negative impact on implementation of development programmes." The Sudan had the most severe shortages of skilled personnel, even within central ministries. Personnel shortages seriously impede decentralization in the Sudan and limited the ability of provincial administrators to provide even basic services." (Rondinelli)

In Africa, Morocco is one of the few countries that has recognized the importance of providing adequate personnel at the local level to carry out decentralization planning and management. To assist the elected local councils in their expanded tasks, the central government created a special new corps of posts in the local civil service. These officials were vital, since it will largely be their ability to formulate projects in an acceptable manner that will allow the rural communes to tap the expanded centrally controlled investment funds. The expansion of establishments and training for local civil servants is another indicator of Morocco commitment to decentralization. Between 1968 and 1980, Ministry of Interior training centres graduated a total of 2309 people.

The shortage of skilled staff at the local level has been an equally important factor in the implementation of decentralization in Asia. Many programmes are plagued with a chronic lack of trained technicians and managers. Small Farmers Development Agency (SFDA) in India was especially weakened by the rapid turnover of personnel within districts. An evaluation of the programme in Alway district, for example, found that the average tenure of the district collector, who headed SFDA, had been 17 months, and of the project officer, 18 months. The knowledge that posts were temporary gave local officers little incentive to take responsibility or to build effective teams to coordinate their activities. Similarly, in Sri Lanka the officers assigned to the districts saw them as temporary appointments and were not willing to take risks that would threaten their promotion or reassignment.

Shortage of skilled personnel and financial resources have also undermined decentralization in Latin America. Because they lack financial resources, local government have difficulty covering their basic operating expense, training their personnel, purchasing equipment, making organizational improvements, obtaining technical assistance, and expanding the range and quality of public services. Their limited funds make it impossible for them to improve their administrative capacity discourages the allocation of new functions, for fear that they will not be able to carry them out effectively or use the funds given to them effectively. Finally, their limited administrative capacity greatly hinders that their ability to levy and collect taxes or mobilize their own resources or revenues.

In much of Sudan, as in other developing countries, the revenue base is simply too small to provide adequate tax resources. The forms of taxation that can be imposed on subsistence economics are extremely limited. In the Sudan they consisted primarily of personnel property taxes that were difficult to assess and collect. Recent financial reforms in Mexico have merely deepened the problem. The federal government has attempted to strengthen the role of municipal government by reducing its involvement in local affairs, but this effort has not improved the status of municipal governments because they have inadequate financial resources, trained personnel, and political support. Federal agencies continue to carry out the bulk of projects that provide local services and functions. All of this leads to the conclusion that, before centralization can be pushed ahead, much more needs to be learned about local public finance. In North Africa, as in other developing regions, the dearth of solid information on local revenue generation, on local council or administrative budgeting, and on the central government's grant and loan process for subnational units, limits the discussion of decentralization to what are essentially secondary and indirect matters.

Financial, human, and physical resources constraints have inhibited the successful implementation of decentralization in nearly all developing countries. The limited resources made available to local organizations in the initial stages of decentralization undermine decentralization policies and maintain weak local institutions.

The Role of NGO's & CBO's in Ismailia City

The following is based on information gained during fieldwork by Samaha, A., 1996, and the article "Implementing the new urban agenda : the case of Ismailia, Egypt", by Khoury, Zaki B. Sustainable Cities, Vol. 8 , No. 1 April 1996.

Different priorities were identified as urgent environmental problems in Ismailia: the water pollution of Lake Timsah; the air pollution and soil contamination in the industrial zone; the lack of services (waste disposal) in some parts of the city; agriculture (soil fertility and soil contamination); and the weakness of the institutional framework. These problems needs the coordination between all actors in the society including governmental organization, private sector, and non governmental and community based organization. The Non-Governmental Organizations (NGO's), and Community Based Organizations (CBO's) are considered a weak sector in Ismailia when compared to the same sector in other cities such as Cairo, Giza or Alexandria. The involvement of these organizations was mostly concerned with activities such as tree planting or beautification and solid waste disposal. However, two factors have changed this: 1) The first is the involvement of international development institutions in enhancing the technical capacity of these organizations, among these institutions are the United Nations Development Programme through its Life Programme, and the World Bank through the Environmental Management Unit Project (EMU).* 2) The second factor was the establishment of an Egyptian Environmental NGO Steering Committee in 1994. This Commuittee provided the members of the local CBO's and NGO's with the training necessary to organize environmental awarness campains. As a result, environmnetal awarness among citizens has increased and the local NGO's and CBO's have become more active in applying pressure to the local council members regarding environmnetal concerns.

Society for Development and Environment (SDE)

The working climate and the cross-sectoral interaction created through SIP gave birth to anon governmental organization called Society for Development and Environment which was established in 1994. The society members are approximately sixty representing government and private sectors and the academia. The society has the following three committees:

- A committee responsible for the preservation of Ismailia's architectural and the beautification of the city, for example, has sponsored and organized tree planting in various part of Ismailia.
- A committee responsible for public awareness. This comittee issued a local newspaper (*El Canal*) that facilitates the disseminayion of information and is important in mobilizing the public. This newspaper deals with local urban development and environmental concerns and presents differing views on key issues.
- A resource mobilization committee responsible for conducting feasibility studies on environmental projects and marketing them among prospective funding agencies.

*Two private consulting firms, Euroconsult (The Netherlands) in association with Environmental Quality International (Egypt), took the responsibility of establishing an Environmental Management Unit (EMU) in Ismailia Under a one-year World Bank contract in 1993-94.

The Role of NGO's & CBO's in Manshiyat Nasser (*Zabbalin Area*)

The following is based on information gained during fieldwork by Samaha, A., 1996, and "Participatory Urban Upgrading In Egypt", Cairo Governorate and Gtz, 1995.

While there are 28 NGO's in Manshiyat Nasser, only a few are active. The Sira Mohamadea Association is active in Deweika, The Association of Garbage Collectors is active in the *Zabbalin Areas*. The Environmental Protection Association is quite active since 1980's with the *Zabbalin Upgrading Project*, and now running and managing deposit and recycling factory. There are also local public organizations which are particularly active in the district. Those are the Youth and Cultural Canters in Manshiyat Nasser. Those centres and the Dewika NGO have made a number of attempts to establish a local dialogue.

The Environmental Protection Association (EPA)

The association was established in 1984 to run a composting factory to serve the capital (Cairo) in general, and the residents in the *Zabbalin Area* in particular, this is in addition to manage other activities. The Association contains three committees:

- The compost and general projects committee: The compost committee is in charge of running and managing the composting factory and the paper recycling unit; the auto mechanics training workshops for the sons of the settlement's families; provide a continuous training of the workers to raise their level of efficiency; manufacture new products recycling on organic compounds useful in all fields of organic agriculture and develop production through concentrated research in the field.
- The rug weaving and patchwork committee: The committee is aiming at creating a new style of life for women and girls in the *Zabbalin Area*. It endeavours to train the girls to weave on hand looms, and sew, particularly patchwork, using discarded rags from garment factories. Among its activities are literacy classes, and teaching primary health and care for the environment. The committee is responsible for marketing and developing the products according to market needs, also the committee is responsible for the training and production of both the rug weaving and patchwork units.
- The health and development committee: The committee seeks the cooperation and exchange of ideas and know how with the local organizations and associations that work in the fields of development and health in *Zabbalin Area* (Garbage Collectors Settlements); to detect the urgent needs of health care and human development; contracting on the roles of mother and child for a greater effectiveness of the programmes and projects without interference in their policy, the committee is in charge of the following projects:
 - Health care for the pregnant mothers and new bores.
 - A children's club with literacy classes.
 - Garbage separation at the source project.
 - Paper recycling and embroidery project.