

TOWARDS STIMULATING MODERN URBAN UPGRADING POLICIES FOR INFORMAL SETTLEMENTS IN EGYPT

ABSTRACT: -

During the last three decades, most of the developing countries have witnessed a permanent conversion of the city and society as a result of the unguided growth of Informal settlements within and around the traditional urban plots. These Informal settlements represent a complex phenomenon. The physical pattern of housing reveals the framework of the phenomenon and exposes content and meaning of the issues involved. However, housing patterns alone do not represent all the dimensions of informal communities. Besides housing there are other components related to economic status, social structure, and physical layout. Informal settlements must be addressed as a problem of people more than a problem of housing, of encroaching on the property of others or of the State, of taking possession of land that is not appropriate for housing, of frail laws, and regulations, or of ineffective physical planning .

These informal settlements which are areas neglected by the State, suffering from lack of basic services (potable water, sanitary drainage, electricity, paved roads, easily accessible schools and health units, etc.) and low average family income, and not legally acknowledged - depriving residents of their rights. There can be great discrepancies between those informal areas and their neighbors, which enjoy all services . Accordingly, there is a clear need to develop more innovative approaches and different tools & techniques in planning, managing sustainable urban development projects for informal settlements in Egypt. This should be in a way that recognizes the multi-disciplinary dimensions of upgrading process and the need to work with all different actors involved in sustainable manner, and to add a social vision to the issue of informal settlements, to provide a realistic diagnosis of the phenomenon and contribute to easing its acuteness.

1. INTRODUCTION

One of the most essential needs of people everywhere in the world is adequate housing. This is recognized by the United Nations, and is emphasized in its Istanbul Charter. Thus governments are encouraged to facilitate their citizens' acquisition of adequate shelter. This involves: protecting the rights of owners and tenants; ensuring that citizens of all classes have the opportunity to obtain satisfactory housing; and to induce the private sector to invest in this economic sector (thereby reducing government expenditure as well as overall costs of housing).

However, Urban transformation offers opportunities to elevate living standard for citizens, but this depends to a great extent on the way cities are run and financed and on local policies that affect development processes. Neglecting urban problems leads to socio-economic issues of great seriousness, especially when more than half the poor population living in informal settlements. These are unplanned areas, suffering from lack of basic services (potable water, sanitary drainage, electricity, paved roads, easily accessible schools and health units, etc.) and low average family income. These areas grow rapidly and are a result of unsound policies, futile administration, corruption, inadequate procedures, and a useless land market. These problems are compounded by a financial system that does not function or respond to change. Reluctance of political authorities to bring about required changes and development usually accompanies the other problems. Therefore, this paper will analyze the informal communities in Egypt, and the housing supply in informal sectors, reasons for the emergence of informal settlements, case study analysis; evaluation of the upgrading policies for informal settlements in greater Cairo region, and then we will put Important Remarks on Improving Upgrading Efforts in Egypt. Finally, we present Conclusions & Lessons of this research.

2. INFORMAL COMMUNITIES IN URBAN AREAS IN EGYPT

Informal settlements in Egypt have progressively developed and evolved over the past 3 decades. Today, they are increasingly sophisticated, complex human settlements with multiple dimensions. Besides housing there are other components related to economic status, social structure, and physical layout. Informal settlements are a problem of people more than are a problem of housing, of being encroaching on the property of others or of the State, of taking possession of land that is not appropriate for housing, of frail laws and regulations, or of ineffective physical planning. Therefore it is necessary to add a social vision to the issue of informal settlements, to provide a realistic diagnosis of the phenomenon and contribute to easing its acuteness.

A consensus has not been reached on a definition of these settlements; definitions and findings have greatly varied. Most studies of informal settlements have focused on specific chronological facts and data, derived

from research covering particular districts with their respective characteristics. However, we could define informal settlement as housing built in an area where housing is prohibited for legal reasons because it is agricultural land, State-owned land, unplanned land, land not subject to road plans, etc.,. Because these settlements are built in violation of the law, the responsible governmental bodies refuse to provide them with Services such as potable water, sanitary drainage, electricity, schools, and medical centers. Whether the settlement is planned or unplanned, it will not be fully provided with utilities and services necessary for normal life. Residents of informal settlements are likely to experience poverty, ignorance, disease, negative customs and traditions, early marriages, and the effects of quickly deteriorating housing and lack of infrastructure.

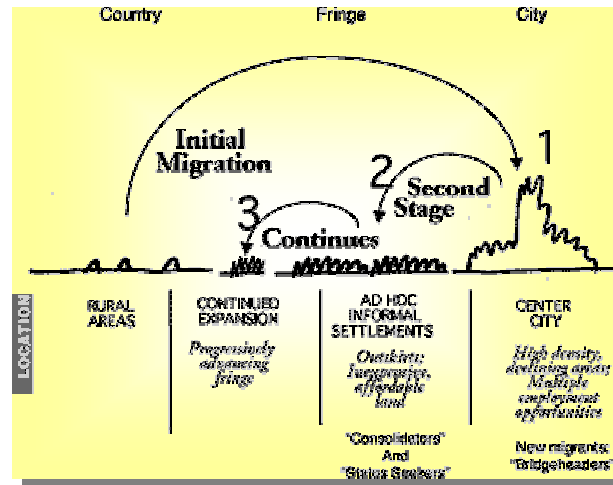
In practical terms, the government insists on formulating a comprehensive definition that encompasses the various dimensions of informal settlements. The intention is to guide the policies in a manner that is commensurate with the size and social and economic significance of informal settlements, and to allow anticipation of the changes that will arise. In other words, the more accurately a definition reflects reality, the more responsive are the policies that emerge from the concerned partners in upgrading.

2.1. Reasons for the Emergence of Informal Settlements: -

The problem of informal settlements goes back to the beginning of the 20th century. It arose in conjunction with rapid expansion of the cities in Egypt, where job opportunities prevailed governmental bodies were concentrated, and industry established. Investors sought to build projects in areas that neighbored Cairo and Alexandria, where basic infrastructure and markets were available. This has lead to increase migration of individuals from rural to urban areas seeking Job opportunities.

The migrants were frustrated in their attempts to obtain suitable affordable housing. They therefore resorted to building their own dwellings on agricultural land on the cities' peripheries. There, inexpensive informal housing units were built, but not connected to services. They were built without benefit of governmental planning- indeed, generally without any planning at all. The State agencies did not become aware of the seriousness of the problem and no measures were taken from the start. Informal settlements were left to grow and disperse in a cancerous manner. The responsibility for informal settlements lies on the State's bodies as a result of their negligence. In the past, the State was not aware of the demands of internal migration and did not take necessary measures to arrange for appropriate housing units for workers in new industrial areas. Furthermore, the fact that agricultural land was being encroached upon for new housing units was not faced. This continued for so long without any action except official reports being filed and minimal fines being imposed that encroaching on agricultural and State-owned property and expansion of informal building and construction has become routine. At the present time, the private sector has undertaken the role of providing new housing, focusing on luxury housing, which increases me price of land. Families with limited incomes have no choice except to build their houses on city peripheries.

FIGURE 1:
Main Directions of Emigration in Egypt



However, we can point the main Factors causing the spread of informality as following:

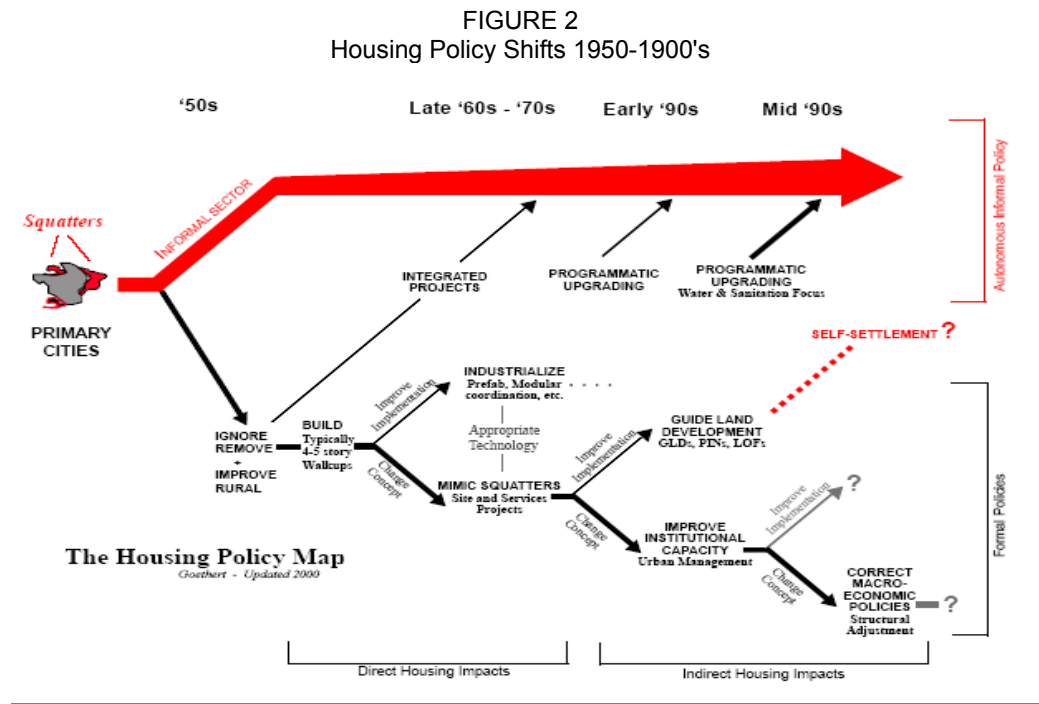
- High population growth rates.
- Imbalance between rural and urban sectors, which is the result of social development policies.
- Considerable rates of urban and industrial expansion, which outstripped the capacities of existing urban areas.
- An imbalance between supply and demand for low cost housing, due to inadequate state capacity and insufficient incentives for private housing investment.
- Inadequate laws for the regulation of private enterprise and investment in housing, which causing the downturn and abusive role of the private sector's role in housing investment.
- Downturn in the role of the new capitalist class in providing housing services for workers.

All these factors culminated in extensive mass immigration to informal settlements, which took three forms:

- Emigration of less privileged rural population either to settlements on the outskirts of cities, if they possessed sufficient money, or to areas on the outskirts of the countryside and its villages.
- Emigration of cities' population to the outskirts when buildings collapsed; or to provide housing for the new generation, because of their inability to pay for expensive departments inside the city.
- Emigration within settlements in the form of horizontal and vertical expansion in accordance with changes in people's circumstances.

2.2 Housing Policy Shifts 1950-1900's :

In developing countries as in Egypt, the explosion of population and the subsequent rapid migration to urban areas forced governments to confront an ever-growing squatter phenomenon. Their solutions - encouraged and often lead by international development agencies - followed a relatively clear pattern: from initial removal to direct construction of housing, to eventually macro-economic corrections. At each stage as experience was collected and the initial euphoria of success was not met, policy-makers were confronted with two choices: to improve what they are doing now, or to make a conceptual shift and change radically the approach. For example, there was a conceptual shift in the late 60s from direct housing construction by governments to embracing squatters as the solution and shifting to land development schemes. Note that throughout the years the informal 'autonomous' policies' have overshadowed by far the official 'formal' efforts, and it appears that this split is growing in most situations.



2.3. Development of the state approach towards informal settlements in Egypt:

One recently observes a growing government interest in the economic and social dimensions of informal settlements. The evolution of the state's approach may be briefly divided into four phases:

- 2.3.1. Negligence and utter disregard.
- 2.3.2. Treating informal settlements as a community that must be extirpated before it becomes a nationwide phenomenon.
- 2.3.3. Addressing informal settlements as a fait accompli in terms of housing, settlement establishment, and population; consequently dealing with the inhabitants as members of society who have rights and obligations. This implies the provision of basic infrastructure to these areas. To this end, the government surveyed informal settlements throughout the country, and specified some areas for demolition, while others are to be developed (a national project, 1993).
- 2.3.4. Recognizing inhabitants' property rights to the lands on which they built their houses and work sites; and seriously contemplating regularizing residents' property rights.

The Egyptian Government is currently considering the issue of informal settlements. It devised a plan which aims to persuade the inhabitants of these areas to take possession of the lands they seized at a reasonable cost, in return for the Government's official recognition of these areas. Unfortunately the plan has not yet been implemented because the claimants are refraining from paying the stipulated charges. This in turn can be attributed to their "inability to purchase the land due because of their limited resources. The adoption of a new definition or approach, which encompassed the economic dimension to address informal settlements, was actively promoted. This is based on the recognition of the positive role of the informal sector in the national economy, as emphasized by some scholars.

2.4. The Role of the Informal Sector in Housing Supply in Egypt:

The informal sector is usually defined in a negative way, in terms of the state regulations that are violated (planning, fiscal or judicial laws) even though there is a steady trend in many (not all) developing countries towards legitimizing and acknowledging its economic role and contribution. But there is a complex mix of regulations and institutions that govern informal market transactions, including the interactions between informal land and housing markets and state rules and institutions.

2.4.1. Demand for informal housing: is determined by the cost and availability of the most basic legally sanctioned form of housing provision. The higher the cost and weaker the availability of the cheapest legal housing the greater the demand for various informal sector forms of provision. Illegal subdivisions serve "low income households"

2.4.2. Development Process for the informal sector: Triad of factors helps to define and explain development of squatter settlements and other forms of informal housing in cities of many cities in developing countries:

- **Matching housing to resources;** Housing requirements change with changes in job status, household size, and household income. The life cycle of housing consumption: focus on the importance of location, space, asset value of housing + ability to vary consumption (via renting, gradual additions) for migrants to the city. Key concept is user control of housing.
- **Self help;** The concept of self- help in housing - predates the "informal sector"
- **Cheap land;** As urbanization began the price of land on the urban periphery did not incorporate expectations about rapid urban growth so it was still relatively cheap subsequently expectations of landowners, farmers, developers and would-be squatters changed, fringe land prices rose correspondingly.

2.4.3. The Actors within the informal sector in housing supply in Egypt;

- **Landowners:** sale to illegal developers' land which can't be sold in legal market avoids taxes and delays associated with legal sales.
- **Developers:**
 - Motivated by profit, (not desire to assist the poor)
 - Local (more likely to recognize some social obligations such as leaving land for school or mosque)
 - Outsider (completes sales quickly and moves on) scale of firm is important: large firms are more likely to acquire land and hold it expecting future gain driving up land prices (less feasible where land holdings are fragmented).
- **Government: Political and administrative leaders and personnel**

2.5. Upgrading Projects for Informal Settlements:

Upgrading is many things, but at its simplest it has come to mean a package of basic services: clean water supply and adequate sewage disposal to improve the well-being of the community. But fundamental is legalizing and 'regularizing' the properties in situations of insecure or unclear tenure. Upgrading customarily provides a package of improvements in streets, footpaths and drainage as well. Solid waste collection is frequently included with its positive impact on health, along with street lights for security and night activity. Electricity to homes is often initiated later - and sometimes even before - by private companies. But this physical improvement is only the beginning: health issues need to be addressed by providing clinics and health education programs, school facilities and teacher training are needed to attack the lack of basic education, and lastly programs are offered to increase income earning opportunities and the general economic health of a community. Upgrading is the start to becoming a recognized citizen.

2.5.1. **What is needed to make upgrading work?** The most important element for success is commitment by all: the city, the community, and the families. A sense of partnership must be developed among them. And secondly upgrading must meet a real need - people must want it and understand the value. To implement, you must get the institutional arrangements right: give incentives for agencies to work with the poor, keep everyone informed and coordinate between stakeholders, and define clearly the

roles of the various agencies. And to keep upgrading going, sustainability concerns must be a priority in financing, institutions, and regulations.

2.5.2. **Benefits of upgrading Projects:** The benefits are simply that people obtain an improved, healthy and secure living environment without being displaced. The investments they have already made to their properties remain and are enhanced - this is significantly better than removing them to costlier alternatives that are less acceptable to them. Recognizing title and security of tenure makes a positive contribution to both the economic prospects of the poor, as well as to the national economy. Experience has shown that slum upgrading projects are associated with social and economic benefits that are particularly high.

2.5.3. **The following is a set of proposed “good project” elements. A “good project” will:**

- **Be a System of service delivery is managed by and/or for a city.** The system will be comprised of different localities, communities, technologies, tariffs, fees and components held together by the management skill of the service provider. The concept of developing a system is different than that of developing a project in that a project is built – it begins and ends. A system evolves as a living organism – it begins and continues – it grows and expands and improves – therefore, requiring continual management attention.
- **Recognize that sustainability begins with affordability.** There is no need for one-size-fits all technology if that technology cannot be afforded. Infrastructure can grow as homes do, over time, as need and capacity to pay grows. A system may be comprised of several technologies. What is important is that the service manager determines an appropriate technology according to the capacity of the community to support that technology as part of an overall service delivery plan.
- **Include both formal and informal communities of a city in a system that benefits from its service and pays for what is received.** There need not ever be again another “willingness to pay” study to demonstrate that the poor will pay for service provided. Since the central governments that control investment and service delivery in cities abdicated their responsibility to provide for new housing and infrastructure demand, squatter and unauthorized settlements have become de facto urban policy.
- **Recognizing informal settlements and addressing their needs.** Will bring these sectors into the formal structure of the city. Steps taken would provide a set of formal community attributes that qualifies a settlement as “formalized” starting with land tenure and the complement of urban infrastructure and health and education services. Formalizing informal settlements does not and will not cause hordes of poor families to advance on cities. It is the perceived economic opportunities that pull them in. If cities provided “reception areas” in a variety of locations to settle families as they arrive, the urban built environment would improve markedly.
- **Have clearly identified the costs** of the project, fees, and tariff levels, other revenue required to repay capital, and operate, maintain and expand a service system. The fees and tariffs to make the system work would be known and agreed to by an informed public. Sources of dedicated streams of revenue would be structured and factored into the financial management of the city.
- **Be complimented by short-term activities that build confidence** in the capacity of city government to delivery services. Such short-term achievements could be street lighting, urban forestry, street clean-up programs, and waterway improvement efforts. Learning to implement small-scale programs and projects will build the confidence and capacity of the city to manage the more complicated elements of urban infrastructure.

3. UPGRADING POLICIES FOR INFORMAL SETTLEMENTS IN GREATER CAIRO REGION:

3. 1.Dilemma of informal settlements in Greater Cairo Region:

All informal settlements suffer from the lack of more than one service (potable water, electricity, and sanitary drainage. Both Giza and Cairo Governorates are home to informal settlements. Some facts about them are known; In Cairo Governorate, there are 68 informal settlements (The population of informal settlements in Cairo 2.9 million). In Giza Governorate, there are 36 (The population of informal settlements in Giza 2.3 million). These problems have led to socio-economic and political problems in both governorates:

3. 2. Planning Upgrading Activities:

After the 1992 earthquake, a plan and a budget were prepared to upgrade all informal settlements in Cairo and Giza. The plan covered the period from 1992-93 to the present and followed the State's socio-economic 5-year plan. The allocated funds are revised annually when the annual budget is prepared. Funds are not allocated on a settlement-by-settlement basis, but according to sector. Funding for all projects required to upgrade the potable water sector, for example, are estimated for all settlements within the governorate. The total spent on upgrading informal settlements from 1992-93 through June 2000 is L.E. 539 million in Cairo Governorate, and L.E. 299 million in Giza Governorate.

3.3. Funding Upgrading Activity

Five agencies participate in planning for upgrading informal settlements. These are:

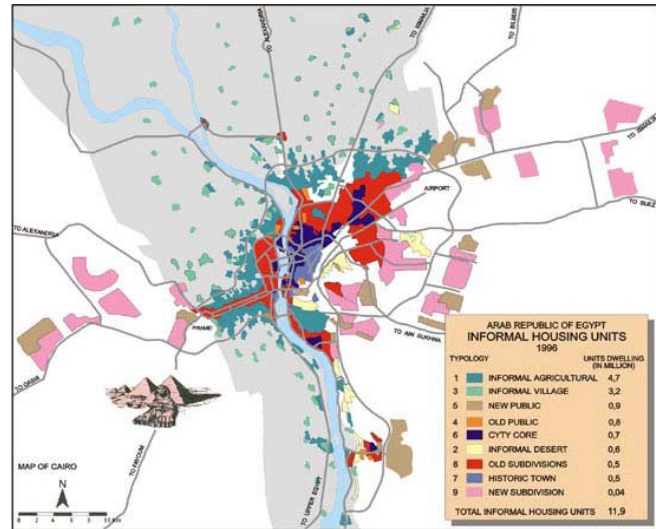
- 3.3.1. Central Department for Planning and Monitoring Affairs at settlements the governorate level
- 3.3.2. Department for Physical Planning at the governorate level
- 3.3.3. Specialized authorities for municipal services such as sanitary drainage, potable water, electricity, street paving, planning and organization, and cleanliness and green areas
- 3.3.4. Urban districts (inside the cities)
- 3.3.5. Consulting offices (in some cases).

3.4. Problems of upgrading in sample settlements:

Two main factors effect on the upgrading projects for Grater Cairo Region:

- 3.4.1. Financial problems: financial problems are among the most acute facing the upgrading of informal settlements in both governorates.
- 3.4.2. Non-financial problems: Both governorates suffer from lack of coordination between the agencies participating in the planning, funding, and implementing of upgrading processes.

FIGURE 3
Informal Housing Units in Cairo.



4. MANCHIEYT NASSER UPGRADING PROJECT:

This part will discuss one of the most critical informal settlements in Cairo (*Manchieyt Nasser*) which is the largest informal settlement in the City of Cairo. For more than four decades, the area which is centrally located in the city has attracted residents from rural areas searching for better services and income. Manchieyt Nasser's hilly terrain, in addition to its lack of basic urban services such as water, sanitation, access road and health care facilities became sources of risk and insecurity. Over the years, residents have tried to reduce their own health and economic vulnerability, but without adequate support from local and national authorities. The area represents the biggest informal settlement in Egypt. Reasonable estimates of the population suggest figures between 350,000 and half a million people, living on a hilly site of 7.27 km² of surface area.

The late 1990s witnessed two major efforts geared towards improving living conditions of Manchieyt Nasser's dwellers. First, the General Organization for Physical Planning (GOPP) of the Ministry of Housing, Utilities and Urban Communities prepared a master plan for the area in early 1998. Second, the Cairo Governorate and GTZ launched the Urban Upgrading Project of (*Ezbet Bekhit*), as a sample neighborhood of Manchieyt Nasser by mid 1998. Both initiatives adopted a participatory approach that engaged the target beneficiaries in dialogue on the existing situation, problem analysis and definition of remedial actions. The following is a brief account on each initiative and the interface between them.

The master plan embodied commitment of the state to upgrade and improve living conditions in the area over a number of phases, some of which included constructing new, fully serviced housing units and relocating residents to them. The first phase of the plan included: i) establishing 2000 units on a site to the immediate South-East of Manchieyt Nasser; ii) relocating residents who were given temporary shelters after the earthquake of 1992; iii) clearing the site of temporary shelter; and (iv) using the land in constructing more

FIGURE 4
Informal Housing Units Manchieyt Nasser - Cairo.



units for relocation of families that would have their homes demolished in the upgrading or street widening processes. Residents were given access to soft credit to pay the subsidized price of the units over a period of 20 years with low interest rates (7%).

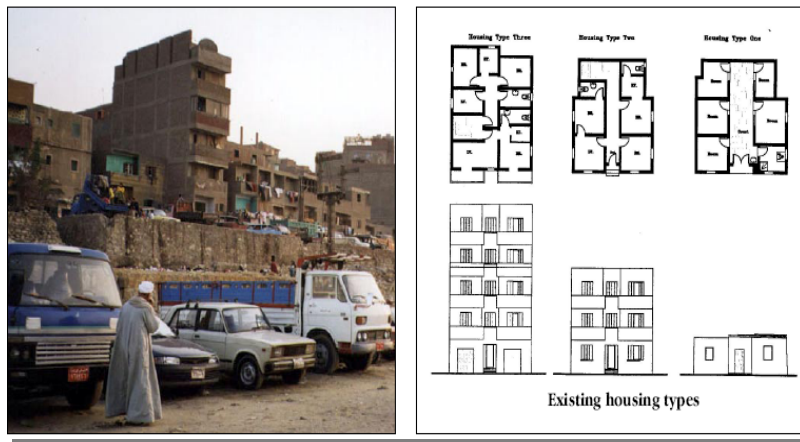
4.1. Project objective:

The project which is jointly being financed by German financial and technical cooperation has the objective to solve the most urgent housing and environmental problems in the densely populated neighborhood of (*Ezbet Bekhit*) (with 40,000 inhabitants it is part of Cairo's largest informal settlement Manchieyt Nasser which has about 300,000 inhabitants) in close collaboration of the residents and the local authorities. The first project phase (the projects is envisaged to have an overall duration of up to 9 years) was commissioned to B.U.S. under a GTZ consultancy contract and will end by mid 2001.

4.2. Expected results:

- Creation of representative resident organizations; development and introduction of appropriate instruments and procedures for the collaboration between population, local authorities and sectoral agencies;
- Training of staff of governmental institutions, representatives of the population and staff of NGOs in order to build up a capacity to plan and implement urban upgrading measures;
- Formalization of the legal status of the settlement, transfer of title deeds and issuing of building permits for existing buildings; improvement of the urban lay-out and the land uses in the project area (street widening, establishment of small green areas and public parks, etc.)
- Resettlement of a small part of the population to compensate for demolition of some houses which is necessary to reduce threats from unstable rock formations, for street widening or infrastructure works;
- Construction of new water supply and sewerage systems, and street paving in a participatory way (contractors will be asked to employ local workers as far as adequate and possible in all construction works);
- Improvement of community facilities and other basic social services (health, education, etc.) in close coordination with the target group. Population of d1e informal settlements chosen should not be too small
- At least one settlement from each urban district (informal settlements are numerous in the urban districts of Cairo and Giza) should be chosen
- Surface area, measured in square meters, should not be too small.
- The settlements chosen should not suffer from lack of all services.

FIGURE 5
Informal Housing Types in Manchieyt Nasser-Cairo



All informal settlements in the sample are being upgraded. A number of them have been completely upgraded with regard to one or two services, such as potable water, roads, electricity, or water. One settlement of the sample was to be demolished (*Ezbet Abou Qarn*), in Cairo. There was not a single informal settlement in their governorate that had been completely upgraded in all services since 1992. However, the surface area of the selected informal settlements differs between the two governorates. The surface areas of informal settlements in Cairo ranged from 8 to 80 km², and in Giza, from 0.13 to 6 km². And the populations of sample settlements in Cairo Governorate, ranged from 7,000 to 600,000, where in Giza, the range from 11,000 to 500,000. These population figures correlate with surface areas in that the bigger the surface area, the higher the population. The sample settlements in Giza Governorate range in size from 3,000 to 90,000 housing units. This illustrates the effort required to provide utility services for those densely populated settlements.

4.3. Budget plans for sample settlements: All informal settlements in the sample, in both governorates, had upgrading plans and funds were available within the budget to carry out development. Upgrading plans run parallel to the state's 5-year development plan, the annual plan, and the annual budget.

4.4. Results of upgrading efforts in sample settlements: Upgrading projects run smoothly in Cairo Governorate, especially with regard to potable water network extensions, sanitary drainage network extensions, electricity network extensions, and street paving. And the National Project for Upgrading

Sanitary Drainage is nearly complete. Currently, the sanitary drainage system is stable within the City of Cairo, and there is no problem with the sanitary drainage system in Cairo Governorate, as was the case before 1992. In Giza Governorate, the process of upgrading informal settlements requires increased funds to continue those efforts. No informal settlement has been completely upgraded. The efforts to date have been dispersed throughout the settlements.

4.5. Conclusion Remarks on Improving Upgrading Efforts in Egypt:

- Experience has taught us that the problem of getting basic services to informal settlements can be solved at very reasonable costs if done properly.
- In some cases it is recommended that a special department for planning informal settlements be established.
- Local participation is critical. Projects need to be designed from the bottom up working with communities so that the communities decide what levels of service they receive.
- Programs must be derived from the city level and country strategies to achieve synergies with other supporting interventions addressing poverty in the country.
- Required funds must be mobilized from the all possible sources in order to achieve the upgrading program
- Some learnt lessons from informal settlements indicate that the upgrading projects have large positive impacts on the health of the area residents, on their safety and social peace, and on decreasing aggression and terrorism. Sports activities have increased and crime decreased.
- Sustainability requires that consideration be given to the costs involved and to designing a level of service that is affordable to the community and to the local government.
- The necessary funds and budget for the upgrading plans should be made available, so that implementation of projects is not delayed.
- The residents of upgraded informal settlements should participate in the process. Their efforts are the greatest importance, especially in making decisions about upgrading activities. Residents especially should participate when they may be asked to contribute 25 percent of the costs of upgrading or replacing housing units.
- There should be local control so no new informal settlements emerge. Any new informal settlement should be immediately demolished.
- Upgrading of informal settlements and settlements is a viable and effective way to help the urban poor solve their need for shelter and a clean, safe and healthy living environment.
- Upgrading programs are most effective when led by the municipal authority and implemented at the community level through a broad set of intermediaries including community based organizations, NGO's.
- Upgrading projects in informal settlements should be completed within a year or two from the time they are begun. Efforts should not be dispersed nor did funds spread around with the resulting lack of completely upgrading any settlement.

5. RECOMMENDATIONS

In conclusion, it is recommended that the following activities are undertaken:

- 5.1. Assist NGOs to create a role for them in the participatory approach to formulate urban plans and throughout the project implementation process, which ultimately aims at enhancing the standards of living of those local communities that such organizations target.
- 5.2. Building capacity within private consultant firms working in the field of urban planning. Emphasize increased awareness of the participatory approach in relation to concerned stakeholders in addition to training staff in applying this approach.
- 5.3. Creation of an organizational unit within the structure of the governorate to be responsible for informal settlement upgrading, including:
- 5.4. Define responsibilities of parties in planning, implementing, and monitoring plans for urban improvement. Raise awareness at all levels regarding such responsibilities.
- 5.5. Develop criteria for formation of the Technical Secretariat of the Physical (Urban) Planning Committee, as stipulated in the Executive Regulations of the Physical (Urban) Planning Law.
- 5.6. Develop easy to understand presentation models for urban plans and designs to facilitate comprehension on the part of concerned non-specialists. Training officials working in urban planning departments and private consultant offices to use such models.

5. 7. Develop mechanisms for application of the Physical (Urban) Planning Law that are based on a participatory approach.
5. 8. Develop procedures and criteria on which governors can rely in selecting representatives of the various segments of a local community targeted for upgrading and improving the residents' standard of living. Those representatives would form the Physical (Urban) Planning Committee, as stipulated in the Executive Regulations of the Physical (Urban) Planning Law.
5. 9. Developing bases to be followed in relation to laying down a conceptual framework pertaining to informal settlement upgrading.
5. 10. Developing mechanisms to be used to finance plans to upgrade informal settlements
 - Effectively carrying out basic land use planning. For example, setting aside basic rights-of-way for primary infrastructure reduces the costs of extending networks. Revising regulatory policies discourages sprawl and settlement of unsafe or environmentally fragile areas.
 - Formulating the unit's organization structure to enable it to achieve its objectives
5. 11. Improved performance of the local government is needed in managing future urban population growth - in particular, by more effectively mobilizing local resources. Cities with informal settlements often have significant fiscal resources at their disposal, as well as technical knowledge and indigenous entrepreneurial talents, but are not harnessing these to provide basic improvements even to existing residents. Meeting the future growth in demand for services will require significantly strengthened urban management and financial performance, coupled with more effective partnerships with the private sector and the communities themselves.
5. 12. Organizing and delivering training programs for personnel working in departments concerned with upgrading informal settlements at the governorate and district levels.
5. 13. Reorganizing housing departments at the district level to enhance capabilities to effectively perform their role in upgrading informal settlements.

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