

No.

**Data Collection Survey Mission on
Slum and Informal Area Development
in the Greater Cairo Region**

Final Report

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Japan International Cooperation Agency

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Final Report:
Data Collection Survey Mission
on Slum and Informal Area Development in the Greater Cairo Region

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List of abbreviation

AKTC	Aga Khan Trust for Culture
CAPMAS	Central Agency for Public Mobilization and Statistics
CBO	Community Based Organization
CBR	Community Based Rehabilitation
CDA	Community Development Association
CIDA	Canadian International Development Agency
CSR	Corporate Social Responsibility
EOJ	Embassy of Japan
GCR	the Greater Cairo Region
GIS	Geographic Information System
GOPP	General Organization for Physical Planning
GTZ	German Agency for Technical Cooperation
HSBC	The Hongkong and Shanghai Banking Corporation Limited
IDSC	Information and Decision Support Center
ILO	International Labour Organization
ISDF	Informal Settlement Development Facility
JICA	Japan International Cooperation Agency
KfW	German Development Bank
MFI	Micro Finance Institutes
MHUUD	Ministry of Housing, Utilities and Urban Development
MOED	Ministry of Economic Development
MOEE	Ministry of Electricity and Energy
MOIC	Ministry of International Cooperation
MOLD	Ministry of State for Local Development
MOSS	Ministry of Social Solidarity
PDP	Participatory Development Programme in Urban Areas
PNA	Participatory Needs Assessment
RoSCAS	Rotating Self-Help Savings and Credit Associations

SDF	Social Development Fund
UN-HABITAT	United Nations Human Settlements Programme
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
UTI	Urban Training Institute

1. Overview of the Survey

1.1. Objective and Background of the Survey

1.1.1. Objective of the Survey

The objective of this survey is to survey the present status of the slum (unsafe) and informal (unplanned) areas in the Greater Cairo Region (GCR), and collect information and data about the policy, programs and projects concerning slum and informal area development/improvement from relevant Egyptian authorities and other active players.

The findings of the survey will be served for formulating the future cooperation plan of JICA in this field.

1.1.2. Background of the Survey

Egyptian government requested Japanese government to assist the development of slum/informal areas in the GCR, having recognized the urgent need to tackle the problems of those areas under the following situations:

- a) Among the 17million GCR inhabitants, according to GTZ, 8 million reside in slum/informal areas;
- b) Under the continuing population growth of the GCR (1.9% population growth annually), living condition of slum/informal areas have been worsened; and
- c) After the rockfall from the towering Muqattam cliffs, importance of safety in slum/informal areas has become recognized wider than before.

1.2. Mission Members

Kenshiro TANAKA	Leader, Representative of JICA Egypt Office
Satoru OBA	Urban Planner, Consulting Engineer
Isa IMAZATO	Community Participatory Development Expert

1.3. Schedule of the Survey in Egypt (7/Nov. – 25/Nov.)

- 1st Week: Discussion with Relevant Egyptian Authorities and Foreign Organizations (MOIC, Cairo and GIZA Governorates, GOPP, ISDF, GTZ, UN-HABITAT)
- 2nd Week Site Visit: Discussion with Foreign and Private Organizations (HSBC, Aga Khan Trust for Culture, CIDA, UNDP)
- 3rd Week Supplementary discussion and Site Visit (including discussion with MOLD and MOSS): Compilation of Survey Findings (or a summary report): Sharing the Findings with Egyptian Side (report to MOIC)

Date	Time	Schedule
7 Nov (Sat)	1140	Arrival in Cairo
8 Nov (Sun)	0900	Meeting at JICA Office
	1130	Field Visit to a Deteriorating Area in Boulak, Cairo
	1600	Meeting at Embassy of Japan (EOJ)
9 Nov (Mon)	0930	Meeting with GOPP
	1700	Seminar on Slum Development by GTZ
10 Nov (Tue)	1000	Meeting with GTZ
	13:00	Courtesy Call on Governor, Cairo Governorate
	15:00	Meeting with Advisor on Informal Areas to Cairo Governorate, GTZ
11 Nov (Wed)	11:00	Meeting with Minister, MOIC
	15:00	Meeting with UN-HABITAT consultants
12 Nov (Thu)	0900	Meeting with ISDF
	1100	Courtesy Call on Governor, Giza Governorate
	1530	Meeting with UN-HABITAT
13 Nov (Fri)		Digestion of Information Gathered: Preparation for Further Information Gathering
14 Nov (Sat)	8:00	Site Visit to Unplanned/Unsafe Areas in Cairo Governorate
	11:30	Meeting with a Vice Governor, Cairo Governorate
15 Nov (Sun)	9:00	Meeting with Advisor on Informal Areas to Giza Governorate, GTZ
	11:00	Meeting with a District Chief, Giza Governorate
	11:30	Site Visit to Unplanned Areas in Giza Governorate
16 Nov (Mon)	15:30	Meeting with Advisor on Informal Areas to Cairo Governorate, GTZ
17 Nov (Tue)	10:30	Site Visit to a NGO Activity in Shobra, Cairo
18 Nov (Wed)	10:30	Meeting with Development of Urban Societies, HSBC
	13:30	Site Visit to Unsafe Areas in Giza Governorate
19 Nov (Thu)	10:00	Meeting with Aga Khan
	11:00	Meeting with CIDA
	13:00	Meeting with UNDP
	17:30	Meeting at JICA Office
20 Nov (Fri)		Digestion of Information Gathered: Preparation for Presentation at MOIC
21 Nov (Sat)	9:00	Site Visit to Cemetery Places (including Unsafe Areas) in and around Cairo Governorate; Site Visit to New Cairo (a New Town)
22 Nov (Sun)		Report Writing
23 Nov (Mon)	11:00	Meeting with EOJ
	13:00	Meeting with MOLD
	15:00	Meeting with MOIC
24 Nov (Tue)		Arrangement of Information Gathered: Report Writing
25 Nov (Wed)	10:00	Meeting with MOSS
	13:00	Meeting at JICA Office
	1915	Departure from Cairo

1.4 Methods of the Survey and Major People Interviewed

1.4.1. Survey Methods the Mission adopted

Methods	Organizations interviewed or places visited
1. Interviewing relevant organizations dealing with slum/informal areas	MOIC, MOLD, MOSS, GOPP, ISDF, Cairo Governorate, Giza Governorate, GTZ, UN-HABITAT, UNDP, CIDA
2. Visiting sites of slum/informal areas	Cairo Governorate: Dar El Salam, Stable Antar+ Ezbet Khair Allah, Abul So'oud, El Madabegh, Zenhom, Tal El Aqareb, Darb El-Ahmar, Cemetery places Giza Governorate: Abokatada, El Agouza, Bain EL Sarayat, Eshash El-Sekah El Hadid, Baulak El Dakkor, Giza Bahari
3. Visiting NGOs and private sector working for people in slum/informal areas	Local NGOs, HSBC, Aga Khan Trust for Culture, etc

1.4.2. Major People Interviewed

See Appendix 1.

1.5. Mission Activities after Returning to Japan

After the submission of summary report of the Mission activities in Egypt (7/Nov. – 25/Nov.), the Mission prepared and submitted this final report to the JICA headquarter for discussions on assistance for Slum/informal area development in GCR. The final report will be shared between Japanese and Egyptian sides.

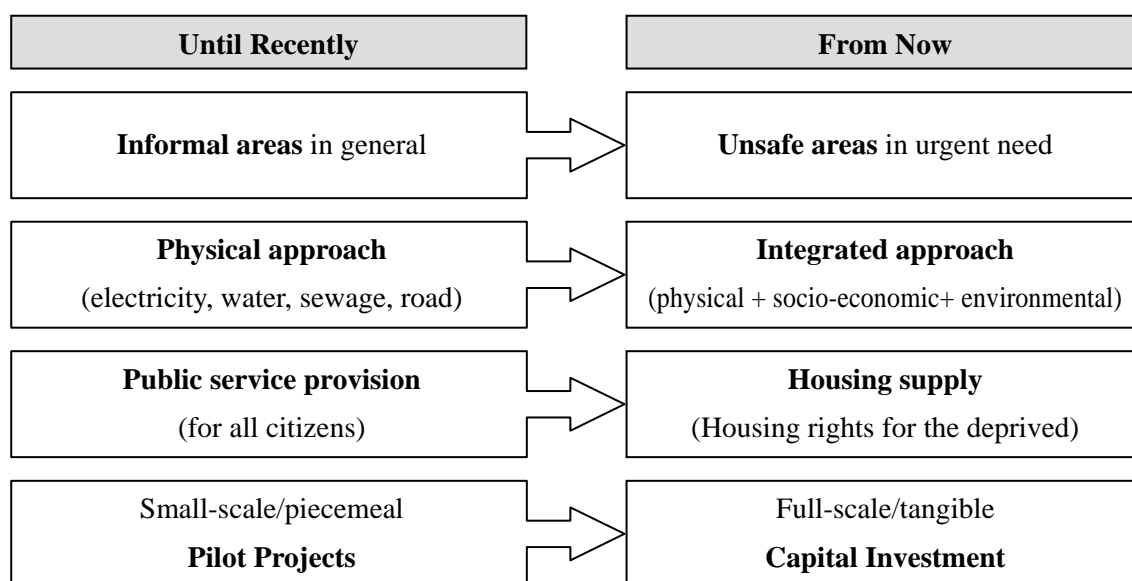
Mission members also orally explained Egyptian government's request for Japanese assistance at a debrief session held in the JICA headquarter.

2. Major Findings of the Survey

2.1. Egyptian Policy on the Slum and Informal Area Development

In 2008, government of Egypt combined the promulgation of Law No.119-2008 (Building Law) and the establishment of Informal Settlement Development Facility (by virtue of the Republican Decree No. 305/2008). It was an epoch for Egyptian history in dealing with the development – including renewal, upgrading, and rehabilitation -- of slum/informal areas.

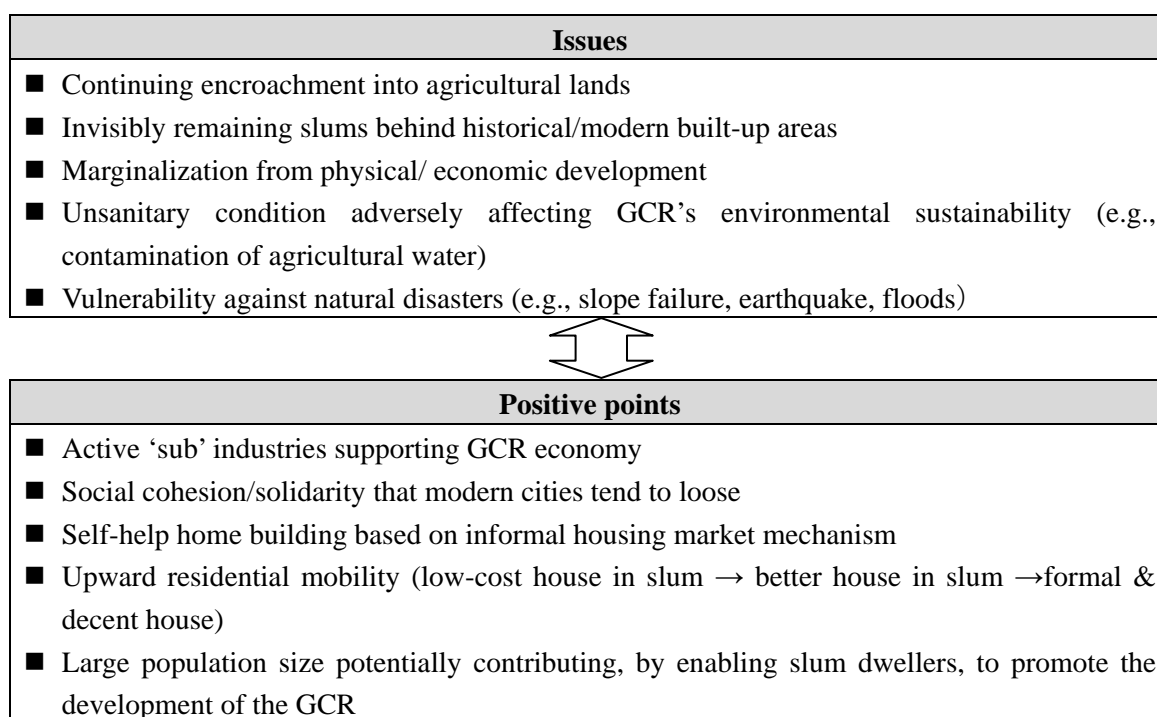
The mission recognized that Egyptian Government's priority issues in dealing with slum/informal areas have changed before and after the year (see the figure below).



2.2. Present Situations of Slum/Informal Areas in the Greater Cairo Region (GCR)

2.2.1. Macro/GCR-Level Situations

Through the interviews with relevant people and the site visits, the mission identified positive points (or potentials) of GCR slum/informal areas as well as issues (or problems) from the perspective of macro-level urban planning (see the figure below). The mission considers that utilizing the positive points, in addition to tackle the issues, is important for the development of the slum/informal areas.



2.2.2. Micro/Community-Level Situations

The survey team also identified issues and positive points (or potentials) of GCR slum/informal areas from the perspective of micro-level community development -- encompassing both physical and socio-economic aspects -- as follows:

Issues	Positive points
<ul style="list-style-type: none"> ■ Variety of the living situation needs various approaches to upgrade 	<ul style="list-style-type: none"> ■ Evaluation of slums conducted by the Government
<ul style="list-style-type: none"> ■ Poor Infrastructures (e.g. road, sewerage) in some areas 	<ul style="list-style-type: none"> ■ High-ratio accessibility to water supply and electricity
<p>Limitation in number of beneficiaries of housing redevelopment project (Less population density)</p>	<ul style="list-style-type: none"> ■ Model housing projects
<ul style="list-style-type: none"> ■ Residential buildings in danger of collapsing 	<ul style="list-style-type: none"> ■ Progress in rehabilitation of houses under plural donors' participatory development programs
<ul style="list-style-type: none"> ■ Necessity of assistance for improvement of socio-economic activities (e.g., skill training, financial support) 	<ul style="list-style-type: none"> ■ Various small scale enterprises in the areas / Customers who visit from outside
<ul style="list-style-type: none"> ■ Community participation is yet to be improved 	<ul style="list-style-type: none"> ■ Solidarity among communities / Assistance by NGO and private sector / Available community facilities (e.g., youth center, nursery)
<ul style="list-style-type: none"> ■ Necessity of protection measures (e.g., child labors, ID Card) 	<ul style="list-style-type: none"> ■ Actions have been taken by some projects
<ul style="list-style-type: none"> ■ Issues what we could not confirm <ul style="list-style-type: none"> ➢ Drug issues; ➢ Unemployed youths; ➢ Situation of vulnerable community (e.g., persons with disability); and ➢ Solid waste management 	<ul style="list-style-type: none"> ■ Coordination or network among stakeholders (Projects to tackle with the issues have been implemented)

2.3. Egyptian and Foreign Assistance for Slum/Informal Area Development

As the result of the survey, it has been confirmed that following projects have/had been implemented for slum/informal area development. It has also been confirmed that most international/foreign assistance projects have been an effort to introduce and disseminate integrated approach which is new to Egypt.

- Donor/international organizations, represented by GTZ and UN-HABITAT, have supported the government's effort for slum upgrading with community participatory approach. UN-HABITAT completed the project two years ago, while GTZ is going to terminate its Participatory Development Programme in Urban Areas (PDP).
- USAID provides financial assistance for ISDF.
- International NGOs and private sector entities, such as Aga Khan and HSBC, have assisted improvement of living standard.
- Micro finance project conducted under the SME (Small Medium Enterprise) Development funded by CIDA covers slum and informal areas also. The project is implemented in collaboration with NGOs.
- Local NGOs assist people in the areas by providing charity and social services.

2.4. Challenges for Slum/Informal Area Development

2.4.1. Macro/GCR-Level Challenges

Mainly through a series of discussion with relevant people, the mission identified the following challenges to be tackled as macro-level planning issues. It should be noted that such challenges include the utilization of self-development power/energy possessed by GCR slum/informal areas.

- Containment of unplanned areas' encroachment into agricultural lands
 - Tightening of regulations on farmland diversion, land development and building construction
 - Formation of proper urban structure attracting current/potential slum dwellers to adequate housing location
- To conclude discussion on 'Relocation of slum dwellers to decongest Cairo'
 - concluding discussions related to a) legitimacy/effectiveness of relocating slum dwellers to suburbs, and b) proper ways of rebuild their lives after relocation
- Improvement of public service systems
 - e.g., better water supply by the improvement of management engineering
 - better public transport service access by linking subway, bus and informal-transit (minibus, tuktuk, etc.) systems
- Preparedness against natural disasters
 - Countermeasures for areas subject to disasters (e.g., by setting-back buildings where subject to slope failure; raising awareness of residents; etc.)
- Utilization of slum areas' self-development mechanism
 - Proper recognition of informal economy and social solidarity; their utilization for urban development; review of public-sector intervention areas/methods
- Capacity building in the operation of integrated approach
 - Continued capacity building of governmental organizations (both central and local) based on the past/present efforts made by UN-system, GTZ and others

2.4.2. Micro/Community-Level Challenges

The key findings of the mission as micro-level community development challenges -- or challenges that should be tackled at each neighborhood for development -- are as follows:

- Clear explanation on responsibility in slum /informal area development
 - Central government ⇒ policy making
 - Local governments ⇒ implementation
 - Community ⇒ role as the owner of each area
- Avoidance of applying uniform model
 - Addressing each community's real needs which are identical
 - ⇒ Further promotion of Participatory Needs Assessment method
- Reduction of left-out areas from infrastructures improvement
 - Water supply, sanitary facilities, roads, etc.
 - Community participation in renovation/rehabilitation/construction of community facilities and houses
- Consensus making on relocation/reconstruction with participatory approach
 - Trust building (succeeding the achievements made by UN-system, GTZ and others)
- Sustainable maintenance system
 - Community participation to keep public spaces (e.g., roads and parks) clean
 - Community's sense of responsibility to prevent the public spaces from being encroached by someone else
- Promotion of socio-economic activities
 - Entrepreneurship (skill training, micro finance program)
 - Programs for children and the youth (e.g., sports, cultural activities)
 - Women's activities (e.g., health awareness, cooperation to develop nurseries)
 - Programs for the elderly and persons with disability (social inclusion)
 - Solid waste management in collaboration with community and local NGOs
- Networking among stakeholders
 - Continued effort for trust building among stakeholders succeeding the pathfinders including UN-system, GTZ and others
- Capacity buildings of stakeholders
 - Development of suitable participatory approach in conformity with Egyptian context
- Exchange with other countries' experiences

3. Policies on Dealing with Slum and Informal Areas in Egypt

3.1. Definition and Legal Status of Slum/Informal Areas

The Informal Settlements Development Facility (ISDF) -- established under the Cabinet of the Arab Republic of Egypt by virtue of the Republican Decree No. 305/2008 to develop informal settlements areas (or slum and informal areas) all over Egypt -- determined the standards for categorizing the areas into unsafe and unplanned areas, referring to the international conventions/models (with special reference to the ones developed by UN-HABITAT). Here, ‘unsafe areas’ were defined as what corresponding to the international model of ‘slums’.

Specifically, in an ISDF’s document entitled “Standards of Categorizing the Unsafe Areas”, unsafe and unplanned areas are defined as follows:

Informal settlements areas	Unsafe areas	The areas which include 50% or more of residential buildings which the unsafe standards are applied on.
	Unplanned areas	The safe areas which were not established using the urban planning tools (i.e., using the detailed plans, the land allocation schemes, or subject to the construction and planning conditions).

Source: unofficial English translation by the JICA Data Collection Survey Mission

In the same document, unsafe areas are classified into the following four sub-categories, according to the degree of danger:

1. First Degree	<p><u><i>The areas which threaten the human life, which are:</i></u></p> <p>1.1 The areas which are exposed to the slipping of stone masses from mountains.</p> <p>1.2 The areas which are exposed to floods.</p> <p>1.3 The areas which are exposed to the railways accidents.</p>
2. Second Degree	<p><u><i>The areas which consist of houses that:</i></u></p> <p>2.1 Construction elements of walls, floors, or ceilings which were built using the building material remaining.</p> <p>2.2 The facilities wrecked or cracked.</p> <p>2.3 A facility built on lands specified for dumpsters.</p>
3. Third Degree	<p><u><i>The areas which threaten the public health:</i></u></p> <p>3.1 Where there is no clean water or improved sewerage in the area.</p> <p>3.2 Falling under the effect of the heavy industrial pollution.</p> <p>3.3 Built under the aerial electricity networks.</p>

4. Fourth Degree	<p><i>The areas which their residents lack stable acquisitions, and the lands are divided into:</i></p> <p>4.1 The areas on the State lands.</p> <p>4.2 The areas on sovereign authorities' lands.</p> <p>4.3 The areas on endowment lands.</p>
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Source: unofficial English translation by the JICA Data Collection Survey Mission

The ISDF's classification of unsafe and unplanned areas has a legal basis in Building Law 119/2008 (or the new planning law), which stipulates: 're-delineation areas' (Article 24) including unsafe areas, and 'un-delineated areas' (Article 25) corresponding to unplanned areas. According to the relevant articles of the law, referred below (Box 3.1), both areas are waiting for physical improvement.

Box 3.1. Articles No. 24 and 25 of the Building Law 119/2008

<p style="text-align: center;"><u>Re-Delineation Areas</u></p> <p style="text-align: center;">Article No. (24)</p> <p>Without prejudice to the provisions of Law No.10 of 1990 on the expropriation of the properties for public utility, the administrative body authorized with planning and organization shall announce the re-delineation areas, to be identified by the general strategic or detailed plan, as approved by the Supreme Council for Urban Planning and Development upon the proposal of the competent governor subject to land section uses alteration. The identification of such areas as well as the procedures to be taken in this regard shall be made as per the bases and standards listed in the executive regulations hereof.</p> <p>The competent governor shall issue a decree stating such areas - that are deemed of a special nature - and the procedures to be followed together with identifying the priorities of preparing the renovation and improvement projects at such areas.</p> <p>The administrative body authorized with planning and organizing shall - by virtue of the abovementioned announcement - negotiate with the owners of the properties within the re-delineation area to design a plan for its division and redistribution of the ownership of the same, in accordance with the steps and procedures identified by the executive regulations hereof.</p> <p>Should no agreement be reached with of any of the property owners within the area, the Supreme Council for Urban Planning and Development shall - upon the proposal of the competent governor - issue a decree to expropriate the properties at the public utility area in order to re-plan the same. The Council shall then determine an amount against the property expropriated according to the specified kind of using the expropriated land section. The owners shall have the following alternatives:</p> <p>1- Collect compensation based on their shares in the land sections of the area, upon the issuance of the expropriation decree based on the estimated value of the land section before implementing the re-delineation project, as identified by the Supreme Council for Urban</p>
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Planning and Development.

2- Collect compensation after implementing the re-delineation project and selling the new parcels - based on estimating the share of the expropriated land section from the total value of the parcels in the area at their new value after excluding the land sections that were allocated for both the roads as well as public services and deducting the costs of implementing the project.

Procedures followed in preparing and approving the detailed plan project for the town or the village shall apply with regard to preparing and approving the renovation and improvement project at the re-delineation areas.

The government shall provide other housing units for occupants other than owners or those exercising their activities before the commencement of the execution.

The executive regulations hereof shall identify the executive procedures and programs necessary to realize such purpose.

Un-delineated Areas

Article No. (25)

The administrative body authorized with planning and organization shall announce the un-delineated areas - identified in the general strategic or detailed plan, as approved by the Supreme Council for Urban Planning and Development upon the proposal of the competent governor as being areas subject to improvement and development. The exclusive regulations hereof shall set out the bases and the standards of identifying such areas and the way of dealing therein. The competent governor shall issue such announcement.

In cooperation with the local popular council and civil society representatives, the administrative body authorized with planning and organization shall identify the most important projects required for the improvement of the area and determine priorities thereof in light of the state financial resources allocated for such purposes as well as the resources available from local contributions or any other bodies.

The administrative body authorized with planning and organization shall design the development and improvement plan for the area. The same steps followed in the preparation and approval of the detailed plan shall be followed in preparing and approving the improvement plan for the un-delineated area.

Rules and procedures stipulated with regard to the re-delineated areas prescribed in Article No. 24 hereof shall apply on the procedures of negotiating with property owners and on issuing the expropriation decrees for public utility to realize the purposes of improvement and development.

Source: unofficial English translation by the JICA Data Collection Survey Mission

3.2. Existing Urban Planning Measures to Deal with Slum/Informal Areas

Various governmental interventions exist as planning countermeasures to improve the situations of slum and informal areas in Egypt or Cairo and Giza Governorates. Representatives of them are:

- a) Renovation/improvement projects stipulated in the Building Law 119/2008 and its Executive Regulations;
- b) A series of ISDF tasks established and started off recently;
- c) Tasks of the Ministry of State of Local Development (MOLD) from the early 1990s;
- d) Strategy formulation by the General Organization for Physical Planning (GOPP), Ministry of Housing, Utilities & Urban Development(MHUUD);
- e) Undertakings by Cairo Governorate; and
- f) Undertakings by Giza Governorate.

This section 3.2 outlines the above-listed interventions.

3.2.1. Renovation/improvement projects stipulated in the Building Law 119/2008 and its Executive Regulations

Following the Articles No. 24 and 25 of the Building Law 119/2008 (see 3.1), Executive Regulations of the Law (Decree 144/2009) stipulates: how to identify re-delineation/unsafe and un-delineated/unplanned areas; and how to proceed with the renovation/improvement of such areas including the negotiation with land owners (Box 3.2).

Box 3.2. Chapter 5, the Executive Regulations of Building Law 119/2008 (Decree 144/2009)

<p>Chapter – 5</p> <p><u>Re-Delineation Areas and Un-delineated Areas</u></p> <p>Article No. (64)</p> <p>Re-delineation areas, upon which the provisions of the Law apply and by the manner approved by the Council, shall be specified according to the general strategic plan of the town, village or the detailed plan and according to the following principles and standards:</p> <ul style="list-style-type: none">- The area shall be one of the projects of top priority approved by the competent bodies and officials and included in the strategic plan as areas whose usage has changed according to the output of the general strategic plan of the detailed plan in this context.- The usage of such land section shall benefit such land sections as a result of the modification and shall benefit the administrative entity, within which the concerned area is located. In addition, it shall benefit the whole people of that area of village or town.- The modification of usage shall maximize the benefits gained by the people of the town and the area. The said modification shall contribute to implementation of the general
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strategic plan and the results thereof.

- There should be a mechanism for implementing the modification.

Article No. (65)

The same procedures of preparing and approving the detailed plans shall apply to the areas included in the general strategic plan of the town, village or the detailed plan of the re-delineation areas to be allocated and indicated pursuant to the decision of the competent governor and as approved by the Council.

Article No. (66)

The procedures of negotiation with the mortgage and land section owners within the area of the modification of usage and re-delineation shall be as follows:

- The violations within the area shall be determined by the competent authorities.
- According to the description of the re-delineation areas, issued by the competent governor and approved by the Council, the same shall be declared at the administrative entity to which the area is subject, by describing the modification area, its borders and its areas in order to submit the documents evidencing ownership of such land sections and the same property (notarized contract) within one month from the date of the statement.
- The administrative entity shall conclude an agreement between the owners desiring the same to redistribute the properties according to the results of the re-delineation works within the same areas and according to the shares of utilization specified in the plan.
- The administrative entity shall carry out the expropriation of property procedures in order to re-delineate the owners who are not willing to participate in the redistribution of property and shares, according to the procedures of property expropriation and the specified compensations as stipulated in Law No. 10 of 1990 as regards misappropriating the ownership of real property for public utility.
- The administrative entity shall carry out an inventory of the units of occupants of the re-delineation area, apart from the owners, to provide an alternative dwelling unit or business, with due consideration to providing an alternative dwelling unit or business at the same level and the same area.

The administrative entity shall provide a temporary dwelling unit or business for them until an alternative dwelling unit is prepared or pay an appropriate lease value until the final transfer to the new dwelling unit or business.

In addition, the General Department of Urban Planning and Development of the competent government shall carry out the necessary procedures to prepare and approve the re-delineation project with the same procedures used in preparing and approving the detailed planning project of the town or village.

Article No. (67)

The governor shall set up a committee to enumerate and negotiate with the owners within the area of re-delineation of the town as follows:

- Town council or district president (president).
- Representative of the Real property Tax Administration.
- Representative of the Notarization Administration.

- Representative of the Cadastral Survey Authority.
- President of the Local Council of the town.
- Three of the public figures of the project area.

In case of a village, the Committee shall consist of the following:

- President of the Administrative Authority (president).
- Representative of the Notarization Administration.
- Representative of the Cadastral Survey Authority.
- Representative of the Agricultural Cooperative.
- Chairman of the Local Council of the Local Unit.
- Mayor of the village.
- Three public figures of the project area.

Each committee may seek the help of any persons it deems necessary to carry out its works.

Article No. (68)

The Negotiation and Monitoring Committee shall carry out the following:

- To enumerate real property within the project area and the name of the occupants and owners.
- To review title deeds.
- To review the documents of the occupants.
- To review the existing violations.
- To initially negotiate with the owners and occupants in light of the stipulations of the Appraisal Committee mentioned in the following article.

The Committee shall prepare an initial report signed by all of the members of the Committee. The said document shall be submitted to the governor to determine, in light of the same, the priorities of dealing with the area.

Article No. (69)

Appraisal Committee

The competent governor shall assign the appraisal works to one or more appraisers or to a committee of authorized real-estate appraisers at the Mortgage Finance Authority to carry out the following:

- To inspect the site of the project.
- To prepare appraisal maps.
- To prepare advisory report to appraise the total value of compensation to the owner according to the real property condition within the area.
- To appraise the share of the property according to the detailed planned project prepared by the advisor or the expert.

When reaching a result of appraisal, it should be submitted to the governor to announce the result and paste the same in an apparent place at the Governorate General Divan and the head-quarter of the competent administrative body as well as any other place the governor deems necessary to paste the placard on.

Article No. (70)

In case the governor selects the area as a re-delineation area that is given priority and in case it

is approved by the Council, the following tasks shall be assigned to the Negotiation Committee:

- To invite the owners of the area to a general meeting to identify the negotiation methods, provided that the meeting shall be carried out according to one of the following two options:
 - 1- To provide a financial compensation before the execution of the re-delineation project.
 - 2- To wait until the completion of preparing the re-delineation and the payment of the corporeal or material compensation after the execution of the project.
- An agreement shall be reached with each one of the owners, who do not accept any of the two previous options.
- A report should be prepared containing the results of the negotiations and be submitted to the competent governor.

Article No. (71)

The principles and standards specifying the un-delineated areas, which are subject to improvement and development and mentioned in the advertisement issued by the competent governor and authenticated by the Council, are the same ones related to specifying the re-delineation areas mentioned in the previous article.

The General Organization for Planning and Urban Development at the concerned governorate shall develop a plan for development and improvement at the area according to the procedures of preparing and approving the detailed plan.

The administrative entity shall negotiate with the owners of the real property and the vacant land section according to the procedures mentioned in the negotiation with the owners of the re-delineation areas.

Source: unofficial English translation by the JICA Data Collection Survey Mission

3.2.2. A series of ISDF tasks, established and started off recently

Basic responsibilities and operational forms of ISDF is defined in the Presidential Decree 305/2008 (Box 3.3).

Box 3.3. Extract from Presidential Decree No. 305/2008 for founding ISDF

Article No. "2"

ISDF aims to enumerate, develop, and promote the informal areas, in addition to developing the necessary plans for their urban planning, supplying them with the basic utilities, including water, sewerage, and electricity. ISDF shall carry out its function by coordinating with the competent ministries, authorities, and local management units, and these bodies shall provide the necessary information, experiences, and support.

(omit the last part of the Article)

Article No. "3"

The management of ISDF shall be undertaken by a Board of Directors formed and headed by the State Minister for Local Development, and the membership of six members representing the

Ministries of Finance, Power and Electricity, International Cooperation and Economic Development, Social Solidarity, Housing, Urban Development and Utilities, three experts, and three representatives for the civil society institutions, the business sector, and non-governmental associations, to be chosen by the Prime Minister.

(omit the last part of the Article)

Article No. "4"

The Board of Directors of ISDF is deemed as the dominating authority for its affairs and administration, and it is entitled to take the decisions that it views as necessary to achieve the purpose it is established for, and particularly the following:

- 1- Enumerating the informal areas in all the regions of the Arab Republic of Egypt by cooperating with the Governorates.
- 2- Categorizing the informal areas through technical committees to determine the cooperation method and enumerating the unsafe areas.
- 3- Setting the general policy for developing and promoting the unsafe areas.
- 4- Supervising the development of urban plans for the informal areas in pursuance with the provisions of Construction Law, and supplying it with the basic utilities.
- 5- Developing a plan for promoting the informal areas according to the urban schemes, in addition to giving the priority to remove the unsafe areas.
- 6- Following up the execution of the urban development plans for the squatters, in cooperation with the Governorates and the civil society associations.
- 7- Encouraging the civil society and the business sector to contribute in kind and money for the development of the informal areas through ISDF.
- 8- Enumerating the facilities and units established in the unsafe areas by coordinating with the competent authorities.
- 9- Developing a plan to remove the buildings and facilities established in the unsafe areas, in which the safety and security conditions are not fulfilled, particularly those relevant to security, fire, collapsing, and evacuating their residents.
- 10- Following up the process of providing sheltering for the evacuated people, whether for safety or security considerations, or for planning the area urbanely.
- 11- Coordinating with the administrative authority competent with organization to take the necessary actions to stop or correct works carried out in the informal areas.
- 12- Informing the competent administrative and judicial authorities to take all the legal actions when the competent technical committees find unsafe facilities in which the security and safe considerations do not exist.
- 13- Preparing periodical reports about the results of the competent technical committees works to take the actions necessary for developing and promoting the unsafe areas.

Article No. "9"

The resources of ISDF consist of:

- A. The approbations allocated thereto in the Public Budgeting.
- B. The loans made for the benefit of ISDF.
- C. The aids, grants, donations and recommendations accepted by the Board of Directors

of ISDF.

D. The investment revenues of ISDF amounts.

E. Any other legally determined resources.

Source: unofficial English translation by the JICA Data Collection Survey Mission

According to ISDF's "Referential Guide: Developing the Work Plan of the Informal areas Development Project" (October 8, 2009), a series of tasks of ISDF is explained as follows:

- The Informal Settlements Development Facility (ISDF), established under the Cabinet, has determined the standards for categorizing informal areas into unsafe and unplanned areas. It also sets development policies that ensure the residents rights, and takes into consideration their living conditions and providing job opportunities in particular. The task of ISDF is restricted to setting a comprehensive vision to develop unsafe and unplanned informal areas, as well as developing a national work plan to promote the informal areas, with giving the priority to the unsafe areas, managing the financing of development projects, and following up their implementation in coordination with the civil associations. The main aim of ISDF is to contribute in ensuring safe residential areas in the Egyptian towns.
- ISDF is mainly concerned with financing the informal areas developing projects as a central activity implemented according to the request of the local authorities, as the requests are approved according to the development priorities. The obtainment of the finance requires several procedures, the most important of which is the development of a work plan for the development project through which the participating authorities, proposed activities, and the time and place frame of this plan are determined, in order to enable ISDF and the civil society to continue executing these activities.

Preparation of the above-stated work plan for each slum/informal area development project is conducted by ISDF's development partners in the local society. In each local society, a facilitation committee is formed, for the preparation, to represent the development partners headed by the Governor, and the membership of the local society representatives (non-governmental associations or representatives from the peoples' local leaderships), an envoy from ISDF, and the Governorates' consultant who develops the work plan.

The work plan formulation procedure is the composite of five main stages:

- 1- observing the status quo and setting the development strategy;
- 2- preparing the development scheme and the primary designs;
- 3- developing the execution time schedule;
- 4- developing the financial scheme; and

- 5- developing the cooperation agreement draft between the contributing entities in executing the project in order to pave the way to sign it and start the executive activities.

The work plan maker shall submit the work plan report after completion of working out the urban plan, schedule and financial plan. The report, consisting of the contents below (Box 3.4), is regarded as the main document required to obtain the finance from ISDF.

Box 3.4. Contents of a Work Plan (citation from the ISDF's Referential Guide)

The informal area development work plan consists of the following elements:

- Contents
- Figures and tables indexes.
- Executive summary

Chapter one: Monitoring the Status Quo and Working Out the Development Strategy:

1) Monitoring the Status Quo:

- General description of the governorate and the city.
- General description of the unsafe area and its surroundings.
 - The city general scheme
 - The site detailed scheme.
 - The prevalent economic activities and their relationship to the neighborhood and the city.
 - The available social services.
 - The governmental public utilities.
- The Site Description:
 - The lands ownership and possession (the titled deed shall be attached)
 - Cadastral survey of the site boundaries.
 - The planning and constructional conditions of the site.
 - Gathering information on utilities networks.
 - Enumeration of the vacant and free spaces.
- Urban Survey:
 - Enumeration and numbering of the establishments.
 - Enumeration of the buildings heights.
 - Determination of the building structural cases and indicating the following:
 - Buildings requiring demolition
 - Buildings requiring renovation.
 - Buildings requiring maintenance.
 - Determination of the buildings types (cottages and slums, etc.)
 - Religious and service establishments at the site.
 - Number of the residential and commercial units, etc.
 - Enumeration of the residential units in respect of space, number of rooms and

services.

- Enumeration of the residential units in respect of possession and its possessor.
- Economic and social counting and counting the families' needs at the site:
 - Enumeration of the number of the families at the region.
 - Enumeration of the skills, craft or profession of the family members.
 - Enumeration of the families' needs in the area.
 - The prevalent social circumstances and issues in the area.
 - Enumeration of the prevalent economic activities and crafts at the site.

2- Working out the Development Strategy:

- The Proposed Development Strategy for the Region:
 - The vacant lands available for development in the area and its surroundings and at the city level.
 - Alternatives of the site development (compensation and evacuation, the site development, development at new site with compensation, development through sites, etc.).
 - Evaluation of the site development alternatives as regards the value added from development.
 - Types of the planned possessions.
 - Sheltering plan during development and guaranteeing rendering the main services for the family.
 - Economic Development plan.
 - Social Development plan.
 - Institution and abilities development plan.
 - Demolition plan and disposal of the site debris.
 - Lands and urban vacant areas protection plan in general.
 - Establishments' maintenance plan during and after development.

3- Environmental Impact Evaluation Studies:

- Environmental/Social/ Economic Evaluation:
 - Impact on population and job opportunities.
 - Opportunities and environmental risks.
 - Opportunities and social risks.
 - Opportunities and economic risks.
 - Opportunities and risks on the local establishments.
 - Impacts and benefits on woman, youth, children and old people.

Chapter Two: Development Plan and Preliminary Designs:

- Urban Scheme of Development Area:
 - Reviewing the general scheme of the city and the planning conditions (if any).
 - Reviewing the detailed scheme of the development area (if any).
 - Preliminary planning of the lands partition and their conditions.
 - Utilities plan of the site and linking it to the surrounding area.

- The urban indexes of the urban plans.
- Development Phases:
 - Phases of exploiting the vacant land potentials to start the units' construction works.
 - Providing the alternative whether at the residential level or the activity before starting any demolition works.
 - Determination of demolition, phase replacement programs of the area at the level of each phase, separately.
 - Preparing (temporary) units and kiosks for practicing the economic activities for the area inhabitants.
- Urban Design:
 - Preliminary design of the residential units.
 - Preliminary design of the residential establishments.
 - Preliminary design of the commercial units.
 - Preliminary design of the service establishments.
 - Urban indexes of the urban designs.
- Participating Entities:
 - The technical and administrative abilities.
 - The institutional arrangements.
 - The entities participating in studying and executing the development works.
 - The entities participating in supervising and following up the execution works.

Chapter Three: Execution Program:

- Consultative team
- Schedule of execution and it includes the following:
 - The legislative frame amendments (example: The Governor's decisions).
 - The institutional frame amendments (example: establishing the project department).
 - Consultative studies.
 - Monthly proposed development works and society development activities indicating the entity competent with the works.
- The necessary executive documents.
- Determining the procedures of assigning works.
- Schedule of units handover.
- Operation and maintenance program.

Chapter Four: Financial Plan:

- Market Evaluation:
 - Evaluating application for residential or commercial units in the city and the expected sale prices.
 - Evaluating the value of the assets of the new urban development works based on the prices of lands, residential and commercial units.
 - Evaluating the organizational determinants whether they are legal or political.

- Evaluating the financial, technical and institutional abilities.
- The Available Financial Resources:
 - Evaluating the current assets value according to the prices of lands, residential and commercial units in the region before development (valuation committee).
 - Evaluating the available finance and its encumbrances of local sources, grants, loans, financing facilities, etc. before starting the development works.
 - Evaluating the value of the remaining assets of the vacant lands due to conducting development works in the region.
- Evaluating the Total Value of the Development Cost:
 - Evaluating the cost of the inhabitants sheltering until completing the development works (if necessary).
 - Evaluating the cost of demolition and site demobilization.
 - Evaluating the required compensations.
 - Evaluating the construction works value.
 - Evaluating the cost of the proposed societal development.
- Financial Deficit:
 - Evaluating the financing gap.
 - Description of the strategy of bridging the financing gap (financial support from development consequential sources).
 - Description of the project cash flow.
- Added Value:
 - Calculating the value added from development works after redeeming the loans costs and encumbrances.
 - Determining the share of the development stakeholders, the inhabitants and local administration, in the added value.
- Evaluating the Financial Risks:
 - Determination of the available financing guarantees.
 - Evaluation of the project economies risks.
 - Mechanisms of the final financial settlements.

Appendixes:

The special detailed documents include the following:

- 1) Cadastral survey of the site boundaries.
- 2) Map of the vacant lands available for development.
- 3) Map of the establishments which shall be maintained.
- 4) Urban, economic and social enumeration.
- 5) Preliminary planning of the development site.
- 6) Preliminary design of the residential establishments and units.

Source: unofficial English translation by the JICA Data Collection Survey Mission

3.2.3. Tasks of the Ministry of State of Local Development (MOLD) from the early 1990s

After the establishment of Social Fund for Development by the Presidential Decree No. 40 of 1991, MOLD has applied it for the physical improvement (i.e., provision of electricity, water and sanitation) of slum/informal areas from 1993 to the present. The effort of such physical improvement is highly appraised by the UN-HABITAT by stating that ‘Egypt is one country that managed to dramatically decrease slum incidence by investing heavily in water and sanitation’ (in *The State of the World’s Cities Report 2006/2007*).

MOLD’s current tasks concerning the improvement of slum and informal areas are defined in the Presidential Decree 280/1999 (Box 3.5).

Box 3.5. Tasks of MOLD concerning Slum/Informal Areas (extracted from the Presidential Decree No. 280 of 1999)

Issued the following decree:

(First Article)

The Ministry of Local Development shall work on achieving the following objectives:

- To coordinate the different efforts exerted for the development of local communities and local administrative units in all Egyptian governorates.
- To participate with concerned ministries, governorates and other institutions in the development and promotion of local administrative units.
- To contribute in the economic and social plan in cooperation with governorates.

(Second Article)

In order to achieve its goals, the Ministry of Local Development shall be responsible for the following:

(snip)

4. Participating with governorates in the following:

- a. Taking record of the economic and social conditions in villages, small towns, poor districts, and slums*.
- b. Preparing projects required for the promotion of service level in the aforementioned areas (drinking water, sanitation, electricity, roads, schools, healthcare units, and public cleanness).
- c. Preparing projects required for promoting the economic situation in the aforementioned areas, setting their priority and determining the benefits of each project, the period required for its execution, and finance programs.
- d. Determining the goal to be achieved with regard to the growth in population on the level of villages, small towns, and slums, as well as preparing programs to help the achievement of this goal.
- e. Putting together the governorates' projects, and determining the suitable sources for their finance.

(snip)

7. Creating a central database for villages, small towns, poor districts, and slums (including the state of population, social state of services, natural resources - problems and challenges). This database shall be prepared on the base of those data recorded in the database of each village and district.

(snip)

12. In coordination with the concerned entities and experts, conducting studies and researches on local development and slums upgrading and working towards reducing the recurrence of them.

(omit the rest)

* In this English translation, a word 'slums' is a synonym for 'slum and informal areas'.

Source: unofficial English translation by the JICA Data Collection Survey Mission

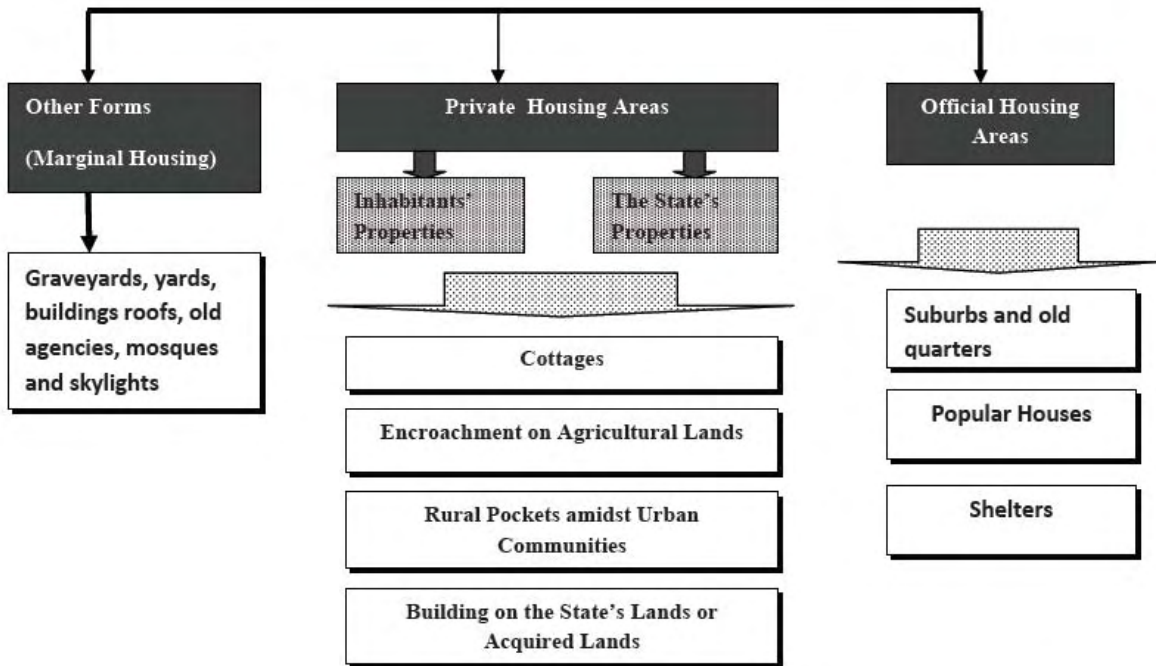
3.2.4. Strategy Formulation by the General Organization for Physical Planning (GOPP), Ministry of Housing, Utilities & Urban Development

As the national planning agency, GOPP drew up "A National Strategy for Slum/Informal Areas Upgrading by Proposing Comprehensive Introduction to Improve the Living Standards and Control the Further Proliferation of Informal Areas".

In the Strategy, GOPP categorizes slum/informal areas according to development pattern, among others, landownership, building forms (Figure 3.1), and identifies the main types of slum/informal areas in Egypt as follows:

- 1) Cottages
- 2) Highly deteriorated and distinguishably located pockets inside the cities
- 3) Areas built on agricultural or desert land at the edges of the cities, which can be sprawled
- 4) Unregistered areas built on the state's land with no guarantee for acquisition
- 5) Unregistered areas built on agricultural lands, operating unofficial activities
- 6) Areas suffering from environmental hazards

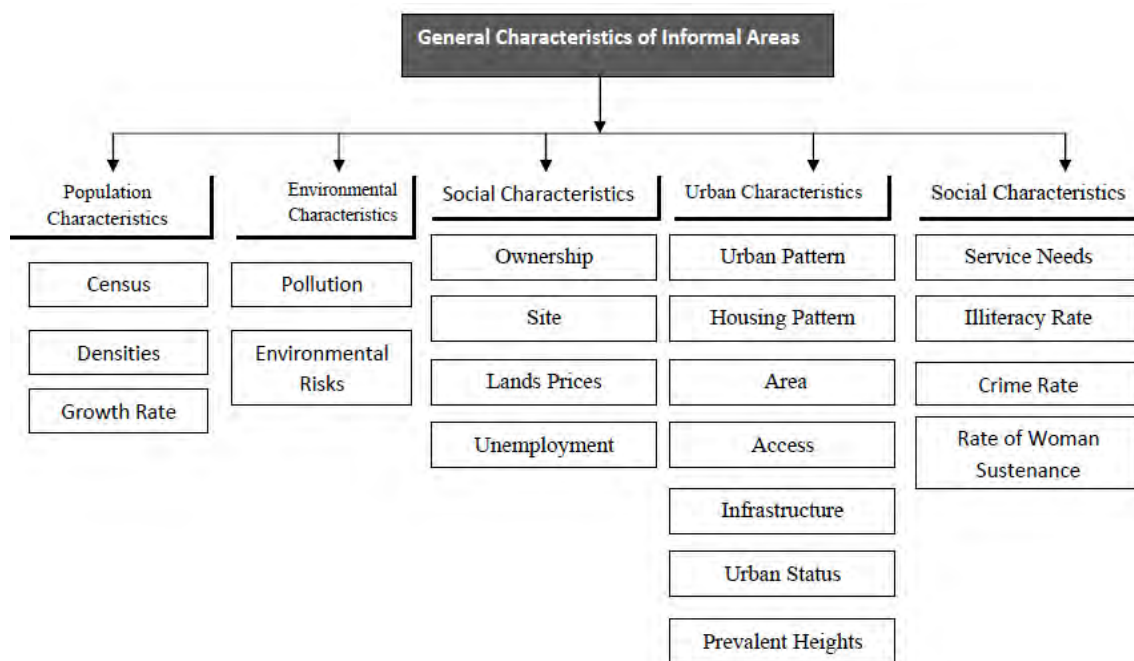
Figure 3.1. Categorization of Slum/Informal Areas by GOPP



Source: unofficial English translation by the JICA Data Collection Survey Mission

The Strategy presents a framework of how to grasp the general characteristics of slum/informal areas (Figure 3.2), and mentions about the signs of deterioration in those areas (Figure 3.3).

Figure 3.2. A Framework to Grasp the General Characteristics of Slum/Informal Areas Presented by GOPP



Note: In this chart, 'Informal Areas' correspond to 'Slum/Informal Areas'.

Source: unofficial English translation by the JICA Data Collection Survey Mission

Figure 3.3. General Signs of Deterioration Presented by GOPP

Signs of Deterioration in General:

- Irregularity of streets, bad condition, unevenness and zigzag of the roads network, so that the access to their parts is difficult.
- Mixing and overlapping of uses especially in the infectious-disease related professions.
- Deterioration and not finishing of the buildings, so that its condition seems bad.
- Rise in the rate of crowding in one room.
- Extreme deficiency in services and utilities.
- Lack of general culture, disgraceful social conduct and prevalence of illiteracy.
- High rate of crimes.
- Widespread unemployment.
- Lack of privacy



Source: unofficial English translation by the JICA Data Collection Survey Mission

The Strategy presents the following key points of view to work out countermeasures against slum/informal issues:

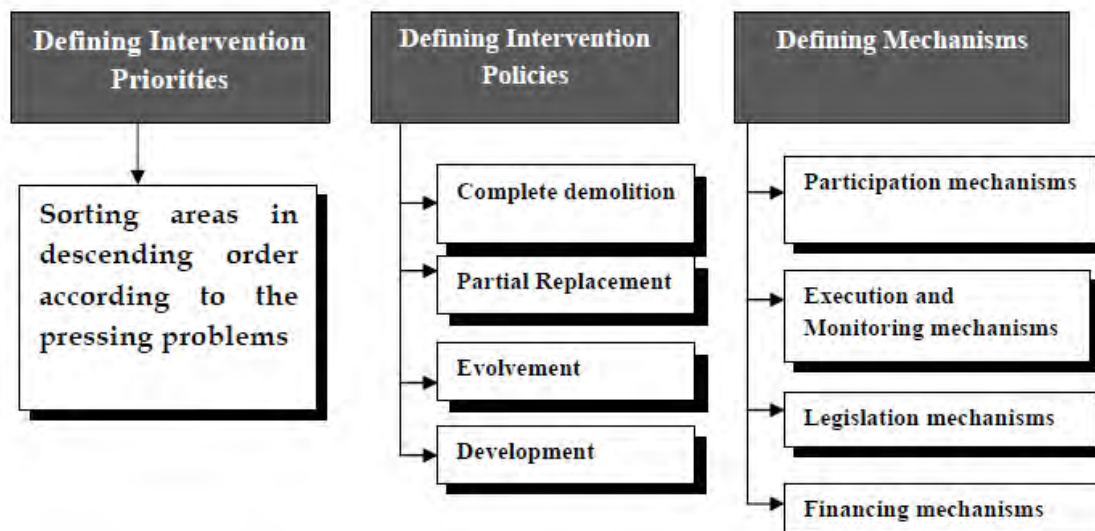
- It is necessary to draw the political support.
- It is necessary to develop basic databases for all the informal areas, the matter that has been started through clear methodology for organizing information.
- Focus should be on the principle of the community participation, partnership in the development process and the necessity of increasing efficiency and the potentials of the localities which will shoulder the responsibility for executing and following up the development processes.
- It is necessary to coordinate among all the concerned entities and development partners.
- Private, registered properties and acquisitions must be respected, as possible.

Source: unofficial English translation by the JICA Data Collection Survey Mission

In the Strategy, a framework of how to intervene in the real situations, with regard to the prioritization, policy forms and implementation mechanisms, is shown (Figure 3.4). Related to this, a scoring method to determine the priority (Figure 3.5), and the following suggestions for action at both governorate- and national-level are presented as well.

governorate-level	national-level
<ul style="list-style-type: none"> <input type="checkbox"/> Collecting maps indicating the development of the urban mass, to determine the rate of the urban sprawl and its directions. <input type="checkbox"/> Reviewing population growth rates in the informal areas and determining the intervention priority of governorates. <input type="checkbox"/> Developing housing programs and providing an alternative for the citizen who endeavors to purchase house at reasonable price. <input type="checkbox"/> Enacting Legislation and regulation aiming at containment of the problem of the informal areas sprawls and prevention of the proliferation of new areas by re-planning and defining the methods of belting areas. 	<ul style="list-style-type: none"> <input type="checkbox"/> Enumerating the informal areas and completing the database nationally. <input type="checkbox"/> Activating the participation of all the concerned entities by formulating work methodology in the form of guide to deal with the informal areas according to their different classifications. <input type="checkbox"/> Liberating from the centralism constraints and adopting the decentralization principle, for participation and backing the localities to upgrade the living standard. Accordingly, it is necessary to organize training programs to increase the workers' efficiency. <input type="checkbox"/> Planning and executing a number of pilot projects for each type of the informal areas, to evaluate the pilot works and redevelop them.

Figure 3.4. Framework of Defining Intervention Priorities, Policy Forms and Implementation Mechanisms, Proposed by GOPP



Source: unofficial English translation by the JICA Data Collection Survey Mission

Figure 3.5. A Method to Determine Priority Presented by GOPP

Parameters/Value	2	4	6	8	10
Census	Less than 1,000	1,001 to 5,000	5,001 to 10,000	10,001 to 20,000	More than 20,000
Services- per capita	deprived	Semi deprived	average	Semi served	served
Rate of good buildings	0 to 20%	21 to 40%	41 to 60%	61 to 80%	81 to 100%
Housing pattern- rate of cement buildings	0 to 20%	21 to 40%	41 to 60%	61 to 80%	81 to 100%
Ownership- rate of inhabitants' properties	0 to 20%	21 to 40%	41 to 60%	61 to 80%	81 to 100%
Crowding rate	more than 5 persons	5 persons per room	4 persons per room	3 persons per room	2 persons per room
Pollution	severe	Over average	average	Under average	Low
The site and access easiness	Special	Semi special	average	Semi marginal	Marginal
Lands prices	More than L.E. 5,000	From L.E. 3,500 to 5,000	From L.E. 2,000 to 3,500	From L.E. 500 to 2,000	Less than L.E. 500
Infrastructures networks	deprived	Semi deprived	average	Semi served	served
Total	20				100

Source: unofficial English translation by the JICA Data Collection Survey Mission

3.2.5. Undertakings by Cairo Governorate

Cairo Governorate's past undertakings dealing with slum/informal areas can be categorized by financial sources as follows:

Category	Upgraded Areas
1) Upgrading informal areas from the state's budget	allocated sums are approximately L.E. 808.7 Million till now
2) Upgrading informal areas by self efforts within Cairo governorate	e.g., Heker Abu Dooma, Ard El Torgoman,, Mala'eb Sheeha and Ezbet Khalf El Shoona
3) Upgrading informal areas in co-operation with international co-operations through grants	Duwaiqa, El Darb El Ahmar, Manshiet Nasser, and Abdul Mageed El Labban Street
4) Upgrading informal areas in co-operation with NGOs, businessmen and civil society	Zenhome, Arab Al Walda, Ma'ssara, and Al Wehda
5) Upgrading informal areas in cooperation with ministries (Ministry of Culture , Ministry of Tourism, Ministry of Information .. etc)	Fatimid Cairo , Soor Magra El Oyoon area , Mala'eb Sheeha

Note: in this table, 'informal areas' include both 'slums' and 'informal areas', and 'upgrading' includes both 'redevelopment' and 'on-site upgrading'.

Source: Cairo Governorate "The Challenges of Upgrading Informal Areas (A Preliminary Action Plan)"

Cairo Governorate's past undertakings can also be categorized by applied methods as follows:

Method	Upgraded Areas
<i>Method (1):</i> complete removal of informal area, transferring residents to another urban areas, re-use of lands for several purposes (public gardens, establishing areas for investment and services, etc.) with fair compensations according to market price for owners of lands, estates and shops	e.g., Hekr Abu Domah (touristic, hotels, and administrative use), Ard El Toergoman (services and commercial use), Mala'eb Sheeha (cultural use)
<i>Method (2):</i> complete removal of informal area, re-house residents in temporarily urban houses, urban re-planning and re-building and then returning back the residents to the new houses	Zenhom area and Duwaiqa area
<i>Method (3):</i> upgrade informal area without removing/relocating residents by setting a detailed plan for the area	Ezbet and Arab Al Walda, Ma'ssara, Manshiet Nasser

Source: Cairo Governorate "The Challenges of Upgrading Informal Areas (A Preliminary Action Plan)"

To deal with slum and informal areas, Cairo Governorate recently established the following Committees and Unit:

Geological Study Committees	<ul style="list-style-type: none"> • By Governor’s Decree 2368/2008, three (3) geological study committees were assigned to study the hazardous northern and southern cliffs of Al Muqattam Mount and Istable Antar and Ezbet Khair Allah hazardous area. The committees were formed from professors and experts form Egyptian universities. Meetings among the committees and executive authorities are held regularly for constant follow up and submitting final reports.
Unit of Informal Areas Upgrading	<ul style="list-style-type: none"> • The Governorate has established a special Unit on informal areas upgrading in cooperation with GTZ to put strategies to deal with the following issues through studies and participatory mechanism: <ol style="list-style-type: none"> 1. Strategic planning for informal areas development in coordination with involved entities 2. Manage and monitor informal areas development according to participatory plans 3. Promote participatory development tools amongst stakeholders and counterparts 4. Capacity building for local administration employees on participatory development tools 5. Coordinate replication of best practices of informal areas upgrading 6. Establish exact and integrated information database for informal areas • the unit has started a Geographic Information System (GIS) programs and application training for local administration employees of relevant departments in the Governorate in order to develop maps and build database that shall help in decision making process regarding informal areas.

Source: Cairo Governorate “Cairo Governorate’s Experiences in Informal Areas Upgrading” (presentation material prepared for the JICA Data Collection Survey Mission)

On-site upgrading, redevelopment and containment are three major approaches of the Governorate to deal with slum/informal areas (Figure 3.6), although opportunities to use containment approach are scarce because of the fully built-up situation of the Governorate’s territory. The following criteria are used to choose one approach among the three:

I. Urban criteria	size, history, location, urban type, building density, uses, potential for horizontal extension, type of structures, condition of structures, connection with regional roads, accessibility to utilities
II. Population criteria	population density , population ratio of increase
III. Social criteria	ratio of crime, civic society institution
IV. Economic criteria	economic value , ownership
V. Environmental criteria	environmental hazards & pollution
VI. Political criteria	political support
VII. Financial criteria	foreign cooperation/corporations, private sector, NGOs

Source: Cairo Governorate “The Challenges of Upgrading Informal Areas (A Preliminary Action Plan)”

Figure 3.6. Framework of How to Select an Intervention approach



Source: Cairo Governorate “Cairo Governorate’s Experiences in Informal Areas Upgrading” (presentation material prepared for the JICA Data Collection Survey Mission)

According to the Governorate, role sharing among the organizations concerned with slum/informal area development is stated as follows:

<ul style="list-style-type: none"> ▪ Ministries: providing necessary technical support. ▪ Governorate: responsible for steering development and combating informal areas within a comprehensive framework for developing the governorate and coordinating work between the different bodies involved in developing informal areas. ▪ Agency: the executive branch responsible for encouraging development partners and ensuring their engagement in development.

Source: Cairo Governorate “Municipal plans, data, and questions about informal areas in Cairo governorate” (unofficial English Translation by the JICA Data Collection Survey Mission)

The Governorate states its handling policy of unsafe areas defined by ISDF as follows:

Category	Handling Policy	Areas fall into the Category	Total Evacuated Area (Feddans)*
Class A (First Degree)	Units in these areas will be surveyed and suitable alternative units will be offered to dwellers in urban communities around Cairo (15 th May City, 6 th October City, Badr City) in coordination with the Ministry of Housing to save the lives of these dwellers. This stage will take five years to complete.	<ul style="list-style-type: none"> ▪ Al-Doweqa ▪ Establ Anter and Ezbet Khairallah ▪ Ezebet Al-Arab ▪ Wadi Faraon and Al-Shahba 	391
Class B (Second Degree)	These areas are urbanely deteriorated and are impractical to develop. Units in these areas will be surveyed to move the dwellers and the land will be reused as public services areas in Cairo downtown. This stage will take three years to complete.	<ul style="list-style-type: none"> ▪ Tal Al-Aqareb ▪ Ezbet Abou Hashish ▪ Ezbet Abou Qarn ▪ Hekr Al-Sakakiny 	81
Class C and D (Third/ Fourth Degree)	These areas, all located in Cairo downtown, will be utilized for public services, open space and greenery for Cairo. This stage will take three to five years to complete.	These areas include graveyards, areas adjacent to axis road, and service areas.	1,775
Total Unsafe Area			2,247

* 2,247 feddans (9,560,800 m²) in Cairo have been evacuated to use them for public services, roads, and greenery.

Source: Cairo Governorate “Municipal plans, data, and questions about informal areas in Cairo governorate” (unofficial English translation by the JICA Data Collection Survey Mission)

Concerning 'existing areas which do not pose any danger' (or unplanned areas other than unsafe areas), handling policy of the Governorate is as follows:

The Governorate will work within applicable laws to provide basic facilities and opening the door to legalize tenure to secure the dwellers' real estate investments in the buildings that they built themselves. At the same time, the governorate can use proceeds of tenure legalization in developing informal areas and comprehensive urban development with the participation of all development partners.

Source: Cairo Governorate "Municipal plans, data, and questions about informal areas in Cairo governorate" (unofficial English translation by the JICA Data Collection Survey Mission)

There is a Governorate's recognition that the following points are strategically important for intervening into slum/informal areas:

- Knowing local community
- Trust building
- Exchange valid information
- Participatory planning and budgeting
- Monitoring and effectiveness measurement

Source: Cairo Governorate "The Challenges of Upgrading Informal Areas (A Preliminary Action Plan)"

Closely related to the above-mentioned understanding, the Governorate states that action priorities should be on the following issues:

- Updating informal areas data continuously and comprehensively.
- Preparing an information map for Cairo informal areas.
- Capacity building of staff working in developing informal areas within the Governorate's executive branch.
- Developing local development initiative.
- Preparing budgets.

Source: Cairo Governorate "Municipal plans, data, and questions about informal areas in Cairo governorate" (unofficial English translation by the JICA Data Collection Survey Mission)

In addition, the Governorate presents one view that the followings are future challenges to be tackled with:

grant land title (or legalize de fact acquisition) in safe (and unplanned) informal areas where detailed legal plans are developed.

Coordinate relevant authorities (ministries-governorates-districts) to create new urban communities outside city and evacuate dense slum/informal settlements.

Review size of dwelling units to be built.

Benefit from values located within slum/informal areas (stressing heritage value of historical sites like Qaitbay, Barqoq, and Al-Fustat.rm)

Benefit from economic potentials and local industries in slum/informal areas in the economic development of the area.
 create entities (or units for slum/informal areas upgrading) helping local administration in solving the informal area issue
 enhance the role of local community, natural leaders and LPC representatives in the planning and decision making process in a participatory way.
 Activate urban regulations that shall reserve valuable site (e.g., culturally, historically)

Source: Cairo Governorate “Cairo Governorate’s Experiences in Informal Areas Upgrading” (presentation material prepared for the JICA Data Collection Survey Mission);
 Cairo Governorate “Municipal plans, data, and questions about informal areas in Cairo governorate” (unofficial English translation by the JICA Data Collection Survey Mission)

3.2.6. Undertakings by Giza Governorate

Similarly to Cairo Governorate, Giza Governorate established the Unit of Informal Area Upgrading. Information about the activities of the Unit is as follows:

In the framework of the approved work plan in Giza Governorate (2009) for dealing with informal areas, being operated by the Development Committee in cooperation with the governorate, the Unit prepared one study about unsafe and deteriorated areas in the Governorate.

The study aimed to draw a recent map and demarcations for the informal areas in the Governorate as a preliminary step towards detailed information about these areas. Also it did to put work plans for developing these areas according to the defined specification for dealing with each of the following patterns approved by the governorate:

Unsafe areas	Deteriorated areas	Unplanned areas
14 areas	11 areas	Currently being enumerated

The Governor instructed the Unit to facilitate and coordinate the mission of the consultants of ISDF, in order to detect and specify the unsafe areas in the governorate.

A report was prepared for the candidate areas in all eight Districts in Giza to be classified as ‘unsafe’. This was achieved by arranging site visits to those areas. The study resulted in the following:

- Stress was made on classifying some areas as ‘unsafe’.
- New areas classified as ‘unsafe’ were added.
- Some candidate areas were excluded from this classification because they are deteriorated or unplanned. Later on the borders of the remaining unplanned areas will be determined and data concerning them will be gathered and included in the geographical information systems, as a preliminary step towards preparing an information map.

Note: In this English translation, a word ‘informal’ is a synonym for ‘slum and informal areas’.

Source: Unit of Informal Area Upgrading, Giza Governorate “Unsafe and Deteriorated Areas in the Governorate” (PowerPoint), April 2009 (unofficial English translation by the JICA Data Collection Survey Mission)

3.3. Existing Community Development Support Measures to Deal with Slum/Informal Areas

3.3.1. Government's position toward participatory approach

Egyptian Government has shown positive attitude to promote community participation in upgrading projects of slum and informal areas. For example, MOIC and ISDF state the importance of adoption of integrated approach with community participation for the upgrading project. GOPP refers that community participation should be focused on development process. Some governorates have already embarked on the development projects with participatory approach with the support of GTZ.

However, mechanism to implement the project with community participation seems yet to be developed, in other words, there are regulatory limits. There is no regulation or government guideline to promote participatory approach systematically, such as selection of community representatives and organizing coordination meeting among stakeholders.

3.3.2. Government's efforts to promote community participatory approach

- **Programs carried out**

Following programs have been implemented by the government in collaboration with international agencies, such as UN-HABITAT and GTZ.

- Trust building among local administration, NGOs and community
- Preparation of Participatory Needs Assessment and Action Planning
- Information sharing, utilizing GIS (Data collection and processing)
- Implementation of upgrading projects (e.g., Improvement of social service, community infrastructures and economic activities)

- **Institutional development**

- ◆ **Governorate advisory units for upgrading Informal areas**

The units, which have set up at four governorates, namely Cairo, Giza, Qalyubiya and Helwan, function as a base of slum and informal areas upgrading under GTZ/PDP project. Officers, who have been dispatched to the units from GTZ, have disseminated participatory approach through implementation of PDP¹.

- ◆ **Networking among stakeholders**

Coordination among different level of stakeholders has been promoted through slum development projects during past years. Promoted network is helpful in planning and implementation process with community participation.

¹ The Units will be sustained by the governorates themselves from 2010 after termination of PDP.

◆ **Capacity development in community participatory approach**

GTZ has provided following modules of on-job training on participatory methods for the local partners.

- Introductory Training on Participatory Development
- MOVE: a Training of Trainers Module
- Participatory Needs Assessment (PNA) Training Module
- Organization Assessment (OA) Training Module
- GIS Training Modules

GTZ works to integrate participatory methodology into training modules in national training to assure the sustainability. Presently, the General Secretariat of Local Administration, MOLD is approving to include them at Saqarah Training Center for Local Development², while Urban Training Institute (UTI)³ also shows same direction.

² All local administration staff, such as staff of governorate and district levels, go for training at the Center.

³ It is part of the Housing and Building National Research Center, affiliated to the Ministry of Housing.

3.4. Central and Local Governmental Organizations Dealing with Slum and Informal Areas

3.4.1. General Picture

Through the fact finding study in Egypt (mainly through interviews), the JICA Data Collection Survey Mission identified that the following organizations are chiefly concerned with slum/informal area issues in Cairo and Giza Governorates:

Central Government	Informal Settlements Development Facility (ISDF)	<ul style="list-style-type: none"> - Responsible for enumerating, developing, and promoting the informal areas, in addition to developing necessary plans for their urban planning, supplying them with the basic utilities - Concerned with the informal areas in general, including all the unsafe areas therein as a priority
	Ministry of State for Local Development (MOLD)	<ul style="list-style-type: none"> - Responsible for the allotment of Social Development Fund to governorates, based on the joint preparation of upgrading projects with governorates concerning public services (i.e., drinking water, sanitation, electricity, roads, schools, healthcare units, and public cleanness) - MOLD Minister: the head of ISDF Board of Directors*
	Ministry of Housing, Utilities and Urban Development (MHUUD)	<ul style="list-style-type: none"> - Responsible for policy on low-income housing districts for providing basic utilities - MHUUD Minister: a member of ISDF Board of Directors*
	General Organization for Physical Planning (GOPP)	- As national planning agency, prepared 'A National Strategy for Slum/Informal Areas Upgrading by Proposing Comprehensive Introduction to Improve the Living Standards and Control the Further Proliferation of Informal Areas' (a guidance)
	National Organization for Potable Water & Sanitary Drainage	<ul style="list-style-type: none"> - Responsible for planning, implementation, operation and management -- including technical support -- of water supply and sanitation projects
	Executive Organization of Cairo and Alexandria Potable Water & Sanitary Drainage	

	<table border="1"> <tr> <td> <p>Holding Company for Water and Wastewater and its affiliated companies (HCWW)</p> </td> <td></td> </tr> </table>	<p>Holding Company for Water and Wastewater and its affiliated companies (HCWW)</p>																
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* Other than these ministries, Minister of Finance and Minister of International Cooperation are the members of ISDF Board of Directors.

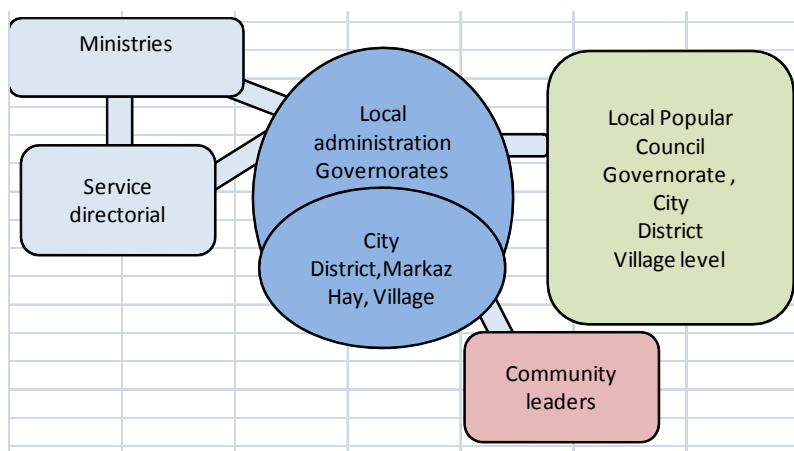
** ISDF's local partners are cities, and Cairo Governorate is one of the partners because of its governorate-cum-city status.

***In addition to Giza City, there are villages as local administrative units under Giza Governorate.

3.4.2. Role of local administration to promote integrated approach

Project personnel of GTZ/PDP have emphasized the importance of governorates' role since their position is a base to implement slum/informal area upgrading projects with integrated approach. For instance, issues identified in slum/informal areas are brought to the governorates from lower administration bodies⁴. Governors⁵ coordinate different levels of stakeholders, such as relevant Ministries and NGOs to deal with the problems. Budget allocated by Central Government is distributed to District or Markaz through Governorates.

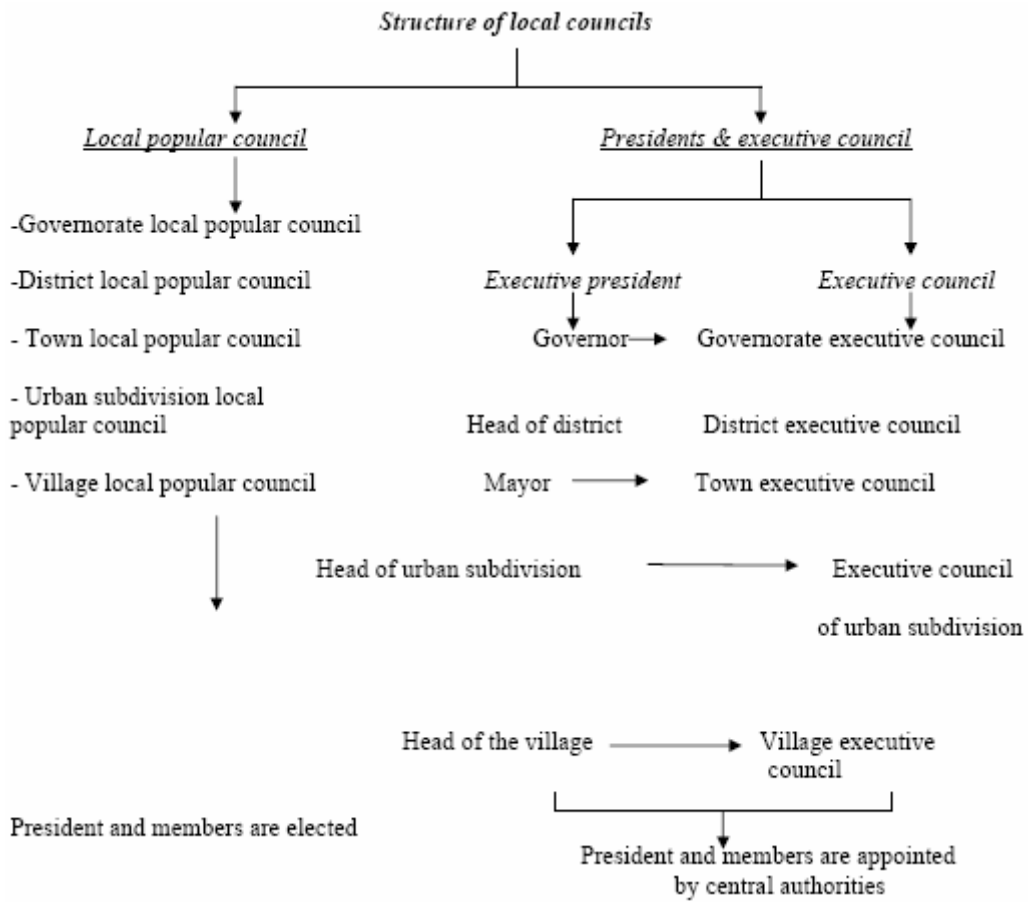
Figure 3.7. Position of Local Administrations in Slum/Informal Area Development



⁴ City and district (hay) in urban areas and markaz and village in rural areas.

⁵ Governors' status is as same as that of Ministers.

Figure 3.8. Structure of Local Councils in Egypt



Source: United Cities and Local Governments “Country Profile: Egypt”,
http://www.cities-localgovernments.org/gold/Upload/country_profile/Egypt.pdf

4. Present Status of Slum and Informal Areas in Egypt

4.1. Status at the National Level

As of 2001, according to a report of UN-HABITAT, about 11.7 million Egyptian citizens (about 40% of urban population) reside in 'slums' (Table 4.1). Here, UN-HABITAT defines 'slums' using an set of five measurable indicators operational at household level, which is the composite of lack of water, lack of sanitation, overcrowding, non-durable housing structures and security of tenure. The Table shows that the number of slum dwellers in Egypt decreased between 1990 and 2001. This is why UN-HABITAT commended the effort of Egypt stating that 'Egypt is one country that managed to dramatically decrease slum incidence by investing heavily in water and sanitation' (*The State the World's Cities Report 2006/2007*).

Table 4.1. Population of Slum Areas at Mid-Year: 1990, 2001 and Annual Growth Rate

Egypt		
1990	Total Population (thousands)	56,223
	Urban Population (thousands)	24,499
	Percentage Urban	43.6
	Percentage Slum	57.5
	Slum Population (thousands)	14,087
2001	Total Population (thousands)	69,080
	Urban Population (thousands)	29,475
	Percentage Urban	42.7
	Percentage Slum	39.9
	Slum Population (thousands)	11,762
1990-2001	Slum Annual Growth Rate (%)	-1.64

Note: As of 2005, Egyptian has 11,015 thousands slum population (34.9% of urban population) having decreased 1.6 points from those in 1990.

Source: UN-HABITAT (2006) *The State the World's Cities Report 2006/2007*

It is not clear that the above stated number of slum dwellers is to what extent adequately counted the real number of the slum (unsafe) and informal (unplanned) area population in Egypt, since the estimation of such number is not easy because of statistical situation in Egypt. In the recent past, several organizations published obviously diverse estimation results as follows:

AUTHORITY	NUMBER OF AREAS	POPULATION	PUBLICATION DETAILS
IDSC	In 2007: 1 171	In 2007: 15 million	(Nawar and Al-Qitqat, 2008)
UNDP Egypt and Ministry of Economic Development	In 2006: 1 210 In 2004: 1 174		(UNDP Egypt and Ministry of State for Economic Development, 2008)
The World Bank		In 2008: 16-21 million (depending on the definition of informal areas)	(World Bank, 2008)
Ministry of Housing		In 2005: 6.2 million	(Ministry of Housing—GOPP and UNDP Egypt, 2006)
Ministry of Planning (now Ministry of Economic Development)	In 2003: 1 133		(Ministry of Planning, 2003, Appendix 3.4)
Ministry of Local Development	In 2002: 1 221		(Ministry of Local Development, 2002)
CAPMAS	In 2001: 909	In 2001: 5.7 million (CAPMAS, 2001)	(CAPMAS, 2001; CAPMAS, 2008)

Source: Sabry, S (2009) 'Egypt's Informal Areas: Inaccurate and Contradictory Data'. In: GTZ, *Cairo's Informal Areas Between Urban Challenges and Hidden Potentials: Facts. Voices. Visions.*

According to a number of people whom the JICA survey mission interviewed, most appropriate and comprehensive data to see the real demographical, physical and socio-economic situations of the areas is the one collected by the Informal Settlements Development Facility (ISDF). The following Tables show examples of the ISDF's data collection work (Table 4.2 - 4.4).

Table 4.2. Distribution of No. of Areas - National Level

a) According to Risk Level and Possession

Risk Level	Private Properties	Public Property	sovereign authority	Grand Total
1	3	31	1	35
2	159	91	31	281
3	49	17	2	68
4	0	15	5	20
Grand Total	211	154	39	404

b) According to Risk Level and Sovereign Authority

Risk Level	Ministry of Antiquities	Rail Way Department	Ministry of Awkaf	Ministry of Irrigation	Grand Total
1	0	1	0	0	1
2	2	18	8	3	31
3	0	0	2	0	2
4	0	2	3	0	5
Grand Total	2	21	13	3	39

Source: ISDF (unofficial English translation by the JICA Data Collection Survey Mission)

Table 4.3. Distribution of Housing Units - National Level

a) According to Risk Level and Possession

Risk Level	Private Properties	Public Property	sovereign authority	Grand Total
1	890	12495	46	13431
2	62679	52439	5866	120984
3	25438	19303	5841	50582
4	0	23380	3524	26904
Grand Total	89007	107617	15277	211901

b) According to Risk Level and Sovereign Authority

Risk Level	Ministry of Antiquities	Rail Way Department	Ministry of Awkaf	Ministry of Irrigation	Grand Total
1	0	46	0	0	46
2	899	1697	2852	418	5866
3	0	0	5841	0	5841
4	0	949	2575	0	3524
Grand Total	899	2692	11268	418	15277

Source: ISDF (unofficial English translation by the JICA Data Collection Survey Mission)

Table 4.4. Distribution of Slum/Informal Areas - National Level

a) According to Risk Level and Possession

Risk Level	Private Properties	Public Property	sovereign authority	Grand Total
1	91.4	657.1	1.8	750.3
2	10750	1217.5	100.1	12067.6
3	568.5	519.4	84.4	1172.3
4	0	577.2	69.2	646.4
Grand Total	11409.9	2971.2	255.5	14636.6

b) According to Risk Level and Sovereign Authority

Risk Level	Ministry of Antiquities	Rail Way Department	Ministry of Awkaf	Ministry of Irrigation	Grand Total
1	0	1.8	0	0	1.8
2	13.9	40.2	40.5	5.5	100.1
3	0	0	84.4	0	84.4
4	0	19.7	19.5	0	39.2
Grand Total	13.9	61.7	144.4	5.5	225.5

Source: ISDF (unofficial English translation by the JICA Data Collection Survey Mission)

Information about how much has been spent in improving the physical conditions of slum/informal areas is provided by the Ministry of State for Local Development (MOLD) as the following Tables (Tables 4.5 – 4.6) show.

Table 4.5. Total of Already Implemented Basic Utilities for Subscribers in Slum/Informal Areas Officially Surveyed

(Unit: meter)

Governorate	From 10 Oct. 2000 to 31 Dec. 2008		
	Electricity	Water	Sanitation
Cairo	558,891	23,698	16,888
Giza	24,954	33,591	18,342
Qalyubiya	148,918	102,087	46,486
Alexandria	492,352	589,902	62,175
Beheira	28,531	29,385	62,420
Matrouh	-	-	-
Minufiya	55,845	30,984	20,877
Gharbiya	59,828	7,058	2,280
Kafr el-Sheikh	12,472	3,894	1,607
Damietta	153,388	9,925	2,152
Dakahlia	56,208	43,597	9,867

Source: MOLD (unofficial English translation by the JICA Data Collection Survey Mission)

Table 4.6. Distribution of Investments for Development Activities in Slum/Informal Areas from Year 1993 to 30 June 2009

(Unit: Million LE)

Governorate	Total	Electricity network	Road paving/ Bridges	Water	Sanitation	Planning	General Cleaning	Security/ Fire extinguishing
Cairo	1007.931	51.076	168.311	319.407	365.214	45.575	30.437	27.911
Giza	382.322	52.535	76.839	125.030	81.525	17.766	26.127	2.500
Qalyubiya	347.780	37.164	63.641	111.283	127.331	1.021	4.000	3.340
Alexandria	312.983	52.300	79.600	40.890	123.675	1.226	13.485	1.807
Beheira	36.900	10.600	6.950	10.100	7.440	1.810	0.000	0.000
Minufiya	47.868	7.590	11.782	11.691	11.345	2.672	1.548	1.240
Gharbiya	74.745	13.815	21.580	18.920	16.650	2.680	0.850	0.250
Kafr el-Sheikh	56.475	7.808	16.090	13.475	13.640	4.957	0.500	0.0
Damietta	32.581	4.190	11.911	4.710	5.160	2.450	2.880	1.280
Dakahlia	37.335	9.166	6.009	12.373	8.227	0.747	0.314	0.500
Port Said	1.580	0.000	0.000	0.000	1.580	0.000	0.000	0.000
Sharqia	32.447	8.810	8.737	7.800	7.100	0.000	0.000	0.000
Beni Suef	85.610	26.170	13.860	14.550	14.620	10.930	2.280	3.200
Minya	98.810	25.340	22.630	22.730	24.570	0.000	3.540	0.000
Fayoum	126.940	29.900	22.160	49.280	20.200	0.000	5.400	0.000
Assiut	139.049	36.078	42.430	33.372	9.770	3.955	9.110	4.334
Sohag	120.184	47.881	27.879	33.495	10.929	0.000	0.000	0.000
Qena	129.046	27.208	14.745	54.297	32.796	0.000	0.000	0.000
Aswan	133.359	43.850	34.740	32.744	20.150	1.000	575	300
Red Sea	1.970	0.250	0.720	0.410	0.000	0.590	0.000	0.000
Luxor	2610	1.140	0.860	0.250	0.150	0.150	0.060	0.000
Total	3208.53	492.871	651.474	916.807	902.076	97.530	101.106	46.662

Source: MOLD (unofficial English translation by the JICA Data Collection Survey Mission)

In addition, MOLD provides information about the nationwide status of planning approval on slum/informal area redevelopment (or removal) (Table 4.7).

Table 4.7. Current Situation of Slum/Informal Area Development Plan (till 30 June 2009)

Governorate	Total of Slum Area	Slum Areas do not accept development (removal)				Slum areas accept development			
		Already developed	Under development	Work not started	Total	Already developed	Under development	Work not started	Total
Cairo	81	8	4	1	13	0	68	0	68
Giza	36	0	0	0	0	13	23	0	36
Qalyubiya	67	0	0	0	0	15	52	0	67
Alexandria	54	5	0	2	7	5	42	0	47
Beheira	81	0	0	0	0	13	7	61	81
Matrouh	24	0	0	0	0	0	14	10	24
Minufiya	53	0	0	0	0	12	41	0	53
Gharbiya	47	0	4	0	4	0	43	0	43
Kafir el-Sheikh	63	0	0	0	0	1	49	13	63
Damietta	90	0	0	0	0	30	14	46	90
Dakahlia	61	0	0	0	0	0	57	4	61
North Sinai	38	1	0	0	1	0	0	37	37
Port Said	7	0	0	0	0	0	0	7	7
Ismailia	15	0	0	0	0	2	11	2	15
Suez	2	0	0	0	0	0	0	2	2
Sharqia	83	0	0	0	0	0	83	0	83
Beni Suef	52	0	0	0	0	18	34	0	52
Minya	30	0	0	0	0	0	30	0	30
Fayoum	28	0	0	0	0	0	28	0	28
Assiut	84	0	0	0	0	84	0	0	84
Sohag	67	0	0	0	0	45	22	0	67
Qena	66	0	0	0	0	66	0	0	66
Aswan	40	0	0	0	0	33	3	4	40
Red Sea	9	0	0	0	0	0	1	8	9
Luxor	15	0	0	0	0	0	2	13	15
Total	1193	14	8	3		337	624	207	1168

Source: MOLD (unofficial English translation by the JICA Data Collection Survey Mission)

4.2. Status at the Greater Cairo Region Level

In the Greater Cairo Region (GCR), according to Sims (2003), the following types of slum and informal areas can be seen:

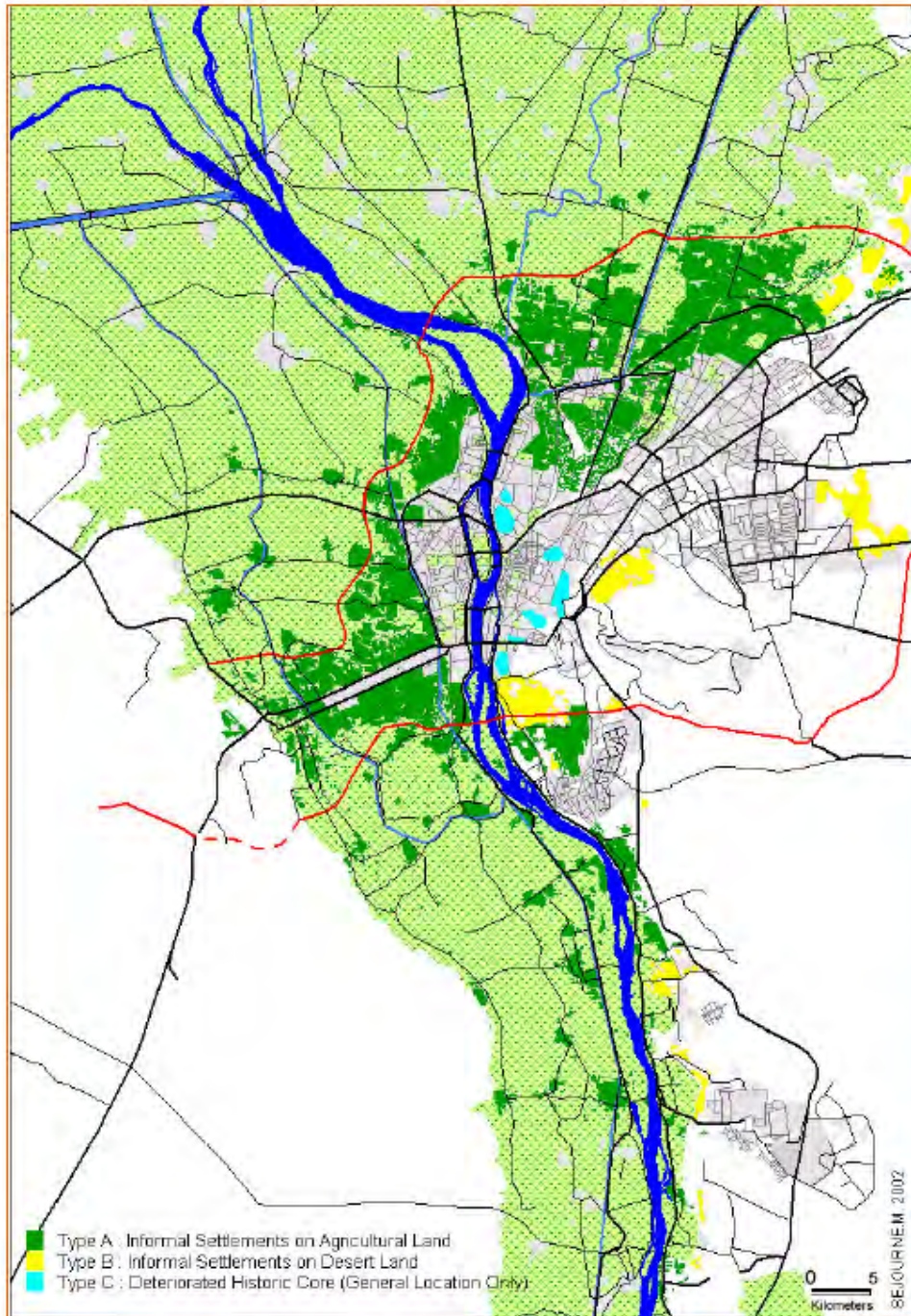
Types		Key features
informal areas	A) Informal settlements on former agricultural land	<ul style="list-style-type: none"> - lands are purchased informally from farmers - private residences are built on informally subdivided plots and without building permits (i.e. contravening subdivision law (52-1940) and building code) - housing is generally of a good, permanent type,. - housing is often incremental and at places even high rise (10 to 14 stories)
	B) Informal settlements on former desert state land	<ul style="list-style-type: none"> - Strictly speaking, this is land invasion and land squatting and construction without permits - But semi-legality emerged on the basis of customary rights and nominal land rents paid - Government policy is to grant post-facto legalization - Housing quality and crowding conditions tend to be worse than in A-type settlements
Deteriorated inner-city areas	C) Deteriorated historic core	<ul style="list-style-type: none"> - These comprise pre-1860 sections of medieval Cairo (or the old city core), with a mixture of dilapidated and sound buildings - These are with the former buildings often being the result of ownership disputes and lack of maintenance resulting from tight rent controls and non-profitability of rental.
	D) Deteriorated urban pockets	<ul style="list-style-type: none"> - Various inner-city areas of Cairo, notably those from the early 20th century, have pockets of dilapidated one- to three-storey structures that house poor families - These are characterized by insecure tenure and limited housing investment

Note: Compared to Type A, the others (B, C, and D) are more classic “slums”.

Source: Sims, D (2003) ‘The case of Cairo, Egypt’, Case Studies for the Global Report on Human Settlements 2003

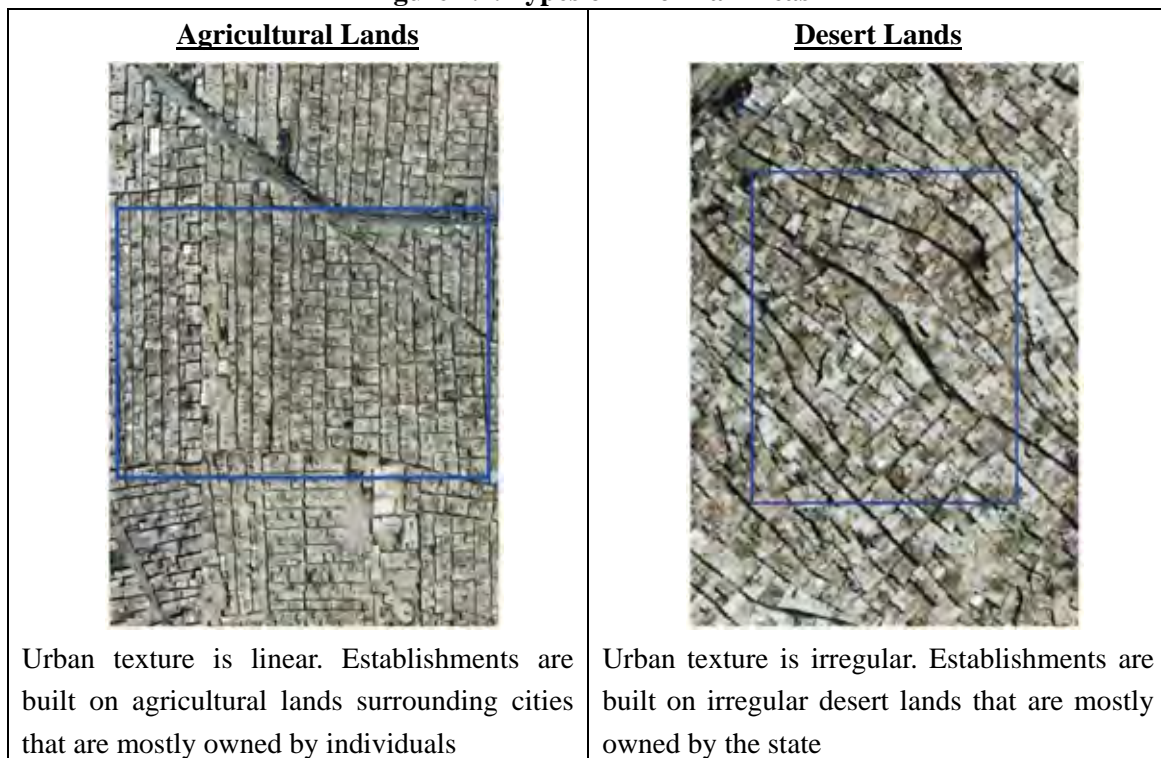
Among the above stated four types of slum/informal areas, informal areas or Types A and B are widely spread in GCR (Figure 4.1), and each of the two Types has identical street pattern (Figure 4.2).

Figure 4.1. Distribution of Different Types of Slum/Informal Areas in GCR



Source: Sims, D (2003) 'The case of Cairo, Egypt', Case Studies for the Global Report on Human Settlements 2003

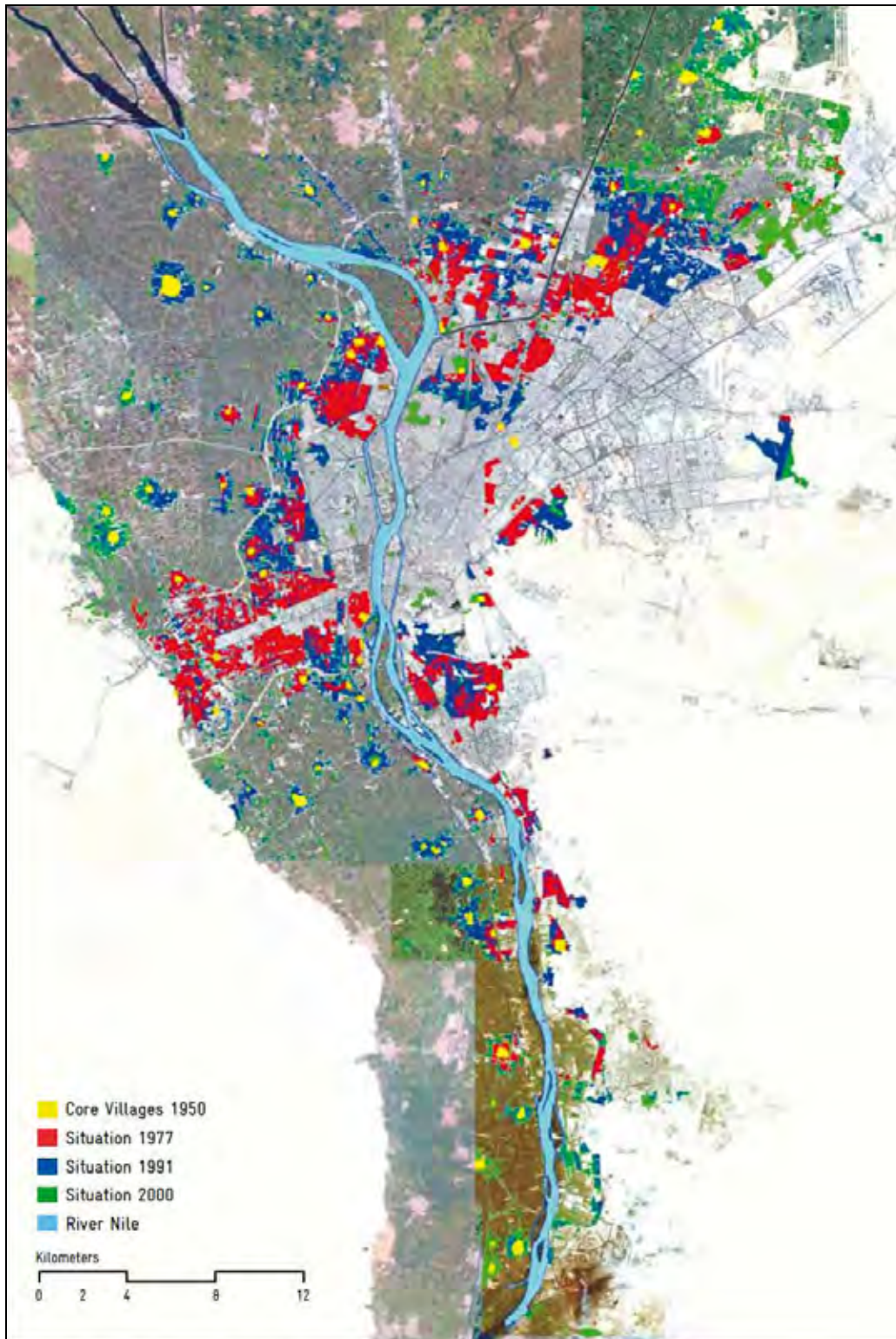
Figure 4.2. Types of Informal Areas



Source: Cairo Governorate “Cairo Governorate’s Experiences in Informal Areas Upgrading”
(presentation material prepared for the JICA Data Collection Survey Mission)

The following map (Figure 4.3) shows historical spread of slum/informal areas within GCR since 1950. According to Sejourne (2009), informal development has been, and continues to be, the dominant mode of urbanization in the Region especially on the urban fringes, on privately-owned agricultural land (i.e., Type A), rather than in desert areas, which would be considered squatting on state-owned land (i.e., Type B).

Figure 4.3. Historical development of informal areas in Greater Cairo since 1950



Source: Sejourne, M (2009) 'The History of Informal Settlements'. In: GTZ, *Cairo's Informal Areas Between Urban Challenges and Hidden Potentials: Facts. Voices. Visions.*

Sejourne (2009) summarizes the stages of informal area development in GCR as follows:

Date	Phenomenon of informal area spread	Policy measures (resulted in being ineffective)
just after World War II	Beginning of the phenomena when migration from Upper Egypt and the Delta caused critical housing pressures	
1960s	Speed-up of the informal urbanization process on the peripheries, with a substantial increase of rural-urban influx to Cairo	Reinforcement of legislation forbidding informal construction on agricultural land (Law 59-1966, subsequently amended many times)
1970s	Start of a new phase of informal urbanization, larger than that of the preceding decade.	Supply of public housing units in the New Towns located in the desert areas (as a matter of fact, not built for low income and poor families)
1980s	Slowing down of the growth of informal areas to some extent (even if it remained very dynamic compared to the rest of the city).	
1990s	Considerable and continuous extension of informal areas without clear appearance of geographical expansion (e.g., increase in density instead of the establishment of new informal districts)	Coercive measures against illegal urbanization, such as the very strict Military Decrees (1 and 7) forbidding encroachment on agricultural land

Source: Sejourne, M (2009) 'The History of Informal Settlements'. In: GTZ, *Cairo's Informal Areas Between Urban Challenges and Hidden Potentials: Facts. Voices. Visions.*

In short, informal development has been, and continues to be, the dominant mode of urbanization in GCR, despite 30-year attempts by the government to limit unplanned growth and urban expansion on agricultural land. As of 2006, according to Sejourne (2009), they are estimated to contain more than 65%¹ of the population of the metropolis (10.5 out of 16.2 millions inhabitants), and the rate of population growth in these areas is higher than that of the rest of the metropolis. One report states that 'recent comparisons of satellite pictures indicate that informal encroachment on agricultural lands continues at a rate triple that of 'formal' expansion' (Sims, D (2003) 'The case of Cairo, Egypt', Case Studies for the Global Report on Human Settlements 2003).

According to a list of slum/informal areas in Cairo, Giza and Qalyubiya Governorates, which is provided by GOPP (Table 4.8), the number and space of slum/informal areas exist in the three governorates are calculated as follows

¹ According to other information sources, 'about half' or 'more than half' of the metropolitan population reside in slum/informal areas.

(although different information sources state different numbers/spaces):

Governorate	Number of slum/informal areas	Area (m ²)	Composition of area (m ²)
Cairo	12	10,659,208.0	28.1%
Giza	15	20,918,795.0	55.1%
Qalyubiya	26	6,366,800.0	16.8%
Total	53	37,944,803.0	100.0%

Source: GOPP 'The Informal areas and Slums Status in Greater Cairo Province'

**Table 4.8 . Slum and Informal Areas in Greater Cairo Province:
Cairo, Giza, Qalyubiya Governorates**

S.N	Name of Area	Name of District	Governorate	Area (m ²)	Area (feddan)
1	El Deweka	Manshyet	Cairo	184,426	43.9
2	Monshae't Nasser	Nasser		637,272	151.7
3	Rod Al Farag	Rod Al Farag		2,051,967	488.6
4	Ezbet Abu Hashish	Hadaek El Koba		407,479	97.0
5	Tera't El Ismailia Cottages	El Zawia El Hamra		2,713,603	646.1
6	Ezbet Abu Karn	Misr El Kadema		111,590	26.6
7	Hekr El Sakakeny	El Sharabyia		366,528	87.3
8	Al Mazloun Cottages			281,139	66.9
9	Mothlath Mapiro	Bolak Abu El Ela		2,075,668	494.2
10	Al Hotia	El Agouza		22,500	5.4
12	Establ Antar	Misr El Kadema		331,982	79.0
13	Ezbet Khairallah	Kadema		1,475,054	351.2
14	Bolak	Bolak El Dakrou		Giza	1,046,898
15	Zeinin	Dakrou	417,038		99.3
16	El Maleka Road		519,967		123.8
17	El Shorbagi		288,918		68.8
18	Kafr Tahrmas		402,145		95.7
19	Kameisha		863,263		205.5
20	Meit Okba	El Agouza	660,000		157.1
21	Dayer El Nahya	El Dokki	1,200		0.3
22	Ben El Sarayat		4,585		1.1
23	Awlad Alam		1,960		0.5
24	Al Moneeb	South Giza	968,152		230.5
25	North Giza	North Giza	12,675,694		3,018.0
26	Dahab Island houses	South Giza	441,000		105.0
27	South Giza Kornish and Qursaya Island		1,255,733	299.0	

28	El Omrania	El Omrania		1,372,242	326.7
29	El Wehda El Arabia	East Shobra	Qalyubiya	623,110	148.4
30	Manshyet El Horeya and Taksem EL Gabalawy	EL Khema		471,195	112.2
31	Ezbet Roustom			401,449	95.6
32	El Madina El Khadra			41,370	9.8
33	Ahmed Selim			56,129	13.4
34	Ezbet Roshdy			58,810	14.0
35	6 th of October			127,994	30.5
36	Ezbet El Yesha' and El Margoshya			398,859	95.0
37	Essco Buildings			70,284	16.7
38	Bahteem			468,422	111.5
39	39583			136,781	32.6
40	Mostorod			422,665	100.6
41	Abou El Ella Kab			268,213	63.9
42	El Zahraa			476,941	113.6
43	El Fath			215,708	51.4
44	Taksem Saki El Bakry			60,972	14.5
45	Ezbet El Gamal			63,216	15.1
46	Badran			48,880	11.6
47	EL Katawy	West SHobra		392,815	93.5
48	Ezbet Noseer	EL Khema		321,346	76.5
49	Abou El Naga Land			127,217	30.3
50	EL Sa'ada			347,200	82.7
51	Begam			256,071	61.0
52	Abd El Mene'm Riyad El Gedida			327,524	78.0
53	Abd El Mene'm El Kadema			114,484	27.3
54	Ibn Hakam			69,145	16.5

Note: S.N. (Serial Number) 11 is missing.

Source: GOPP 'The Informal areas and Slums Status in Greater Cairo Province'
(unofficial English translation by the JICA Data Collection Survey Mission)

4.3. Present Situation in Slum and Informal areas at Community Level

This study was conducted as the first step to discuss possibility of assistance to Egypt to upgrade slum and informal areas. The Mission paid attention to avoid causing community's unnecessary reaction, such as expectation for immediate assistance or anxiety over eviction at the community level. Therefore, we did not have interview with residents in the areas, and primary data and information were collected based on the interviews with relevant organizations and site visits. Statistical social economic survey data of inhabitants in the targeted areas² was also not reachable during the study.

4.3.1 General Situation

As it was described, general situation, such as livelihood level, available infrastructures, and housing condition, is very much different in the areas. Generally living standard seemed not as bad as that in slums in other countries. Another positive point was active mood in the areas. We observed that a lot of small trades and workshops are carried on with customers from outside. However, needless to say, problems remain over poor social services and infrastructures.

4.3.2 Livelihood situation

According to UN-HABITAT and GTZ, average size of household is between 4.5 and 5.5. Livelihood measures vary in accordance with the circumstances of the area. For example, in some area, most of people live on small trading or manufacturing, in another area, employment of public sectors is main earning measures. Some more examples are shown in the following Table 4.9.

² Statistical authority has socio-economic data. But they are not targeted slum and informal areas.

Table 4.9. Variety of livelihood measures in different areas

Visited areas	Particular points in income measures
Dar AL Salam (Cairo)	Most of people earn by employment of government or private sectors. Some of them are specialists (e.g., doctor, engineer, teachers)
Ezbet Khair Allah(Cairo)	Mainly people work as skilled workers (carpenter, driver, masons, etc) and unskilled workers (employee at workshop).
Al Madabegh (Cairo)	Main industry in the area is skin tannery. Many people including children are engaged in the industry.
Bath Al Baqas (Cairo)	The area has good accessibility to business location. People are engaged in labor work and small scale businesses. Garbage collection and recycling are also main industry.
Abokatada (Giza)	Many inhabitants are employees of public sectors. Small businesses, retail shops, food processing, are also popular.
Bain El Sarayat (Dokky, Giza)	Many Printing shops and typing services are carried on as the area is located near to Cairo University. Other small trades are also run actively

Source: JICA Data Collection Survey Mission

It may be said that there are following particular points in livelihood measures in the areas:

- Livelihood measures are different in the areas, depending on the available sources and advantage of the location. In other words, there are areas where strong earning opportunities are available.
- Generally, small scale trades, such as retail shops, coffee shops, laundry services, and vegetable & fruit stands, are popular businesses. Small manufactures, such as furniture workshop (wooden products), production of plastic, leather, metal and glass items, food processing, repairing workshop and handicraft & dress making, are also prevalent earning measures. There are some areas where main industry is garbage recycling.

4.3.3 Social services

● Education

According to the result of interviews, average of literacy rate is 50%. Higher illiteracy rate is observed in elder women's group in some areas. Situation of dropping out children and child labors seem more serious in the areas where more earning opportunity is available, i.e., places where near to the merchant areas or manufacturing places. Demand for child labor, which can offer cheaper labor force to employers, is higher in such areas. Literacy classes are conducted by NGOs to tackle with the educational issues.

Egyptian government fixes the rate of educational fee to assure an opportunity to study for all

children regardless level of parents' income. However, school facility and services have room to be improved. Many officers we met mentioned about crowdedness of schools. School facilities as well as numbers of teachers are not enough to accommodate existing students. In reality, parents are, generally, eager to send children to private schools where more modern facilities are available, if their income is enough to do that.

Pre-school activities have been promoted by the government as a recent trend, while many NGOs support nursery activities³.

- **Health and Medical services**

As far as talking about areas we visited, medical facilities are available in or near to the areas. However, according to the interviewees, community complained of poor health facility. NGOs have tried to fill the gap between available health resource and the demand by conducting clinics.

Serious hygienic issue was not observed when we visited sites. Government's effort to expand water supply network must be one of the biggest reason for such a hygienic environment. However, unhealthy condition was observed in some unsafe areas, where issues over garbage and sewerage are worse.

- **Youth services**

Promotion of youth services was emphasized by many interviewees during the study. They said it should be prioritized to provide the youths with opportunity of employment and playing with same generation. They added that it must be useful to prevent them from being involved in criminal cases, such as drug cases and joining extremists' activities. Some organizations have assisted community to improve youth centers, which are equipped with meeting hall, sport facilities, library and so on. It was noted that assuring gender balance is essential in promotion of youth activities.

³ Competent government agencies for pre-school activities and nurseries are Ministry of Education and Ministry of Social Solidarity respectively,

4.3.4 Community activities

Community activities in slum and informal areas are summarized, as follows:

- **Social solidarity**

Social solidarity interacts in the most of the areas and it works to assure the security there. We heard they can go out even without locking doors because trust worthy relationship exists among the inhabitants. Natural leaders take a role as an advisor or mediator in some areas.

- **Community organizations in development work**

Few Community organizations function to develop areas as a representative of slum and Informal areas. Most of community development projects have been facilitated by NGOs. Presently, development work seems to be led not by the units of organizations but by units of families.

- **NGOs**

Many NGOs assist community by providing charity work. Among them, some NGOs have embarked on the community development activities, empowering community. Private sectors, like HSBC, have also contributed to development project with their own fund and human resources.

- **Trust building**

Project personnel, who have been involved in participatory approach, strongly recommended the importance of process of trust building, between project staff and community or among stakeholders, saying it is essential even though it takes time. Effective way to build trust is simply to stay with community, raising awareness on advantage of the project. Tangible activities, such as improvement of youth centers and school facilities, are also necessary to give them positive impact on the project.

4.3.5 Social welfare services

People in slum and informal areas benefit from the government policy, which fixes the rate of the most necessary food items, i.e., bread, cooking oil and sugar. However, improvement of distribution system of those items, especially bread, is always raised as an issue.

Social insurance system has been developed by the Egyptian Government, covering all working people, such as public officers, private employees, self-employed persons, migrant workers and temporary workers. However, real situation is not so simple. Many of employees or workers in slum and informal areas still are not benefitted from the system.

NGOs seem to play the biggest role to deliver social welfare services to community. They supply food and non food items for the neediest people by utilizing donation and charity fund. Financial assistance is also available on urgent occasion, such as urgent disease and ceremonial matters.

According to MOSS, CBR programs have been embarked by the government as well as NGOs to improve living situation of People with Disability. However, we could not study how the programs are implemented in slum and informal areas. Study on social welfare services for women headed families and elderly persons were also remained.

4.3.6 Micro Finance

Micro finance is positively used by poor community, especially for improvement of Small and Micro Enterprise (SME) in Egypt. It is almost only way for poor community to get external financial sources to develop their economic activities.

● Micro finance in Egypt

*National Impact Survey of Micro finance in Egypt*⁴ compiled by PlaNet Finance in collaboration with international and National organizations, reported on general situation of micro finance. Following information was taken from the above report.

■ Policy Framework for Micro finance in Egypt

- Micro lending in Egypt is provided through two main channels. The first is through public and private banks, which are regulated by the Central Bank of Egypt. The second is through NGOs, which are regulated by MOSS. NGOs are not allowed to capture savings or other deposits or provide any kind of official insurance.
- In 2002, the government adopted a law regulating the incorporation and operations of nongovernmental organizations and foundations. All NGOs have to register with the MOSS before providing services, and must also submit copies of Board meeting minutes to the MOSS.
- A new law on micro and small enterprises was adopted in 2004. It defines the role of the Social Fund for Development (SFD) as the body responsible for planning and coordinating between relevant stakeholders, and promoting the establishment of SMEs and assisting them in obtaining financing and services. The SFD role is not supervisory, neither a registrar nor licensing body for Micro Finance Institutes (MFI)/SME lenders.

■ Present trend

- Outreach has increased during the past few years by more than 50% for the top 7 MFIs between 2004 and 2006.
- Serious obstacles remain to achieve compliance with microfinance best practices and to be able to reach the vast majority of potential future beneficiaries:
 - Low Penetration: Despite the fact that Egypt has the second highest number of active micro finance borrowers and potentially constitutes the Arab region's largest loan portfolio, Egypt's market penetration rate is very low: 95% of the potential

⁴ www.planetfinance.org

demand for micro finance was still not being met in 2005.

- **Regulatory Limits:** There is a lack of clarity in government policies regarding micro finance, with the persistence of distortion practices.

- **Micro finance in slum and informal areas**

Following findings were observed in terms of micro finance in slum and informal areas:

- ◆ **Mostly micro finance is seen in Informal areas**

Micro finance is applied mostly only in Informal areas, where people's living standard is generally better than that in slums. Importance to improve poorer community's accessibility to micro finance has been pointed out by many organizations, but still it seems under discussion.

- ◆ **Service providers**

Direct service providers of micro finance are NGOs. Applicants contact NGOs to get loan services directly. International organizations, private sectors and government organizations support NGOs financially and technically. NGOs' main target of microfinance services is economic development.

- ◆ **Institutional set up to provide microfinance**

According to the interviewees, present micro finance is useful to improve inhabitants' economic activities. It is different from the system to strengthen mutual assistant network among community and people's oriented process in the areas.

- ◆ **Assistance for income generation**

HSBC Officer in charge of upgrading of informal areas said that NGOs provide not only loan but also training for earning for youths and women headed households. However, we could not study on actual progress of the trainings.

- ◆ **Group saving and lending system**

There is a common group saving system, namely RoSCAS (Rotating Self-Help Savings and Credit Associations) in Egypt. Members are required to make a fixed amount of contribution to common saving and they are eligible to get loan when they need. However, we could not study how this mechanism works in slum and informal areas.

4.4. Status at the Governorate level: Cairo

4.4.1. Number of Slum/Informal Areas

According to official figures, number of informal areas (including slums) in Cairo (after separating Helwan from Cairo by Presidential Decrees No. 114 and 124) is as follows:

Total number of informal areas	(A)	62
Informal areas cleared and redeveloped	(B)	9
Total number of existing informal areas	(C=A-B)	53

Source: Cairo Governorate 'Municipal plans, data, and questions about informal areas in Cairo governorate' (unofficial English translation by the JICA Data Collection Survey Mission)

According to directions, after Al-Doweqa accident, to classify hazardous areas (or areas of clearance because of danger) as ones of first priority, informal areas can be classified as follows:

Total number of existing informal areas	(C)	53	
Hazardous areas lying within the Governorate <i>* Areas of clearance because of danger</i>	(D)	4	<u>Areas:</u> Al-Doweqa, Ezbet Khairallah, Ezbet Al-Arab, Wadi Feraon, Al-Shahba
Areas to be cleared (with no hazard) <i>* Areas of clearance concerns other than safety</i>	(F)	4	<u>Areas:</u> Abou Qarn, Abou Hashish, Tal Al-Aqareb, Hekr al-Sakakiny
Total number of areas to be developed without clearance <i>* the reminder of informal areas</i>	(F=C-D-E)	45	

Source: Cairo Governorate 'Municipal plans, data, and questions about informal areas in Cairo governorate' (unofficial English translation by the JICA Data Collection Survey Mission)

According to Cairo Governorate, the above Table “shows that there is a gap between planning and execution on the one hand and the budgets allocated for these areas, the situation which calls for attention to bridge this gap and handle the issue of informal areas within a comprehensive administrative system that goes hand in hand with the comprehensive vision for Capital development”.

4.4.2. List of Unsafe Areas

According to another piece of information provided by Cairo Governorate, there are 29 unsafe areas, and their total space is 702.32 feddan (approx. 280ha) with 20 thousand housing units and 660 thousand population (Table 4.10).

Table 4.10. Unsafe Areas in Cairo Governorate

Category of hazard:

- 1 Mountainous sliding + railway boundaries
 2 Structural materials from building wastes + cracked and deteriorated buildings
 3 Industrial pollution + H.V. transmission lines
 4 Unstable ownership

Ser. No	Area within Cairo	District	Informal Area name	Unsafe spots	Unsafe spots				Space (in feddan)	Approximate number of residential units	Approximate Number of population	
					Category of hazard							
					1	2	3	4				
1	The Eastern	E; Sallam	The High Dam	The High Dam			√		11.26	566	24,904	
2			The Railway	The Railway	√	•			6.46	220	4,840	
3		El-Marg	El-Andalus	El-Andalus					4.31	69	3,036	
4			Ezbat El-Nakhl El-Sharkia	Ezbat El-Nakhl El-Sharkia		√			2.5	53	2,332	
5		El-Mattaria	Arab El-Hesn	Arab El-Hesn		√			2	158	6,952	
			Ezbat El-Safieh	Ezbat El-Safieh	√	•			4.71	169	3,718	
		Area of filling El-Bolaqia canal (Ezbat El-Nakhl El-Gharbia)	Area of filling El-Bolaqia canal (Ezbat El-Nakhl El-Gharbia)		√			0.7	45	990		
6		Eastern of Nasr City	Ezbat El-Hagana	Ezbat El-Hagana			√		11.49	245	10,780	
7		West of Nasr City	Ezbat El-Arab	Ezbat El-Arab	Ezbat El-Arab		√			3.39	83	3,652
				Ezbat El-Arab over	Ezbat El-Arab over	√	•	•		13.87	456	20,064
8		Ezbat Nassar	Ezbat Nassar	Ezbat Nassar		√			2.37	45	1,980	
			Graveyard area	Graveyard area		√			11.09	208	9,152	
9	Munsha'at Nasser	Munsha'at Nasser	Dweika	Dweika	√	•			17.08	717.4	31,585.6	
			Gabal El-Mokatam	Gabal El-Mokatam	√				50.31	1,692.6	74,474.4	
			Hadabet El-Herafeen	Hadabet El-Herafeen	√	•			75.94	3,189.5	35,084.5	
			Wadi Pharaoh	Wadi Pharaoh	√	•			120.73	3,045	33,495	
			Youth Club Area	Youth Club Area	√				8.66	218.4	9,609.6	
			Fish factory	Fish factory	√				6.55	222.6	9,794.4	
			El-Taharthur area	El-Taharthur area	√				9.1	306.6	1,349.4	
			Various areas	Various areas	√				1.46	50.4	554.4	
10	The Northern	Hadaiq Al-Quba	Ezbat Abu Hashish	Ezbat Abu Hashish		√			12.31	1,201	52,844	
11		El-Sharabia	Hekr El-Sakakiny	Old Hekr El Sakakiny	Old Hekr El Sakakiny		√			6.17	265	11,660
				New Hekr El-Sakakiny	New Hekr El-Sakakiny		√			4.82	143	6,292
12			Ezbat El-Ward	Ezbat El-Ward	√	•			2.64	159	3,498	
13		Manhal	Ezbat Wahba	Ezbat Wahba		√			9.21	245	10,780	
14			Dair El-Nahia	Dair El-Nahia		√			15.46	680	29,920	
15	The Western	Boulaq	Ramlat Boulaq	Ramlat Boulaq		√			1.42	138	6,072	
16			Arkakia	Arkakia		√			1.29	33	1,452	
17			Masbero	Masbero		√			7.8	184	8,096	
18	The	El-Khalifa	Al-Ebahia	Al-Ebahia	√				11.57	383	16,852	

Ser. No	Area within Cairo	District	Informal Area name	Unsafe spots	Unsafe spots				Space (in feddan)	Approximate number of residential units	Approximate Number of population	
					Category of hazard							
					1	2	3	4				
19	Southern		Souk El-Gomaa	Souk El-Gomaa (1)		√			2.48	91	2,002	
				Souk El-Gomaa (2)		√			2.29	72	1,584	
20			Arab El-Yassar	Arab El-Yassar		√			11.72	310	6,820	
21		Misr El-Qadima	Ezbet Abu Forn	Ezbet Abu Forn		√			40.61	814	35,816	
22			El-Manbie	El-Manabie			√		28.82	555	24,420	
23			Batn El-Bakra	Batn El-Bakra	√	•			47.53	855	37,620	
24			Ezbat Khair Allah	Establ Antar	Establ Antar	√	•			66.19	1,637	72,026
				Ein El-Khaialla	Ein El-Khaialla	√	•			6.76	154	6,776
				Mogamaa El-Madaris	Mogamaa El-Madaris	√	•			25.7	41	1,804
				Ring Road	Ring Road	√	•			9.9	238	10,472
25		Ein El-Sierra	Ein El-Sierra		√			2.66	79	3,476		
26		El-Sayida Zainab	Abu El-Suoud	Abu El-Suoud		√			8.93	232	10,208	
27			Tell El-Aqarib	Tell El-Aqarib		√			6.57	149	4,917	
28			El-Mawardy	El-Mawardy		√			2.63	54	1,188	
29			Selim Qal'aat El-Kabsh	Selim Qal'aat El-Kabsh					2.86	125	5,500	
Total areas of danger within Cairo Governorate									702.32	20,596.5	660,424.3	

Source: Cairo Governorate "The Challenges of Upgrading Informal Areas (A Preliminary Action Plan)" (unofficial English translation by the JICA Data Collection Survey Mission)

4.4.3. Projects Dealing with Slum/Informal Areas in the Governorate

Table 4.11 shows the completed/ongoing projects dealing with the improvement of slum/informal areas in the territory of the Governorate.

Table 4.11. Cairo Governorate efforts in informal area upgrading

Area	District	Partners to the governorate	Commencement date	Expiry date
1) El-Salam and El-Nahda "Upgrading 100 schools project"	El-Sallam District	Heliopolis Services Foundation	2005 Under the auspices of Her Excellency Mrs. Suzanne Mubarak	Work is in progress
2) • Munsha'at Naser (Duaika), Suzanne Mubarak Project • Munsha'at Naser (Urban Upgrading with participation)	Munsha'at Naser District	Abu Dhabi Fund + Ministry of Housing German Cooperation GTZ- KFW	1998 under the auspices of Her Excellency Mrs. Suzanne Mubarak	Work is in progress and shall end on 2009.
	Munsha'at Naser District		2001	Work is in progress and shall end on 12/2009.

3) Zenhum "Replacement and Upgrading"	El-Sayeda Zainab District	The Red Crescent businessmen +	1990 - 1998 under the auspices of Her Excellency Mrs. Suzanne Mubarak	Work ended on 14.05.2009
4) <ul style="list-style-type: none"> • El-Fustat Area Restoration "upgrading, removal and investment" • Environment project in Ezbat Khair Allah 	Misr El-Qadima District Misr El-Qadima District		2006 2008	Work is in progress (project planning) Work is in progress
5) El-Marg (facilities - networks)	El-Marg District	Different Ministries	2007	Work is in progress
6) Ezbat Hweidy	El-Waily District	Future Generation Foundation (FGF)	2008	Work is in progress
7) Dar El-Sallam	Dar El-Sallam and Basatin District	HSBC Bank	2009	Work is in progress
8) Ezbat Khair Allah (Construction Water and Sewage system network)	Misr El-Qadima District	Ministry of Housing	Summer of 2008	Work is in progress
9) Batn El-Bakra (El-Fuakhir Area)	Misr El-Qadima District	US Aid	2006	2009
10) Tell El-Aqarib	Misr El-Qadima District	Ministry of Housing – squatter areas development fund	2009	2011
11) Old Manial	Misr El-Qadima District	Future Generation Foundation (FGF)	2009	Work is in progress

Source: Cairo Governorate “The Challenges of Upgrading Informal Areas (A Preliminary Action Plan)” (unofficial English translation by the JICA Data Collection Survey Mission)

The following Box 4.1 and Figure 4.4 provide brief description about the representative projects in the Governorate (although not all of them are listed in the Table 4.10).

Box 4.1. Cairo Governorate's Efforts for Relocation of Residents

1. Manshiet Nasser


- **4038** units has been resided in Al Duwaiqa area.
- A number of units will be handed over to the Governorate by Ministry of Housing, accordingly, the Governorate will start with the relocation plan for the rest of the unsafe areas.
- Services are being provided to the new relocation area (police station- health unit- social center- employment training center- ...)

2. Stable Antar

- **1295** families have been relocated to 6th of Oct. City in units bought by Cairo Governorate from a prominent housing company.
- The Governorate has coordinated with an outstanding national construction company to trim and remove the hazardous spots.
- A 100-million-L.E. project is being carried out to provide networks and services to the area through MoH.

Source: Cairo Governorate "Cairo Governorate's Experiences in Informal Areas Upgrading"
(presentation material prepared for the JICA Data Collection Survey Mission)











Figure 4.4. Cairo Governorate’s Efforts in the Field of Informal Areas Development

<p style="text-align: center;"><u>Zenhom</u></p>  <p>A type of informal developed through a cooperation between areas Cairo Governorate and national NGO and Private Sector</p>	<p style="text-align: center;"><u>Al Darb Al Ahmar</u></p>  <p>A type of informal developed through a cooperation between areas Cairo Governorate and international development agency</p>
<p style="text-align: center;"><u>Al Torgoman</u></p>  <p>A type of informal developed through the budget of Cairo Governorate</p>	<p style="text-align: center;"><u>Al Mo’ezz Street</u></p>  <p>A type of informal developed through a cooperation between areas Cairo Governorate and national ministries</p>

Source: Cairo Governorate “Cairo Governorate’s Experiences in Informal Areas Upgrading” (presentation material prepared for the JICA Data Collection Survey Mission)

According to the Governorate, Figure 4.5 shows upcoming projects.

Figure 4.5. Cairo Governorate's Upcoming Projects

<p>1- Ezbet Khair Allah- terminating the rest of unsafe areas</p> <ul style="list-style-type: none"> ■ Area: 427 acres ■ Population: 418,000 ■ Development Measure: Re-development 		
<p>2- El Duwaiqa and Ezzbat khirallah - Dealing with the rest of unsafe areas</p> <ul style="list-style-type: none"> ■ Area: 220 acres ■ Population: 85,000 ■ Development Measure: Re-development and relocation 		
<p>3- Ezbet Abu Qarn</p> <ul style="list-style-type: none"> ■ Area: 35 acres ■ Population: 25,000 ■ Development Measure: Re-development 		
<p>4- Ezbet Abu Hasheesh</p> <ul style="list-style-type: none"> ■ Area: 14 acres ■ Population: 13,000 ■ Development Measure: Re-development 		
<p>5- Tal Al Aqareb</p> <ul style="list-style-type: none"> ■ Area: 7 acres ■ Population: 20,000 ■ Development Measure: Re-development 		

Source: Cairo Governorate “The Challenges of Upgrading Informal Areas (A Preliminary Action Plan)”

4.4.4. The Graveyards in the Governorate

In order to determine the long-term directions to develop the Capital, how to deal with graveyard dwellers is a key issue for the Governorate (according to the Governorate's 'Municipal plans, data, and questions about informal areas in Cairo governorate').

Related this, there is a situation survey about the graveyards in Cairo.

Box 4.2. The Graveyards (El Gabana) in Cairo -- the graveyard houses: The status quo studies 2008

Location of the Graveyards (El Gabana)

Name	Area (feddans)
Bab El Nasr	52
El Basateen	220
Amr Ibn El Ass	283
El Imam	769
Bab El Wazeer	27
El Ghafeer and El Megawreen	424

- The area of the graveyards is nearly 1,775 feddans, and extends along 12 km from the north to the south side.
- The number of inhabitants is nearly 200 thousand persons, and the number of yards is nearly 2,275 yards.
- The population growth rate ranges from 2.2% in the Imamein and El Barkoky Area to 12.2% in Kayetbay Area.

The graveyards area is divided into two groups:

- First: in the south east of the city, and includes:
 - El Basateen, El Tonsy, El Imam El Lethy, Sedy Abou El Wafa, Sidy El Shatby, El Imam El Shafe'y, Ibn Fared, El Mamalek, El Sayeda Nafesa
 - Bordered from the East by: El Mokatom Mountain.
 - From the West: Ein El Sera.
 - From the South: Industrial Zone.
 - From the North: Ibn Tolon.
- Second: in the north east, starting from Safh El Kala'a (versant of the castle), and includes:
 - Bab El Wazeer, El Megawreen, El Karafa El Sharkeya for Muslims, Kayetbay, El Ghafeer, Bab El Nasr
 - Bordered from the East by: The Autostrad Road and Monshae't Nasser.
 - From the West: Salah Salem.

Source: GOPP (unofficial English translation by the JICA Data Collection Survey Mission)

4.4.5. Socio-economic information (Mansheit Nasser, Cairo)

It was difficult to get socio-economic data in slum and informal areas. GTZ/PDP conducted survey to prepare a profile in Mansheit Nasser to prepare for conducting pilot project.

Figure 4.6. Data on Employment in Mansheit Nasser, Cairo

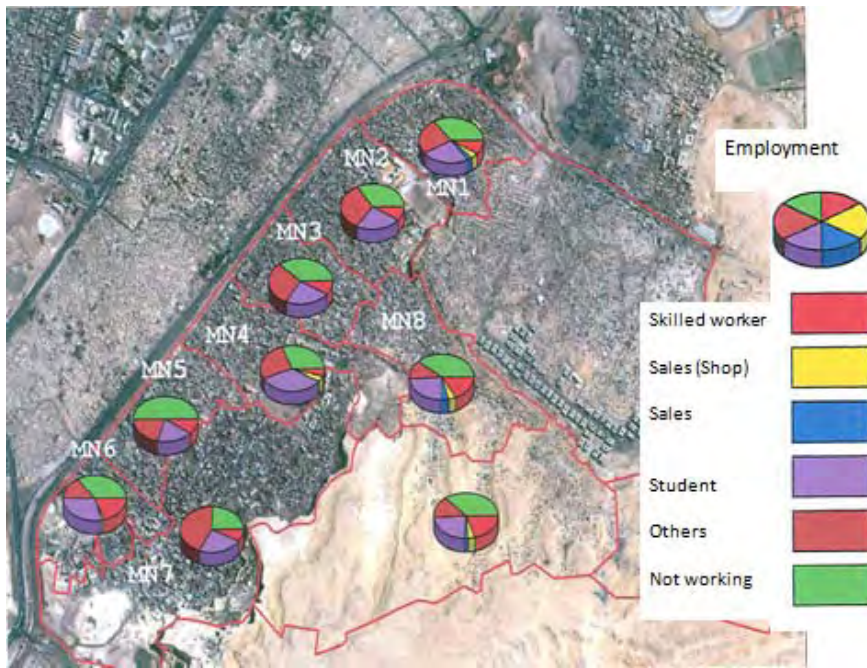


Figure 4.7. Data on Educational status in Mansheit Nasser, Cairo

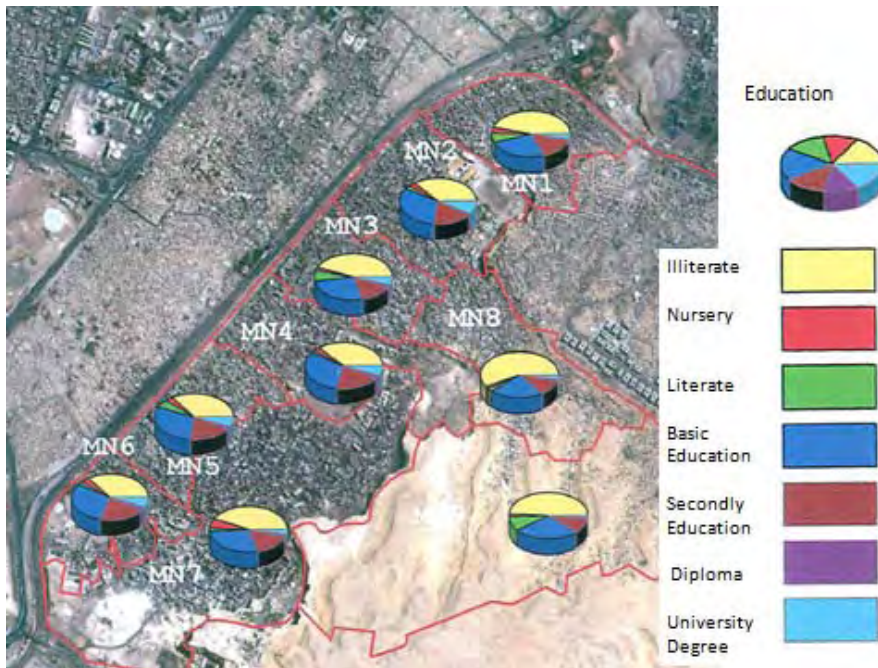
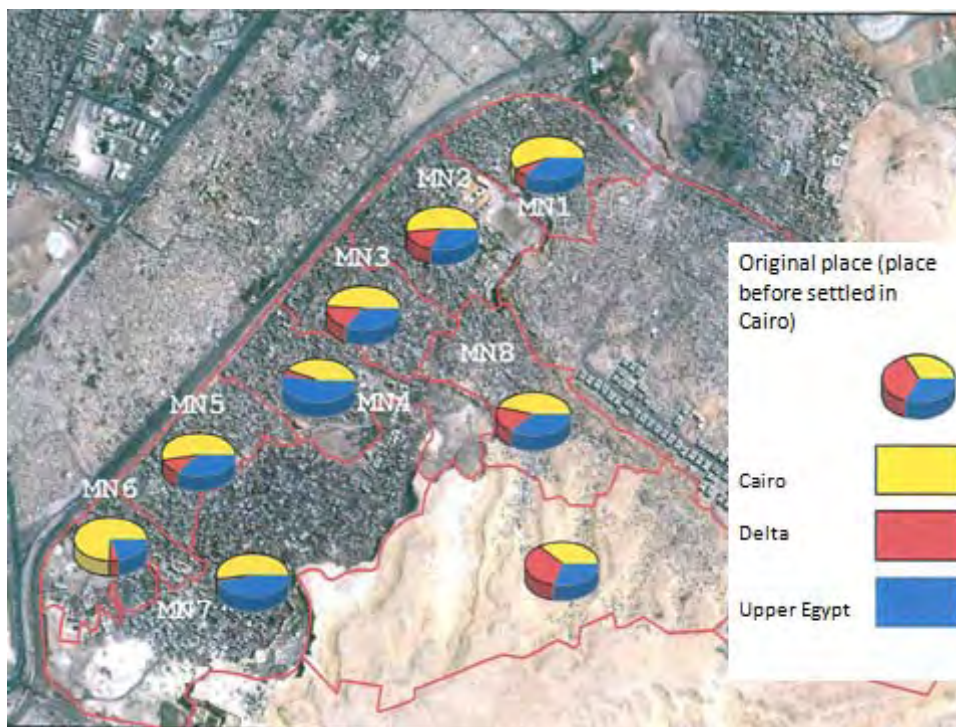


Figure 4.8. Original place before the residents settled in Mansheit Nasser, Cairo



Sources of Figures 4.6 - 4.8: GTZ Cairo Mansheit Nasser Profile data
(Unofficial English translation by the JICA Data Collection Survey Mission)

A lot of workshops are carried on in Mansheit Nasser. Following data (Table 4.12) is shown on field of industries of the workshops.

Table 4.12 Areas of industries in Manshrit Nasser

	MN1	MN2	MN3	MN4	MN5	MN6	MN7	MN8	MN9	MN10	MN11	Total	%
Clothing and textiles	95	28	95	41	21	15	162	25	11	26	9	528	10%
Metal products	66	65	69	53	158	236	108	38	44	275	11	1123	22%
Food	119	22	36	19	12	14	24	30	25	59	3	363	7%
Khan El Khalili products	4		2		6	1		2			9	24	0%
Leather products	16	19	90	47	27	16	6	37	7	21	4	290	6%
Plastic products	21	8	21	7	34	96	369	9		35	2	602	12%
Chemicals	12	9	9	6	5	1		4	5	11		62	1%
Paper and cardboard	10	9	8	7	6	1	39	2	1	8	1	92	2%
Mechanical engineering	27	18	8	1	11	17	22	1	2	358	24	489	9%
Wooden products	53	36	61	28	46	61	22	28	24	110	13	482	9%
Maintenance	12	1	4	2	5		22	6	3	6		61	1%
Glass/ceramics/stones	8	6	9	19	22	6	16	10		8	1	105	2%
Electrical appliances components	14	2	7	7	7	7	9	4	1	5	2	65	1%
Recycling	3			1		25	542	1		1		573	11%
Handicraft	7	9	80	4	3	1		34	3	12	1	154	3%
Others total	98	9	5	3	8	2	1	12	3	42	2	185	4%
Total	565	241	504	245	371	499	1342	243	129	986	73	5198	100%

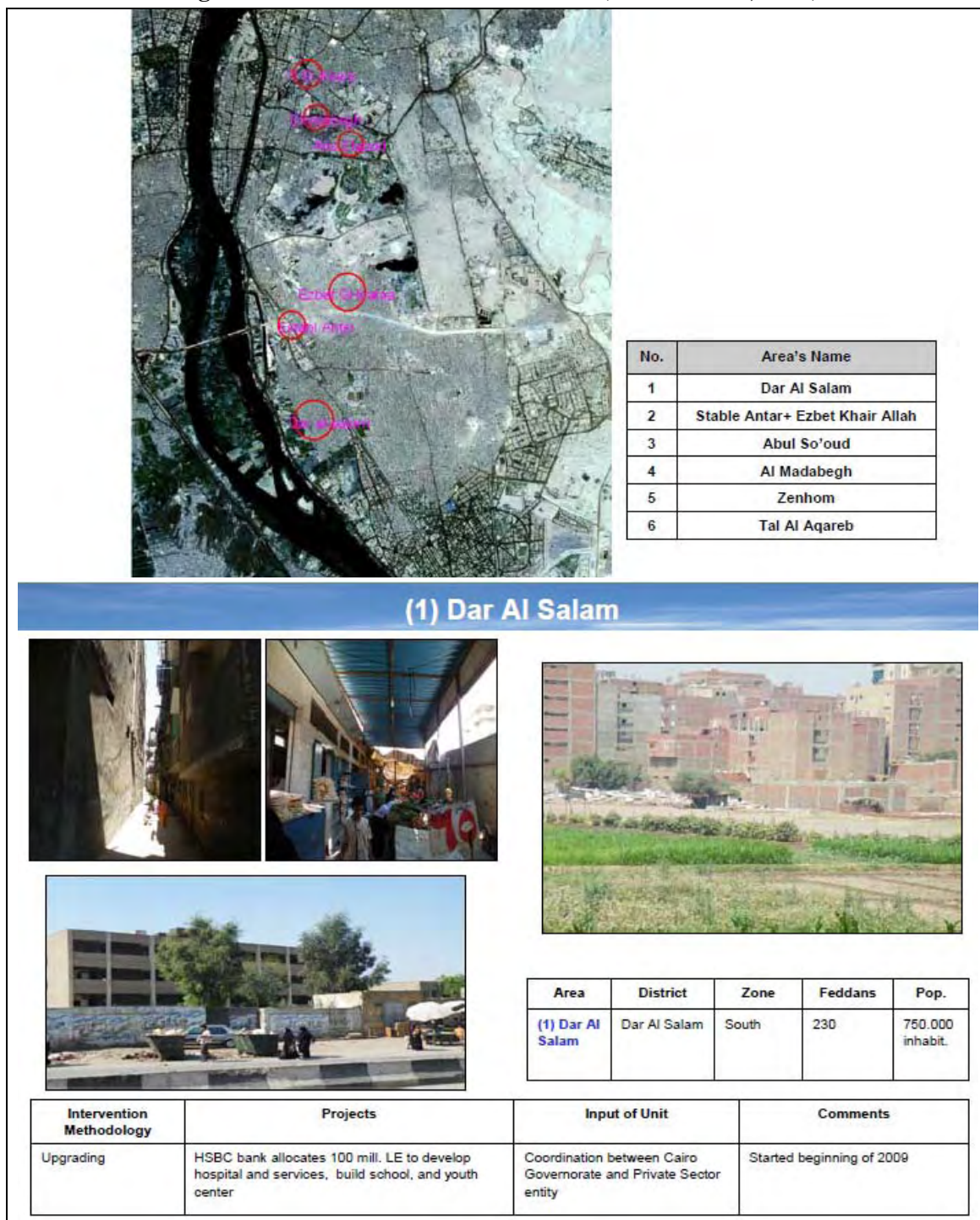
Source: A Report on the Local Economic Development Status in Mansheit Nasser, GTZ

4.4.6 Site Visit to Slum/Informal Ares in Cairo Governorate

The JICA Data Collection Survey Mission visited major sites of slum/informal areas in Cairo Governorate on November 14 and November 21, 2009.

Figure 4.9 summarizes information about the visiting sites on November 14, and the information was provided by the Governorate for the JICA Mission.

Figure 4.9. Site Visits of Informal Areas (November 14, 2009)



(2) Stable Antar+ Ezbet Khair Allah



Area	District	Zone	Feddans	Pop.
(2) Stable Antar+ Ezbet Khair Allah	Misr Al Qadeema	South	427	418.000 inhabit.

Intervention Methodology	Projects	Input of Unit	Comments
Redevelopment Unsafe (1,2)	<ul style="list-style-type: none"> •Upgrading the historical sites •Water and wastewater projects with 200 mill. LE already being implemented. 	Local Initiatives in the area for street lights and environmental projects	<ul style="list-style-type: none"> • Area is classified as one of the top unsafe IAs in Cairo •About 1000 families were relocated by authorities in 8th of Oct. City • History of the area .

(3) Abul So'oud



Area	District	Zone	Feddans	Pop.
(3) Abul So'oud	Misr Al Qadeema	South	5	15.000

Intervention Methodology	Projects	Input of Unit	Comments
Upgrading	Originally housing project built by the Gov. late 1960's and early 1970's	Advising on formalizing use of the buildings if proven structurally safe	Common practice of residents of the government official residential projects

(4) Al Madabegh



Area	District	Zone	Feddans	Pop.
(4) Al Madabegh	Misr Al Qadeema	South	50	10,000

Intervention Methodology	Projects	Input of Unit	Comments
Relocation Unsafe (3)	Relocation of industrial pollution activities and reuse the land for services	<ul style="list-style-type: none"> Producing the needed GIS plans LIs 	<ul style="list-style-type: none"> Projects started in late 1990's with Italian Aid. Some logistical issues, the land therefore was assigned for relocation (Badr- Helwan)

(5) Zenhom



Area	District	Zone	Feddans	Pop.
(5) Zenhom	Sayyeda Zeinab	South	54	10,000 inhabit.

Intervention Methodology	Projects	Input of Unit	Comments
Redevelopment	<ul style="list-style-type: none"> A 3-phases redevelopment projects. 179 buildings are built and 2432 units are delivered Red Crescent and Gov. and Private Sector implemented the projects collectively 	Attended the inauguration of the project with the First Lady	<ul style="list-style-type: none"> 50% of original residents came back Projects took 10 years Projects highly supported by First Lady

Source: Cairo Governorate (prepared for the JICA Data Collection Survey Mission's sites visit)

Box 4.3 overleaf summarizes major findings of the JICA Mission about each site visited.

In addition to them, the Mission found the followings as general information about the slum/informal areas in Cairo Governorate:

Physical (or urban planning) features	<ul style="list-style-type: none"> • Generally, physical infrastructure - i.e., electricity, water supply, sewerage – have been improved markedly. • Physical features of each slum/informal area are identical to each area. • Shack/shanty is not a typical settlement form in Cairo’s slum/informal area. • Continuing encroachment into agricultural lands cannot be observed within the boundary of Cairo Governorate because of the completion of urbanization.
Socio-economic features	<ul style="list-style-type: none"> • Number of Family members 5.5 / 3~4 children/ • Literacy rate 50% • NGOs’ main activity is charity work, collecting fund from rich community and distribute assistance for poor. • Some sort of social solidarity is observed in unplanned /unsafe areas. They support each other. People are engaged in seed money or Gamaaya system.

Box 4.3. Site visit Findings: Cairo Governorate -Nov. 14th (Sat) and Nov. 21th (Sat)

1. Dar Al Salam –unplanned area

- A place where relatively well-off slum/informal dwellers live with hope in mind to move to formal homes in future – e.g., by selling the current housing units they own.
- Informal area built on agriculture land
- Privately owned lands
- Buildings without legal permission
- High-rise building in relative good quality (but built by informal builders)
- Narrow dirt streets/paths but with grid pattern
- Residential area (with various shops but without workshops)
- good access to public transportation (close to arterial roads)
- People stay in this area as the second or third step after migration from rural area, because the buildings are well equipped and access to the working places is good. Most of people purchase the unit(not rent a room)
- Many residents have stable way to earn, such as engineer, doctor and teachers. They stay at home only in the night time.
- Electricity, water supply and sewerage – available
- Source of energy for cooking: propane tank or piped natural gas
- School :outside the area
- Garbage collection –poor but the issue can be observed in all Cairo areas
- Youth center: available but poor operation and maintenance (as operation and maintenance is taken by central government)
- Assistance
 - NGOs conduct charity work, such as provision of meals.
 - HSBC – its headquarter is located next to the area - is assisting the upgrading the area (e.g, assisted the construction of youth center)





2. Stable Antar + Ezbet Khair Allah –unplanned area including unsafe area in part

- The Government contracted with a construction company to develop this government-owned land for decades ago, but the development has been stopped because of the inflow of informal settlers.
- Land is owned by a construction company (former state land). Residents constructed buildings informally.
- Some buildings near to the edge of cliff –thus unsafe – were demolished.
- Relatively low-rise buildings
- Water /electricity are available. Sewerage – currently lacking - will be installed by the Government.
- People make a living by carpentry work, driving job, employees of workshop, and so on. Many small (and unregistered) workshops are operated inside/near the area.
- NGOs provide charity work. Sometimes, programs, such as awareness raise on solid waste management and classes for children, are conducted.





3. Bath Al Baqas –Unsafe area (shacks)

- A slum pocket adjacent historical area, where new museum buildings are under construction behind the area
- Residents engaged in garbage recycling work
- Poor Buildings, most of them are shacks. Buildings constructed with GI sheet and bricks without proper plan.
- Poor sanitary condition while electivity and water supply are available
- Very narrow and winding path aliened by piled garbage
- Many NGOs have visited the areas for study on socio-economic situation. However, no visible improvement has been brought by them.
- Politicians avoid visiting this area. Once they come here, they cannot escape from taking countermeasure for illegal construction.
- Access to public services or merchant facilities, such as shops, hospitals, and public transportation, is convenient.
- In the adjacent informal area, public works installing water pipes and electricity are in progress



4. Abul So'oud

- Originally a housing project estate built by the Government in late 1960s and early 1970s.
- Wide and paved streets with roadside trees
- Served with public services such as electricity and sewerage
- Original building were informally/illegally extended by residents (e.g., horizontally toward street)



5. Al Madabegh – unsafe area

- Characterized by profitable skin tannery industry and resident workers of the industry
- Smell-health problems (Residential place should be relocated)
- Water and electricity are available. Sewerage seems poor. Narrow and winding path is observed
- Involvement of NGOs is relatively smaller than that in other informal areas because income of the people is more than that in other areas.
- School children’s dropping out is observed more than that in other areas since children tend to stop going to school to earn at tannery workshop (this is not because of poverty)





6. Zenhom – Redeveloped Area

- Project site of 3-phased redevelopment having taken 10 years. 179 buildings are built and 2432 units are delivered. Red Crescent, the Governorate and Private Sector implemented the projects collectively.
- Model housing project (the First Lady attended the inauguration of the project)
- Replaced informal housing buildings with modern ones
- About 50% of original residents had to move outside (because of planned decrease of population density for increasing public spaces)
- One family pays LE 5 0 per Month for their housing unit
- Governorate provided land and infrastructure service. Building construction was contributed by private companies.





7. Tal Al Aqareb – Unsafe area

- 6 acre slum pocket surrounded by major urban functions
- Poor infrastructures (communal water faucets)
- People want to be relocated, but the area has been on the back-burner for any activity for almost 15 years

8. El-safai / City of the Dead

- One of the graveyards within Cairo having residents but of low density. Some of them live as renters approved by landowners
- Because of geographical closeness to urban area, business activities such as café, mechanic's shops, and laundries exist (there is a rumor of drag dealing as well).
- Electricity and water supply can be accessible in some extent. Septic tanks are used for toilets.
- Relocating and housing development with the relocation of the graveyard to the suburb maybe a development solution, but it may cause resistance not only of the residents but also of general public because of cultural perception about graveyards.



4.5. Status at the Governorate level: Giza

4.5.1. Number of Slum/Informal Areas

According to Giza Governorate, there are three categories of slum/informal areas in Giza. Those are: a) Unsafe Areas, which is the first priority of the nation to improve; b) Deteriorated Areas, the second priority of the nation; and c) Unplanned Areas. The Governorate, with the support from ISDF, identified the number of Unsafe Areas and Deteriorated Areas as follows, while the number of Unplanned Areas is under enumeration:

Unsafe areas	Deteriorated areas	Unplanned areas
14 areas	11 areas	Currently being enumerated

Source: Unit of Informal Area Upgrading, Giza Governorate “Unsafe and Deteriorated Areas in the Governorate” (PowerPoint), April 2009 (unofficial English translation by the JICA Data Collection Survey Mission)

According to Giza Governorate, physical condition of Unsafe Areas in Giza (or the first priority areas of the governorate to tackle with) is better than that of first priority areas at national level (or First Degree areas categorized by ISDF). Similarly, the condition of Deteriorated Areas of the Governorate is better than that of national second priority areas (or Second Degree areas).

4.5.2. List and Location of Slum/Informal Areas

Giza Governorate have not finished the enumeration of slum/informal areas, but according to another source provided by GOPP, it is said that there are 39 informal areas (including slum/unsafe/deteriorated areas) in the Governorate (Table 4.13).

Table 4.13. Informal Areas in Giza Governorate

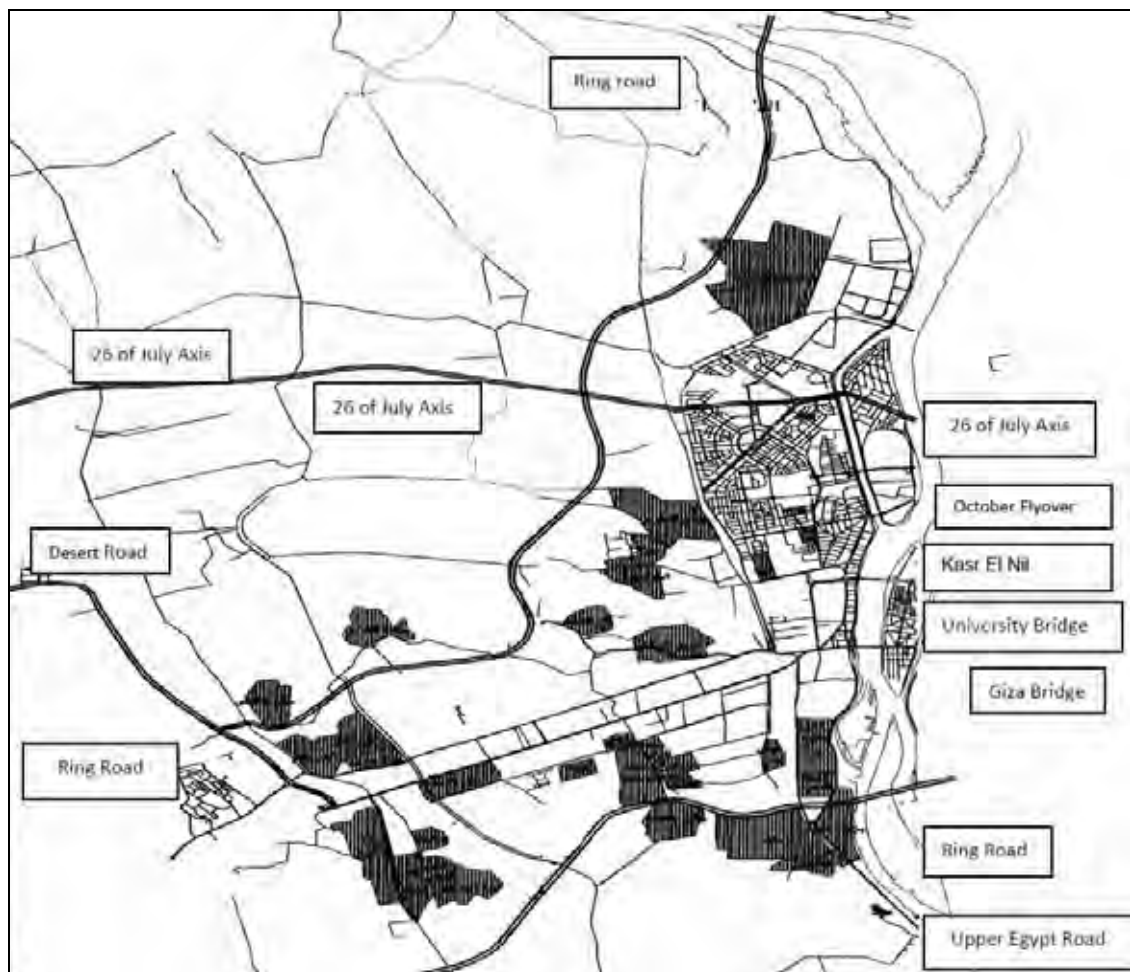
District	Area	Space
North district	1. Al-Mounira El- Gharbia	653.5
Agouza 207 feddan	1. Meit Oqba	200
	2. El-Houtia	7.1
Dokki 58 feddan	1. Ezbet Wilad Allam	6
	2. Bin El Sarayat	32
	3. Dayer El Nahia	20
South district 744 feddan	1. El-Monib	302
	2. Saqia Mikki	147
	3. Gezira El-Dahab	70
	4. Hadayek Gezira El-Dahab	146
	5. El-Qasabgi	71
	6. Ezbet El- Bekbashy	7.5
Boulak El Dakror	1. Boulak El- Dakror	254

1,857 feddan	2. Zenin	238
	3. El-Shorbagi	357
	4. El-Maleka Road	169
	5. Qemisha	357
	6. Abou El-Leil	404
	7. Kafr Tohormos	78
	El-Omrania 699 feddan	1. Sidi Ammar
2. Zahraa		53
3. Lotus City		35
4. Laselki City		165
5. Sakan El-Talebat		32
6. Ezbet Fakiha		45
7. Church		147
8. El-Zohor Club		39
9. El-Kom El-Akhdar		137
Haram district 1,158 feddan	1. Munshat El-Bakari	130
	2. Kafr Ghatati	113
	3. Kom Bakar	147
	4. Kofra Nassar	98
	5. Ezbet Gebril	66
	6. Nazlet El-Semman	253
	7. Nazlet El-Sisi	45
	8. Kafr El-Gabal	122
	9. Kafr El-Manfa	59
	10. Nazlet El-Batran	125
Total informal areas in Giza Governorate		5,376 feddan

Source: GOPP (unofficial English translation by the JICA Data Collection Survey Mission)

The location map of the above-stated areas is also shown by the GIPP data (Figure 4.10)

Figure 4.10. Location of Slum/Informal Areas in Giza Governorate



Source: GOPP (unofficial English translation by the JICA Data Collection Survey Mission)

4.5.3. List and Location of Unsafe Areas

Giza Governorate provides the list of 14 Unsafe Areas. (Table 4.14, 4.15)

Table 4.14. Distribution of Unsafe Areas in Giza by District

District	El-Haram	South Giza	El-Omrania	Belak El-Dakrou	El-Agouza	El-Dekki	North Giza	El-Warak
Description								
Unsafe Areas	Sinn Al-Agouz	North Giza	Ezbet El-Bahbohy	Ezbet Harb	El-Zabaleen	Eshash Al-Seka Al-Hadid (Al-Seka Al-Hadid Cottages)	Hakr Tawakul Asran	NA
	NA	South Giza and Al-Roqaa	NA	Kameisha	NA	Ben El-Sarayut El-Kadima (El-Dawar)	Imbaba Island	NA
	NA	Raba'a zone	NA	Al-Mothallatha	NA	Ezbet Awlad Alam	NA	NA
Total	1	3	1	3	1	3	2	NA
14 areas								

Source: Giza Governorate (2009) 'Unsafe and Deteriorated Areas in the Governorate' (unofficial English translation by the JICA Data Collection Survey Mission)

Table 4.15. Unsafe Areas in Giza

District	El-Haram	South Giza			Al-Omrania
Area	Sinn Al-Agouz	Giza, North	Giza, South and Al-Roqaa	Raba'a zone (Inside Sakyet Mekki)	Ezbet El-Bahbohy
North	Oberoi Hotel (Ard El-Golf)	Khofo St. and its extension	El-Mahata St.	Extension of Haret El-Nems	Wagih El-Dakrori St.
South	Extension of Abu El-Hol Tourist St.	El-Mahata St.	Rabaa club	Shawqi St.	El-Shahid El-Hay St.
East	Emro Al-Qais St.	El-Fateh St.	Sidi Shaaban St.	Extension of Saad Zaghloul St.	Sour El-Metro St.
West	Archaeological zone fence	El-Sanadily St.	Saad Zaghloul St.	Hekel St.	Hassan Salama St. intersecting with El-eid St.
Area space	13.13 feddans 5512.54 m ²	22.55 feddans 94707.25 m ²	27.37 feddans 114956.41 m ²	8.14 feddans 34173.27 m ²	5.25 feddans 22050.30 m ²
Criteria of unsafe areas identification	Extremely deteriorated area over a mountain versant; temporal building materials	Most of the buildings are extremely deteriorated and ramshackle; most of the buildings are built with clay and stones; ceilings are made of wood	Most of the buildings are highly deteriorated and ramshackle; most of the buildings are built with clay and stones; ceilings are made of wood	Many deteriorated and ramshackle buildings	Many deteriorated buildings; risks due to shakings caused by metros and trains
Land property	Private	Private	Private	Private	Private

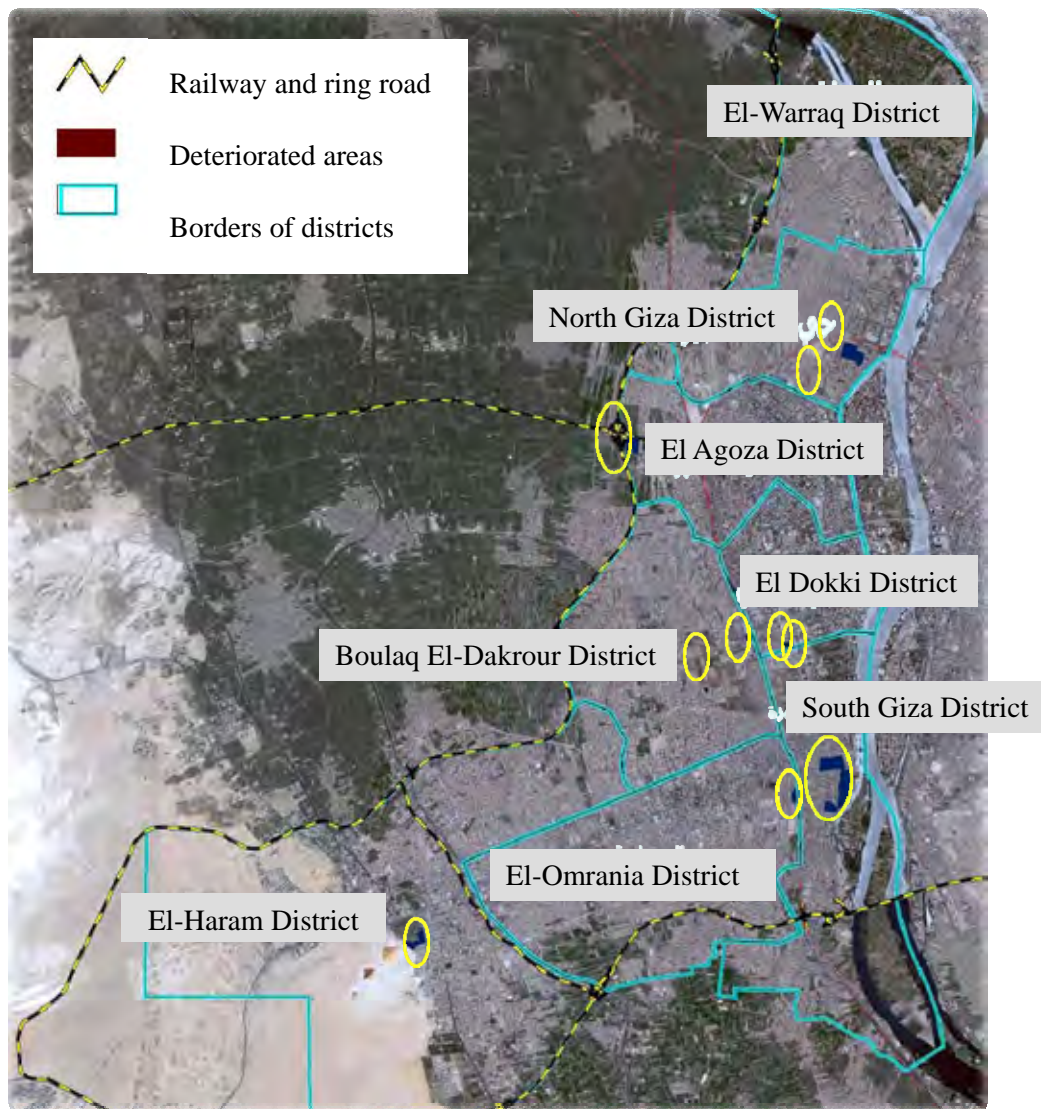
District	Boulak El Dakroul			El Agouza
Area	Ezbet Harb (Eastern & Western)	Kameisha El Kadima	Al-Mothallatha	El-Zabaleen
North	Metro warehouses	El-Gharbawy St.	Salam St.	El-Mehwar
South	El-Zomor waterway	Ter'et Abdel-Aal St.	El-Zomor waterway	El-Zomor waterway
East	Railway	Mohamed Sarhan St.	El-Zomor waterway	Al-Abiad road
West	El-Mab'othern city	Assem bridge	Transformer station	Ring road
Area space	5.37 feddans 11959.74 m ²	0.95 feddan 3995 m ²	0.35 feddan 1487.06 m ²	14.52 feddans 60982.24 m ²
Criteria of unsafe areas identification	Most buildings are deteriorated; some buildings are extremely deteriorated; temporal building materials; environmental pollution caused by El-Zomor waterway	Most buildings are deteriorated and adjacent; built with clay and stones; ceilings are made of wood	Most buildings are deteriorated; small area; adjacent to a transformer station	A source of environmental pollution to the surrounding areas; built with tin; a presidential decree was issued to remove it; currently being enumerated
Land property	unspecified	Private	Expropriated; demolition not executed	Private

District	El Dokki			North Giza	
Area	Eshash Al-Seka Al-Hadid	Ben El-Sarayot El-Kadima (El-Dawar)	Ezbet Awlad Alam	Hakr Tawakul Asran (Galianos)	Imbaba Island
North	Hamvrest bridge	The university courts fence	The Agricultural Research Center fence	Haret El-Iraqi	El-Mahata St.
South	El-khashab bridge	Tharwat St.	Doctor Zeinab El-Sobki St.	Tawakul Asran St.	El-Madares St.
East	Sudan St. buildings	The University residence fence	El-Zeraeiyeen Hospital	Morad St.	Tag El-Dowal St.
West	Railway fence	Ahmed El-Zayat St.	Doctor Mohammed Abdo Al-Saeed St.	Haret Wabor El-Tehein	Megahed Nada St. and El-Madares St.
Area space	3.30 feddans 13865.87 m ²	3.52 feddans 14,778.06 m ²	0.83 feddans 3,482.75 m ²	0.68 feddans 2,872.17 m ²	23.87 feddans 100,265.51 m ²
Criteria of unsafe areas identification	Area of cottages built with temporal building materials; Environmental pollution in the area affecting the surrounding areas	Most of the buildings are extremely deteriorated	Unstable acquisition and extremely deteriorated buildings	Most of the buildings are extremely deteriorated- the area is small	Most of the buildings are ramshackle (at least 400 buildings)
Land property	State properties	Private	Endowments	Endowments	Private

Source: Giza Governorate (2009) 'Unsafe and Deteriorated Areas in the Governorate' (unofficial English translation by the JICA Data Collection Survey Mission)

Location of the 14 Unsafe Areas are shown in Figure 4.11.

Figure 4.11. Unsafe Area within Giza Governorate



Source: Giza Governorate (2009) 'Unsafe and Deteriorated Areas in the Governorate' (unofficial English translation by the JICA Data Collection Survey Mission)

4.5.4. List and Location of Deteriorated Areas

The list of 11 Deteriorated Areas, which are less problematic than Unsafe Areas, is provided by Giza Governorate. (Table 4.16, 4.17)

Table 4.16. Distribution of Deteriorated Areas in Giza by District

District	El-Harram	South	El-Omrانيا	Boulaq El-Dakrou	Agoza	Dokki	North	El-Warraq
Deteriorated Areas	Nil	Problems of Dahab Island	Nil	Zenin	El-Hotia	Dair El-Nahia	Kit Kat	Hekr Abbas
	Nil	Ezbet El-Bekbashy	Nil	Nil	Nil	Nil	Nil	Kafr El-Salmania
	Nil	Old Monib	Nil	Nil	Nil	Nil	Nil	El-Gazarin
	Nil	Old El-Qasabgy	Nil	Nil	Nil	Nil	Nil	Nil
	Nil	4	Nil	1	1	1	1	3
11 areas								

Source: Giza Governorate 'Report on Deteriorated Areas' (unofficial English translation by the JICA Data Collection Survey Mission)

Table 4.17. Deteriorated Areas in Giza

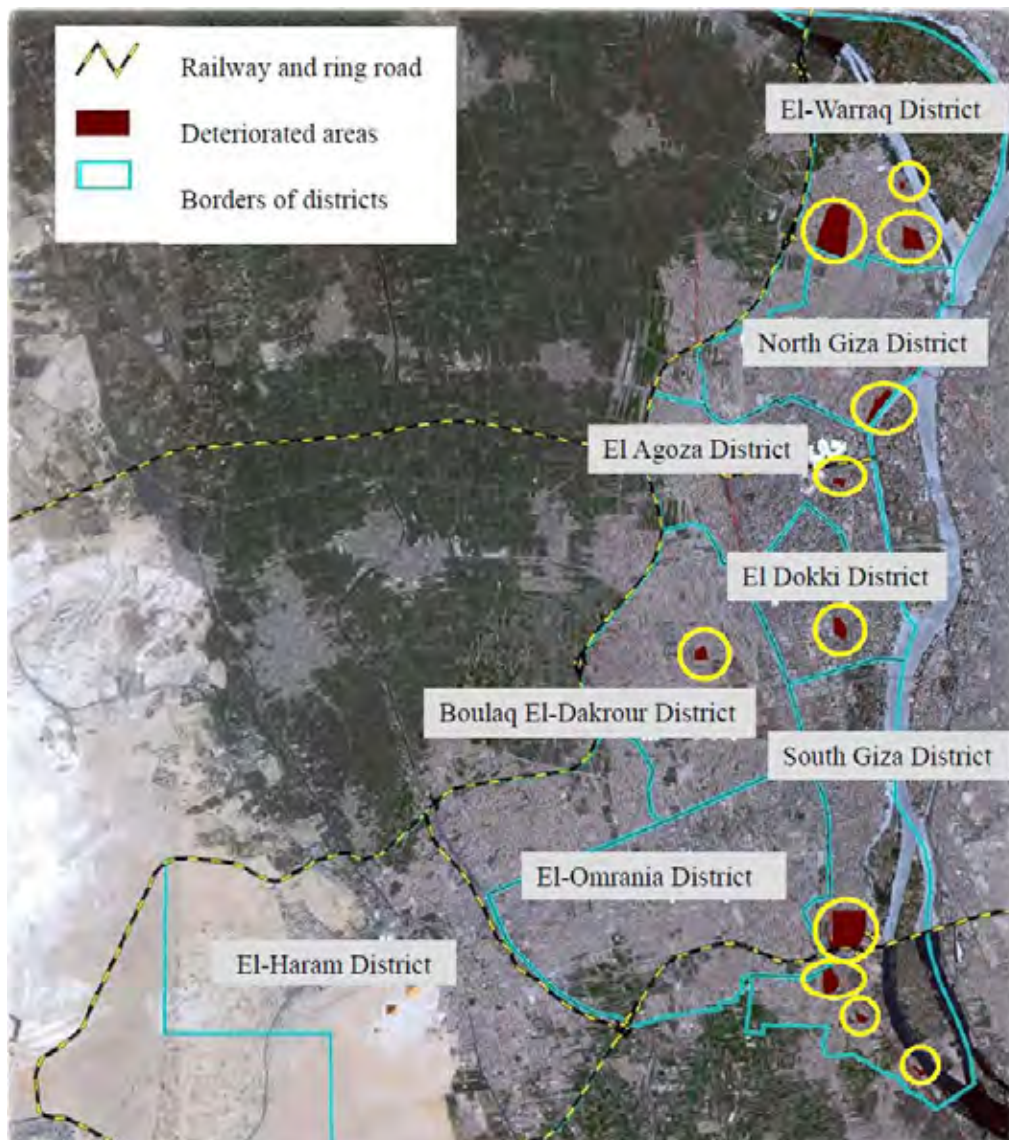
District	South of Giza				Boulaq el Dakrou	El Agoza
Area	Geziret el zahab buildings	Ezbet el bektashi	El moneeb el kadema	Elkassabgi el kadema	Zeneen el kadem	El Hotia
North	Klder street	Nile street	gesr el kenisa street	Teraat el zomor	Ibrahim Al-Saqary St.	Dayer el Nahia
South	Ring road	dolphin resort	Gamal abdel nasser stereet	Kobri wali	Al-Tahrir St.	El Faloga St.
East	el bahr el aazam street	River Nile	El Madrasa street	Teraat el zomor	Intersection of Zeneen Canal St. with Al-Etehad St.	Dr. el Mahroki St.
West	Rabie el gizy street	Assiut road	Mohammed Baiomi street	Zakaria el lethi street	Abd Al-Rahman Haridi St.	Abo el mahasen el shazli St.
Area space	79.72 feddans 334826.33 m ²	3.91 feddans 16436.34 m ²	23.01 feddans 96653.53 m ²	5.43 feddans 22791.59 m ²	10.58 feddans 44,436.63 m ²	48.88 feddans 20513.38 m ²
Criteria of unsafe areas identification	Deteriorated Urban texture and most buildings are deteriorated	Special location but Deteriorated Urban texture where most buildings are deteriorated and constructed with temporary materials	Most buildings are Deteriorated and constructed with temporary and worn materials	Most buildings are Deteriorated and constructed with temporary and worn materials	Very few buildings are deteriorated and most buildings are intermediate	Many cases are deteriorated where deteriorated urban texture is within planned area
Land property	Private	Private	Private	Private	Private	Private

District	El Dokki	North of Giza	El-Waraq		
Area	Dayer el Nahia	Met Kardak and kafr el Shawam	Hekr Abbas	Kafr El-Salmania and El-Henadwa	Kafr El-Salmania and El-Henadwa
North	El tahrir st.	El-Horia St. and Yasin St.	El-Masbak St.	The Health Unit St.	Abdul Moneim Ryad St.
South	El Sobki St.	El-Salam St. – Kit Kat Square	Maritime Research Institute St.	El-Qawmia El-Arabia St.	El-Gazarin St.
East	Dayer el Nahia St.	El-Nil St.	El-Nil Cornish	Rashad Abo Zaid St.	El Nil Cornish
West	El wabor St.	Murad St.	El-Ezba El-Tugary St.	El-Orouba St.	Extension of Abdul Moneim Ryad St.
Area space	48.88 feddans 20513.38 m ²	17.89 feddans ₂ 75,143.30 m	28.44 feddans ₂ 119,449.51 m	89.54 feddans ₂ 371.049.65 m	2.68 feddans ₂ 11.261.38 m
Criteria of unsafe areas identification	Many cases are deteriorated where deteriorated urban texture is within planned area	Several deteriorated buildings and very deteriorated urban texture	Most areas are medium level and the texture is deteriorated.	Most areas are medium level and the texture is deteriorated.	Most areas are of low level and the texture is deteriorated.
Land property	Private	Private	Private	Private	Private

Source: Giza Governorate ‘Report on Deteriorated Areas’ (unofficial English translation by the JICA Data Collection Survey Mission)

Location of the 11 Deteriorated Areas are shown in Figure 4.12.

Figure 4.12. Deteriorated Area within Giza Governorate



Source: Giza Governorate 'Report on Deteriorated Areas' (unofficial English translation by the JICA Data Collection Survey Mission)

4.5.5 Socio-economic data in Boulaq el Dakrour District

PDP/GTZ team studied on the situation in Boulaq el Darkrour District, where located close to the western boundary of Greater Cairo in 2003. Most of the District consists of informal settlement on erstwhile agricultural land¹ and poverty levels are in the District relatively high compared with those in Greater Cairo.

According to the survey, following characteristics were found in Boulaq el Dakroue:

¹ The District consists of three types of areas, namely, Traditional village type development area, Formal development area and Informal development on erstwhile agricultural land.

- The District has grown and expanded over the last 30 years with population growth rates in some peripheral areas reaching over 12% per annum at times.
- The income-based figure reveals that just over 50% of households and more than 58% of individuals in Boulaq el Dakrou are poor or, at the very least are vulnerable to falling into poverty.

Source: Concept Study Participatory Urban Development Boulaq el Dakrou, GTZ

Problems in the District are shown in the following Table-4.18.

Table 4.18. Impact of problems and deficiencies on poverty and the environment

Category of problem	Poverty impact	Impact upon the environment
Poor access	<ol style="list-style-type: none"> 1. Reduced access to job markets. 2. Business development retarded. 3. Delay in responding to emergencies increases vulnerability 	Prevents/reduces entry of solid waste collection vehicles.
Absent/inadequate utility services	<ol style="list-style-type: none"> 1. Inadequate water and sanitation services have direct impact upon health and so an indirect impact upon earning potential. 	<ol style="list-style-type: none"> 1. Lack of or deficient sewerage and drainage leads to frequent local flooding with contaminated water. 2. 'Informal' septic tank pit cleaning operators may dump sludge in canals/drains, causing wider environmental pollution.
Absent/inadequate social services	<ol style="list-style-type: none"> 1. Inadequate education facilities result in poorly educated people who have limited access to job markets. 2. Inadequate health facilities may result in illness and reduced earning power. 3. The lack of youth and community services undermines social capital and reduces self-help potentials. 4. Lack of demand-responsive vocational training reduces SME development and earning potential 	Reduce social cohesion, resulting in reduced environmental awareness and blocking the development of a sense of responsibility for public space and the environment
Uncovered canals and drains	Polluted canals and drains contribute to unsanitary conditions and so have a direct impact on health and an indirect impact upon earning potential	If used for waste dumping, become polluted and so contribute to poor environment.

Source: Concept Study Participatory Urban Development Boulaq el Dakrou,GTZ

4.5.6. Site Visit to Slum/Informal Areas in Giza Governorate

The JICA Data Collection Survey Mission visited major sites of slum/informal areas in Giza Governorate on November 15 and November 18, 2009.

Box 4.4 summarizes major findings of the JICA Mission about each site visited.

Box 4.4. Site visit Findings: Giza Governorate -Nov. 15th (Sun) and Nov. 18th (Wed)

1. Abokatada –huge unplanned area

- Informal area built on agriculture land
- Privately owned land
- Buildings constructed without legal permission (typically, ground floor of a building is lower than the level of front street, causing possible collapse of the building when digging the street for public works)
- narrow streets/paths
- Electricity, water supply and sewerage are available, but it seems that sewage/waste pipes are not maintained well
- Contamination of agricultural water is apparent because of waste dumping and wastewater discharge.
- Some residential buildings were rehabilitated under GTZ project (certain ratio of rehabilitation cost was borne by the residents -- lower ratio in the early-day demonstration building, while higher ratio in the latter-day rehabilitated buildings)
- Access to transportation (bus, train, subway, minibus) is generally good. (but narrow streets are not accessed by minibus)
- Nursery is run by a local NGO (the NGO runs consultation office for residents as well). There is another local NGO supporting small apparel manufacturing business for women and providing health services.
- Most of people work for public sector.
- There are residents who earn small business, retail shops or food processing.
- Literacy rate///young generation-70%, old generation-30%
- Access to market is very good.
- School :outside the area but not so far
- GO officers rarely come to the areas (No. of officers is not enough)









2. El Ayouza

- Housing project of the government (Housing equipped with electricity, water service and sewerage, nursery, clinic, youth center, library, road, garden, etc)
 - Land –government
 - Infrastructures – government
 - Buildings – RC, Private sectors
- Housing – Residents bear 30EL/Month for maintenance, they are granted ‘right to live in the houses’ (trading and using houses as a mortgage are not allowed)
- 40% of ex-residents live in the new housing scheme
- Future foundation assists library + youth activities (training) –users’ fee 15 EL/Year





3. Bain El Sarayat (Dokky)

- Located on the back of a main street where Cairo University faces.
- Infrastructures such as electricity and water are accessible
- Many small shops (e.g., photocopy/printing shops) mainly targeting university students exist. Many customers including students and office workers visit the shops.
- Some residential buildings are collapsing
- Narrow streets/paths with puddles after rainfalls
- Ground floor level of buildings is lower than the road level (possibly causing the collapse of the buildings when road works are done, although the characteristic of lower ground floor level is common to many slum/informal areas around Cairo)



4. Railway shacks /Eshash El Sakah El Hadid (Dokky)

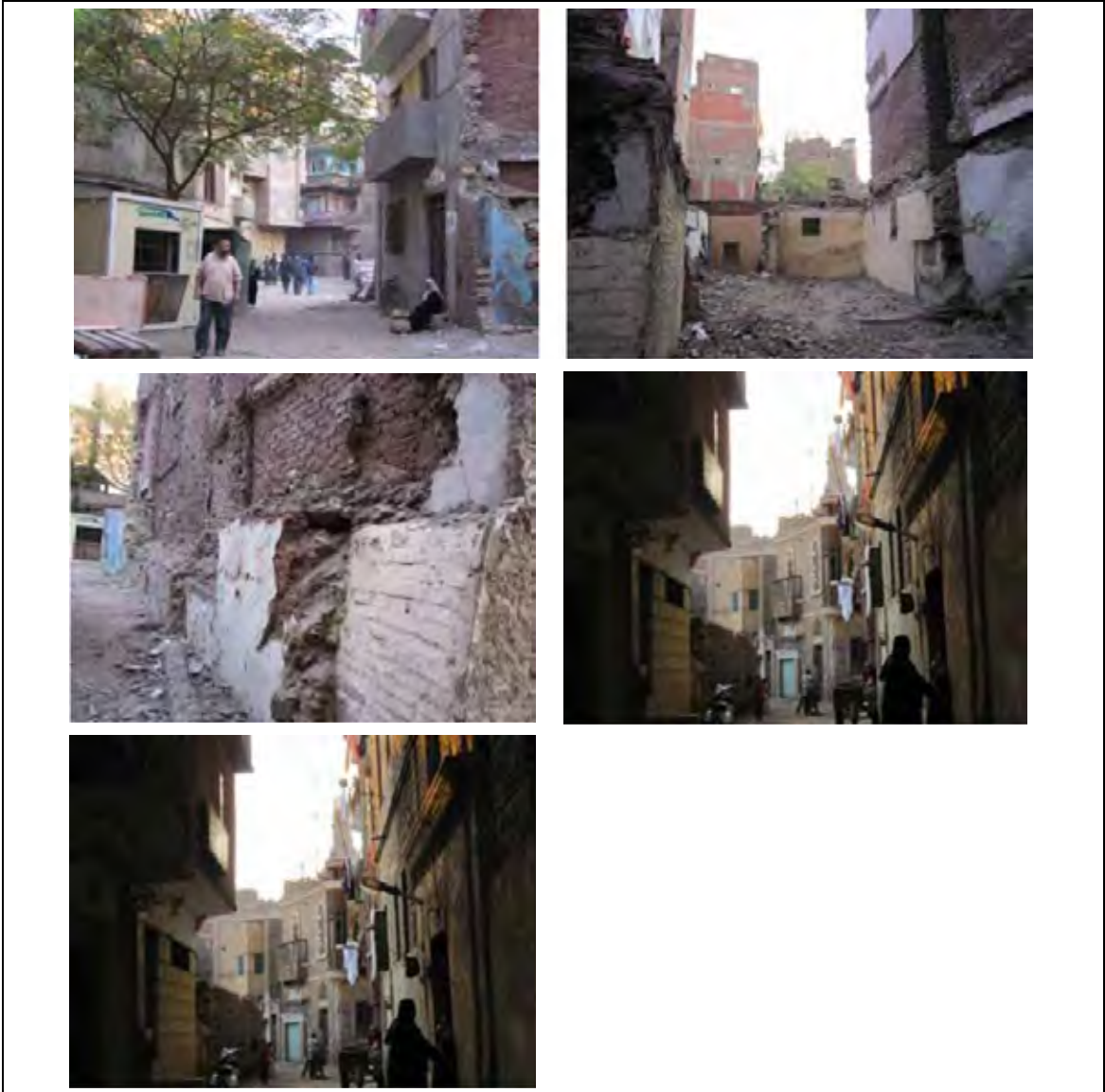
- a shack area along railway line
- lacking infrastructures
- Residents feel fear of eviction request
- many residents are casual workers



5. Giza Bahari or Old Giza (South El Haram)

- locating back in a main street facing the Nile
- used to be a village, swallowed by urban development and remained as a slum pocket
- There remains farm houses built of stone, in addition to brick buildings widely seen in many informal area
- Strong social solidarity/kinship remains probably reflecting its history as a village, and residents' expressions are calm and soft
- A part of dwelling stock has already collapsed or is collapsing (thus needing to move to shelters provided by the government)
- Served with electricity and the water supply
- Lacking trunk sewage in not only in this slum pocket but also surrounding area
- There remains human-scale village-like atmosphere comprised by curved road and low rise buildings, while the main street facing the Nile is aligned by high rise buildings reflecting high land price there. (there might be a possibility of revival as a historical attraction place)





5. Egyptian and Foreign Organizations' Assistances for the Improvement of Slum and Informal Areas

5.1. Overview

Most of foreign funded projects have adopted integrated approach with community participation in upgrading of slum/informal areas. GTZ and UN agencies, which are leading organizations in this field, have taken following strategies.

- Supporting government at National level for policy development,
- Strengthening of mechanism /network to approach upgrading of slum/informal areas
- Dissemination of community participatory approach for stakeholders
- Actual upgrading projects in slum/informal areas in accordance with the plans prepared through participatory workshop (e.g., improvement of water supply and youth center)
- Collection and analysis of information/data on slum/informal areas with GIS

UN agencies had completed slum upgrading projects in 2008 and so far no subsequent project has come up. Presently GTZ/PDP/ project is in the consolidation term as it will be terminated in 2011.

USAID has assists from different angle. Financial support has been given to ISDF, which is one of the key organizations to promote improvement of slum/informal areas at National level, coordinating with relevant organizations.

Private organizations' contribution to informal areas is one of the advantages in Egypt. Aga Khan Trust for Culture (AKTC) has promoted integrated community development project in informal areas. The project sites have been revitalized and rehabilitated, developing traditional Islamic gardens and monuments. Another AKTC's important program is micro finance. AKTC¹ has issued loan mainly to assist small businesses in collaboration with international donors, such as CIDA and USAID. HSBC has embarked on informal area upgrading project with community participation with own fund. Officer who has knowledge and experience in integrated participatory approach is fully engaged in the project.

Many NGOs, including International NGOs, assist communities by providing charity services. Some of them have embarked on development activities. NGOs are the closest supporter to community.

List of the major projects and detail explanation about them are shown after next page,

¹ The First Microfinance Foundation (FMF), a subsidiary of the Aga Khan Agency for Microfinance (AKAM), is implementation organization.

Table 5.1. Egyptian and Foreign Assistance for Slum/Informal Area Development

No.	Title of projects	Implementation agencies	Local partners	Donor	Project details	Remarks
Project / assistance targeting slum development assisted by international organizations						
1	Participation-Oriented Development Programme in Densely Populated Urban area (PDP)	GTZ	Execution Ministry-MoED Local partners governorates (Cairo, Giza, Qalyubiya, Helwan) MoLD, ISDF, MoH, GOPP, ICS	KfW, Cities Alliances	Project areas: Greater Cairo Project term: 2004-2011 Purpose: Public administration and civil-society organization work together to provide improved social services, thus ensuring that the basic needs of the urban poor are met. Activities: Disseminating participatory approach, introducing GIS system, improvement of infrastructure and services, setting up of departments to develop urban poverty pocket in four governorates in Greater Cairo, etc.	on going
2	Participatory and Integrated Slum upgrading	UNDP, UN-HABITSAT	MoH, Governorate of Minya	UNICEF, UNIFEM, ILO, UN-HABITAT, UNFPA, UNDP	Project areas: Governorate of Minya Project term: 2006-2007 Budget: US\$270,000 Activities: (1) Support the development of integrated national policies for slum upgrading and prevention (including training capacities of national institution in integrated and participatory slum upgrading and prevention) (2) A pilot slum upgrading project in the Abu Helal.	Completed
3	Participatory Slum Upgrading in Hallous / Bahtini	UNDP-UN-HABITAT	MoH, Governorate of Ismailia	Ismailia Governorate, Italian Debt for Development Swap	Project area: Governorate of Ismailia Project term: 2—4-2008 Budget: US\$ 3,288,473 Purpose: To develop and implement a participatory approach for physical and social upgrading and community development to improve the living conditions of slum dwellers in El- Hallous and el-Bahtini in Ismailia City. Activities: Institutional development of local administrations, improvement of municipal services, Establishing GIS Platform to regularize Tenure, etc.	Completed
4	Upgrading informal areas in Ismailia Governorate in Egypt	UN-HABITAT/ Ismailia Governorate	Governorate of Ismailia	Cities Alliance Members (GTZ, UN-HABITAT, World Bank)	Project area: Governorate of Ismailia Project term: 2000-2002 Budget: \$ 179,950 Project purpose: to upgrade the informal urban areas in the five main cities of Governorate of Ismailia. Activities: Surveying & planning, Action planning of upgrading activities, Actual upgrading capital works.	Completed/ Related to UN project (No.2)

Project/ assistance targeting slum development assisted by international organizations						
5	Assistance Proposal for Egypt Urban Sector, Slum upgrading and City Development Strategies	GOPP, UN-HABITAT	GOPP	Cities Alliance, Members (GTZ, UN-HABITAT, World Bank)	Project term: 2005-2006 budget: \$ 125,000 Project purpose: Kick start the urban reform process activities: At the local level, an assessment using UN-HABITAT's city profiling methodology will be undertaken in each of the Governorates / At the national level, develop working papers for each of the six identified national challenges	Completed/ Related to the UN project (No.3)
6	Financial assistance for ISDF	ISDF	ISDF	USAID	USAID provided \$20 million to ISDF	Non project
Foreign funded development project (Target is middle and low income people without focusing slums and informal areas)						
7	Small and Medium Enterprise Development Programme	CIDA	MoIC, EACID, NGO, etc	CIDA	Five projects, such as Promoting and Protecting the Rights of the Child, Business Development Services Support Project and so on, are implemented for SME, Promotion of Micro Finance activity (MF) is assisted in the projects and some of residents in informal areas benefit from the MF through NGOs.	on going
International NGO & private sector						
8	Historical Cities Support Programme	Aga Khan Trust for Culture		Aga Khan Trust Fund for Culture, USAID, CIDA	Slum upgrading project Planning, housing project, part construction, Micro finance activities (Support by USAID & CIDA), Assistance for socio-economic activities (Darb AL-AHMAR District)	on going
9	HSBC	HSBC		HSBC	Upgrading living condition with participatory approach in informal area -Action planning of upgrading activities -Actual upgrading capital works (socio-economic activities, infrastructure development, etc.)	on going/ 1% of profit of the Bank is used for the project
Local NGOs						
10	assistance for the poor	NGO or civil society based on the respective areas		Donation, MoSS, international organizations	Local NGO carried out various activities to assist people in the areas. Most of NGOs are engaged in charity work, including organizing of nursery and clinic. Livelihood development assistance, such as a skill trainings and Micro Finance activities, are also conducted.	on going

5.2. Detail of Major Projects and Assistances for slum/informal areas with integrated approach

5.2.1. Participation-Oriented Development Program in Densely Populated Urban Areas (GTZ/PDP)

The following Table 5.2 summarizes the project.

Table 5.2. Overview of GTZ/PDP project

Implementation Agency	GTZ
Lead executing agency	Ministry of Economic Development (MOED)
Local Partners	Governorates of Cairo, Giza, Qalyubiya, Helwan Ministry of Local Development (MOLD) Informal Settlement Development Facility (ISDF) Ministry of Social Solidarity (MOSS) Ministry of Housing, Public Utilities and Urban Communities (MOH) General Organization for Physical Planning (GOPP) Integrated Care Society (ICS)
International partners	German Development Bank (KfW), Cities Alliances
Project Description	<ul style="list-style-type: none"> • Project term:2004 – 2011 • Purpose: Public administration and civil-society organizations work together to provide improved social services, thus ensuring that the basic needs of the urban poor are met. • Project sites: Manshiet Nasser(Cairo), Boulaq El Dakroul(Giza), Helwan, Alexandria, Qalyubiya • Approach The program provides advisory services to decision-makers in ministries, governorates and districts on how to approach the upgrading of informal areas. The focus of these advisory services is on introducing and disseminating concepts and methods for participatory urban planning. This occurs through the analysis of experience gathered in urban planning and through the formation of training concepts and their incorporation by national training institutes. The program supports networking among public, civil and private actors in poor urban areas. The KfW development bank finances infrastructure measures such as drinking water and wastewater systems as well as small-scale civil society systems in project areas in Greater Cairo. • Result - On the local level, through support for more than 200 NGOs self-help initiatives, the poor population has been able to come up with their own

	<p>solutions to problems.</p> <ul style="list-style-type: none"> - On the municipal level, administrations in poor urban areas in Greater Cairo and Alexandria apply participation-oriented procedures for improvement in their service performance. Provision of clean drinking water was sustainably improved by making it a community task for the local authority and the population in one of the poorest and densely settled quarters in Cairo. - In four governorates in Greater Cairo, departments were set up to develop urban poverty pockets. They took over coordination of measures to improve service performance, becoming the interfaces previously lacking between local governments, ministries and non-governmental actors. - On the national level the issue of participatory development has become part of the policy discourse. Improved services for urban poverty areas are one of the most urgent items on Egypt's political agenda.
Project Components	<ol style="list-style-type: none"> (1) Trust building (promotion of local initiatives) <ul style="list-style-type: none"> - Budget from local administration and KfW to local NGOs - Small, quick projects correspond to people's priorities leading to felt improvements of living conditions, empowerment and ownership (e.g., improvement of youth center, planting, income generation activities, training for nursery teachers and so on) (2) Knowing Local Community <ul style="list-style-type: none"> - Participatory needs assessment (PNA) - Networking and capacity building assessment, planning, on-job training of local stakeholders - Public days (local administration meets residents) (3) Sharing available information (Information is accessible by all stakeholders) <ul style="list-style-type: none"> - GIS provides an inter-active, visual tool, understandable to all stakeholders - Access correct information through data-sharing agreements - Assists ministries, local administrators, private sector, civil society organizations and local population in taking decisions together, and to monitor impacts (4) Participatory local action & budget planning :Local action planning: <ul style="list-style-type: none"> - Public planning workshops - Action plan with priorities, projects and procedures - Negotiated budget allocated to local development and private sectors, (5) Participatory Implementation and impact monitoring <ul style="list-style-type: none"> - Allows local stakeholders to follow up implementation of local plans and to report on the improvement of their living conditions

Source: Presentation materials used on 13 April 2009 by GTZ/PDP Project

Web site: <http://www.gtz.de/en/weltweit/maghreb-naher-osten/aegypten/5663.htm>

Following information was given at the interview with PDP personnel.

- Position of GTZ
 - ✓ GTZ/PDP has been engaged in development project in slum and informal areas for more than ten years. Mainly GTZ contributed to improvement of soft components, while KfW has assisted for infrastructure development. Needless to say, improvement of infrastructure is important for upgrading service and it is also useful for empowering community since it shows community tangible output of the project.
- Suggestions about stakeholders
 - ✓ GTZ had put the priority on working at community level at the beginning of the project. However, it was recognized that the project was difficult to proceed without strengthening of network with government administration, such as central government and governorates.
 - ✓ Governorate's role in slum development is extremely important.
 - ✓ Efficiency and effectiveness of project have sometimes been affected by frequent transfer of officers in charge.
- Suggestions about community participatory approach
 - ✓ All stakeholders should know about community. For example, government engineer has come to know real problem on infrastructures when he visited site. Engineer's presence at the site inspired people there as they felt they were recognized.
 - ✓ Framework to promote participatory approach is essential with coordination of stakeholders.
 - ✓ Facilitator should explain practical purpose of the project to community. If community can understand benefit from the project, such as assuring land tenure and housing renovation, their attitude toward the project would be positively changed. .
- Issues
 - ✓ There are some pending agenda, such as definition of 'unplanned area' and preparation of master development plan of unplanned areas. GTZ has discussed these issues with GOPP.
 - ✓ GTZ/PDP has not tried to implement community project in unsafe areas because complicate issues, such as conflict over land tenure and political confrontation, can be occurred.



Unit of informal area upgrading is pit up in Cairo Governorate office



Site office is functioned in the site (Abokatada, Giza)

Partner NGO's activity (Giza)

5.2.2. Participatory Slum Upgrading project by UN agencies

- **Participatory Slum Upgrading in Hallous/Bahtini**

The following Table 5.3. Outlines the Hallous/Bahtini project.

Table 5.3. Overview of Participatory Slum Upgrading in Hallous/Bahtini

Implementation Agency	UNDP, UN-HABITAT
Local Partners	Governorate of Ismailia
Donner	Italian Debt-for-Development Swap
Project Description	<ul style="list-style-type: none"> • Project term:2004 – 2008 • Purpose To develop and implement a participatory approach for physical and social upgrading and community development to improve the living conditions of slum dwellers in El-Hallous and El-Bahtini in Ismailia City. • Project sites: El Hallous, El-Bathini (Ismailia City) • Implementation structure <ul style="list-style-type: none"> - Project Management: Project Steering Committee, Project Technical Advisory Unit, High Level Committee on slum upgrading in Ismailia - Partners: City Council, Planning Department, Local Popular Council, District Number 1, Nefisha Village, Abu Atwa Project, Suez Canal

	<p>University, GOPP, NGOs, Private Sector</p> <ul style="list-style-type: none"> • Typical issues in the site - Physical issues: narrow road, buildings in bad condition, construction without permit - Socio economic issues: crimes, poverty, illiteracy, drug, unemployment - Urban Management Problems : Urban encroachment on agriculture land, Lack of law enforcement Bad road conditions • Strategies - Participatory approach (Identification & prioritization of issues, Utilize local knowledge in development planning, Build capacity of local authorities for participatory development, Guarantee ownership through bottom-up approach) - Information Technology (To accurately locate and map existing buildings and infrastructure, To support the development of detailed physical and legal plan, To support the regularization of Land Tenure) +using GIS Mapping • Achievement - Mobilization of the Local Community - Formulation and First Meeting of the High Level Committee for Slum Upgrading in Ismailia City - Establishing of the Technical Advisory Unit • Examples of outputs - Renovation of a Women Health Unit (El Sabaa Banat) - Conducting a health awareness - Collection of solid waste campaigns - Implementing sanitation networks in El Hallous and El Bahtini - Conducting an urban and social Survey;
Project Components	<ul style="list-style-type: none"> • Establishing the institutional set-up for carrying out the project, • Providing basic municipal infrastructure and enhancing living environment • Improving the social profile of slum dwellers, • Building the capacity of local authorities and communities in participatory local governance (Training for local executives, local popular council, community leaders) • Formulating working groups to identify the needs of the village community

Source: UNDP web site <http://www.undp.org.eg/Default.aspx?grm2catid=25&tabid=152>

● **Participatory and Integrated Slum Upgrading**

Table 5.4. Summarizes the outlines the undertaking by the two UN Agencies.

Table 5.4. Overview of Participatory and Integrated Slum Upgrading

Implementation Agency	UNDP, UN-HABITAT
Local Partners	Ministry of Housing, Utilities and Urban Development, Governorate of Minya
Donner	UNICEF, UNIFEM, ILO, UN-HABITAT, UNFPA , UNDP
Project Description	<ul style="list-style-type: none"> • Project term:2006 – 2007 • Background <p>Recognizing that slum upgrading requires multi faceted interventions, six UN Agencies are joining forces to address the sub standard living conditions of Egyptian slum dwellers through a joint project which will adopt an integrated approach to address interlinked physical, socio-economic and environmental concerns. The project stresses participation of stakeholders and works at both the national and local levels.</p>
Project Components	<ul style="list-style-type: none"> • Activities <ul style="list-style-type: none"> - Preparation of policy papers. - Conducting national policy seminars. - Building capacity of national and local stakeholders in local economic development, urban planning, BUS and social development. - Preparation of pilot project in the city of El-Menia (Phase 1) - Implementing pilot project in the city of El-Menia (Phase 2) • Result <ul style="list-style-type: none"> - A national capacity created for Local Economic Development (LED), urban planning, BUS and social development. - A rapid needs assessment of current situation and needs completed. - Area upgrading housing, LED, BUS and social projects identified, discussed and agreed with local stakeholders

Source: UNDP web site <http://www.undp.org/Default.aspx?grm2catid=25&tabid=152>

UN-HABITAT web site <http://www.UN-HABITAT.org/list.asp?typeid=13&catid=192>

Following information was given at the interview with UN-HABITAT personnel.

- | |
|---|
| <ul style="list-style-type: none"> - Position of UN-HABITAT <ul style="list-style-type: none"> ✓ UN-HABITAT has not implemented slum upgrading project during past a few years after completion of Participatory Slum Upgrading Projects. Presently GTZ is the |
|---|

leading agency in this field.

- ✓ UN-HABITAT targets promotion of socially and environmentally sustainable human settlements development. It is integrated approach aiming at improvement of quality of life.
 - ✓ UN-HABITAT's approach toward informality is shown in *Chapter 7, Global report on Human Settlement 2009, Planning Sustainable Cities*.
 - ✓ UN-HABITAT Regional Office for Arab States will be established in Cairo. UN-HABITAT is willing to strengthen relationship with JICA to tackle with issue of slum/informal areas. .
- Characteristics of slum and informal areas in Egypt
- ✓ Relatively less numbers of shanty or shaky
 - ✓ High population density
 - ✓ Less security measures (e.g., no police patrol) and high incident of crime cases
 - ✓ Poor municipal services
 - ✓ Strong social solidarity
- Egyptian government's strategy and issues of development in slum/informal areas
- ✓ Egyptian government has put the priority on improvement of physical environment, such as water, sewerage and road development, achieving some positive result.
 - ✓ Water and sewerage network has been developed. However, quality and pressure of water are to be improved. In some areas, people cannot get the water connection as distribution line has not expanded to their areas.
 - ✓ Needs of socio economic development is left behind, even though the importance is recognized.
 - ✓ The government recognizes the importance of community participation in upgrading project. However, human resources are not available to carry out participatory approach. In contrast, system has been established for ordinal infrastructure development.
 - ✓ New town project has not linked with development of informal areas. Its target is to alleviate concentration of population in Cairo by providing houses for middle and high level incomes groups.
- Suggestions on relocation program
- ✓ International agencies put priority on keeping and even improving existing social solidarity in slum and informal areas.
 - ✓ Neighbors should not be divided in relocation process.
 - ✓ Relocation without considering socio economic aspect deprives people of earning measures since many inhabitants earn by taking advantage of the circumstances of

areas and location.

- Other in formations
 - ✓ Private firms, like Orascom, have charity division to respond to Corporate Social Responsibility (CSR). However, fund is distributed in accordance with their priority. Mostly their target is their business related areas.
 - ✓ *'Development strategy for the Grater Cairo region'* being prepared by UN-HABITAT is based on the Master plan "The Strategic Urban Development Master Plan Study for a Sustainable Development of the Greater Cairo Region in the Arab Republic of Egypt" compiled JICA in Jan 2009..

Following information was given at the interview with UNDP personnel.

- Report on Participatory Slum Upgrading in El-Hallous and El-Bahtini will be published very soon. Information, such as project outline, achievement, lessons learnt, can be found in the report.
- Opinions on how to stop sprawl of informal areas
 - ✓ Their experience in Ismailia
 - Road was constructed along the edge of informal areas to prevent inhabitants from encroaching on further agriculture land
 - ✓ Governance problem
 - Capacity of Egyptian government is not enough to enforce urban planning law and regulation.
 - ✓ How people take advantage of loopholes in the law
 - Once inhabitants constructed any parts of building, even only foundation, government does not have authority to demolish them. Informal areas have been sprawled by taking advantage of loopholes in the law.
- Suggestions related to community participatory approach
 - ✓ Community contribution
 - Community contributed to the project by participating in planning process (informing actual needs) and offering open space for improvement of water supply network.
 - ✓ Selection of community leaders
 - Project staff, who were selected from neighbor areas of project site, identified community leaders.
- Solid waste management
 - UNDP worked together with local NGOs to improve garbage collection system, without taking earning opportunity from people who engaged in recycling work in the area

5.2.3. The Azhar Park Project and the Conservation and Revitalisation of Darb al-Ahmary (Aga Khan Trust for Culture)

The following Table 5.5 outlines the interlinked two projects.

Table 5.5. Project Summary: The Azhar Park Project and the Conservation and Revitalisation of Darb al-Ahmary

Implementation Agency	Al Darb Al Ahmar community Development Company (established by Aga Khan Trust for Culture Initiative)
Local Partners	Governorate of Cairo Ministry of Culture Supreme Council of Antiquities Egyptian Fund for Social Development
Foreign Donors	Aga Khan Trust for Culture (Historic Cities Support Programme) Egyptian Swiss Development Fund KfW The Ford Foundation World Monuments Fund Italian Ministry of Foreign Affairs USAID and CIDA
Project Description	<ul style="list-style-type: none"> ● AL-AZHAR PARK In the old city of Cairo, activities started with the reconversion of a vast barren site (a hilly rubble-dump between the Fatimid city and the Mamluk cemetery) into a 30-hectare urban park with many visitors facilities. The Park has all of the geometrical elements of traditional Islamic gardens and features/soft-shaped hills and a small lake. A net-work of informal pathways surrounds the more formal garden areas and leads through all levels and corners of the site. The Park combines both widespread leisure areas inviting people to meet, to rest and to picnic on the ground, and more sophisticated facilities such as a hill-top restaurant and a lakeside cafe. The design of the Park provides the visitor with a dramatic and rich visual experience not available in any other area of Cairo. ● THE REVITALISATION OF DARB AL-AHMAR The Darb al-Ahmar neighbourhood, directly abutting the Park, is socially and physically depressed, but still features a lively and cohesive residential community. Several mosques, old palaces, historic houses and public open spaces are being rehabilitated in an effort to make them accessible to the local community and visitors. The most prominent of these are the sixteenth-century Khayrbek Mosque with the adjacent Sabil Kuttab and an attached eighteenth-century house, the fourteenth-century Alin Aq Palace, the Umm Sultan Shabaan Mosque and Madrasa and

	<p>Aslam Square. These all represent significant assets of the Darb al-Ahmar community. Some of them are located adjacent to the Park. Many of the structures currently under restoration will be re-used for community purposes so as to enhance the identification and solidarity of residents with historic buildings and their district. In conjunction with physical upgrading, a wide range of ongoing socio-economic development initiatives have been implemented beginning in the year 2000. The objective is to provide residents with new opportunities, including training, employment and micro-credits for small enterprises. Special programs are targeting health issues, women's affairs and environmental problems. House owners and tenants are being provided with technical assistance, grants and micro-credits for upgrading their premises, and many local enterprises are now benefiting from the physical rehabilitation activities.</p> <p>The uncovering of the formerly buried Ayyubid City Wall, with its enormous gates, towers, and interior chambers and galleries, is in itself one of the most important archaeological discoveries of the past decades relating to the Islamic period in Egypt. Over 1,300 metres long, the Wall forms a distinctive third element of significance between the Park and Darb al-Ahmar, providing an interesting enclosure and backdrop for the Park, as well as a monument which can be visited. It physically separates the park from Darb al-Ahmar and the old city, but also acts as an attractive visual and functional connection, offering opportunities to visitors to enter the city from the Park, and vice-versa. Over the centuries, the houses and monuments built against the wall on the city side became an integral part of Cairo's urban and social history. Selective removal of encroaching elements was taken into consideration as part of the restoration process. Alongside this process, a valuable archaeological site was uncovered, bringing with it the development of a museum and visitors' centre.</p> <p>The Urban Plaza Development Project is designed to be a mixed-use retail mall and commercial car park facility, situated on a site of approximately 17,900 square meters in the Old City of Cairo. The site is bounded on the east and south by al-Azhar Park, on the west by the old Ayyubid Wall of Cairo, and on the north by al-Azhar Street. A landmark building for Cairo, it will create a new entrance to al-Azhar Park.</p>
Project Components	<ul style="list-style-type: none"> ● Development of Al-Azhar Park <ul style="list-style-type: none"> - 30-hectare urban park with many visitors facilities ● Socio-Economic Development in Darb Al-Ahmar <ul style="list-style-type: none"> - <u>Data collection</u> (baseline survey about social and economic conditions) - <u>Housing and open space upgrading</u> (grants/loans for rehabilitation housing by lower income households)

	<ul style="list-style-type: none"> - <u>Access to credit</u> (single Micro-Credit Programme in support of income-generating activities) - <u>Employment</u> (activities empowering/motivating the target group vulnerable to unemployment; efforts to upgrade individual qualification/skills; employment opportunities mapping/categorization) - <u>Basic Social Services</u> (health; education; solid waste disposal) - <u>Cross-cutting Issues</u> (environment; gender; organizational/ institutional development) ● Physical Rehabilitation and Development in Darb Al-Ahmar <ul style="list-style-type: none"> - <u>Urban rehabilitation</u> (monument restoration; adaptive re-use; landscaping and archaeological presentation; housing rehabilitation; infill projects) - <u>Improving/developing infrastructure and open space</u> (open space improvement and landscaping, road and infrastructure up-grading) - <u>New development</u> (developing new facilities; creating better conditions for private investment)
Project Implementation Period	Al-Azhar Park: 1997-2004 Darb Al-Ahmar: 2000-On going

Source: Aga Khan Trust for Culture (2005) *Cairo: Urban Regeneration in Darb Al-Ahmar District: A Framework for Investment*

Aga Khan Trust for Culture (2007) *The Cultural Agency of the Aga Khan Development Network*.

Following summary is the result of an interview, taken by the JICA Survey Mission, with a person in charge of the two projects.

<ul style="list-style-type: none"> ● Al-AZhar Park <p>This was the project to regenerate a place which has been used as garbage dump for a few centuries into a large park taking advantage of its geological formation (i.e., artificial uphill and downhill as the result of long-time garbage dumping). It was completed and opened in 2004 and is now one of a tourism spot in Cairo.</p> <p>There are high-graded restaurant and cafe in the park of which their profit covers the management cost of the park (i.e., the park is self-sufficient). The profit also contributes to rehabilitating the neighboring district of Darb Al-Ahmar.</p>



- **Darb Al-Ahmar**

Darb Al-Ahmar district is a south gateway to the old city of Cairo. Regarding its Islamic buildings and town scenery and also its importance in location, Aga Khan Trust for Culture (AKTC) has been acting toward the district's regeneration.

The method of regeneration includes both physical and socio-economic regeneration but more weight is put on the former. This comes from the business contents of AKTC which is one of the many organizations in Aga Khan group (Aga Khan Development Network), more specifically, if the project is aiming at regeneration centered by micro finance there is another organization called Aga Khan Agency for Microfinance among the Aga Khan group which is more suitable for the project.

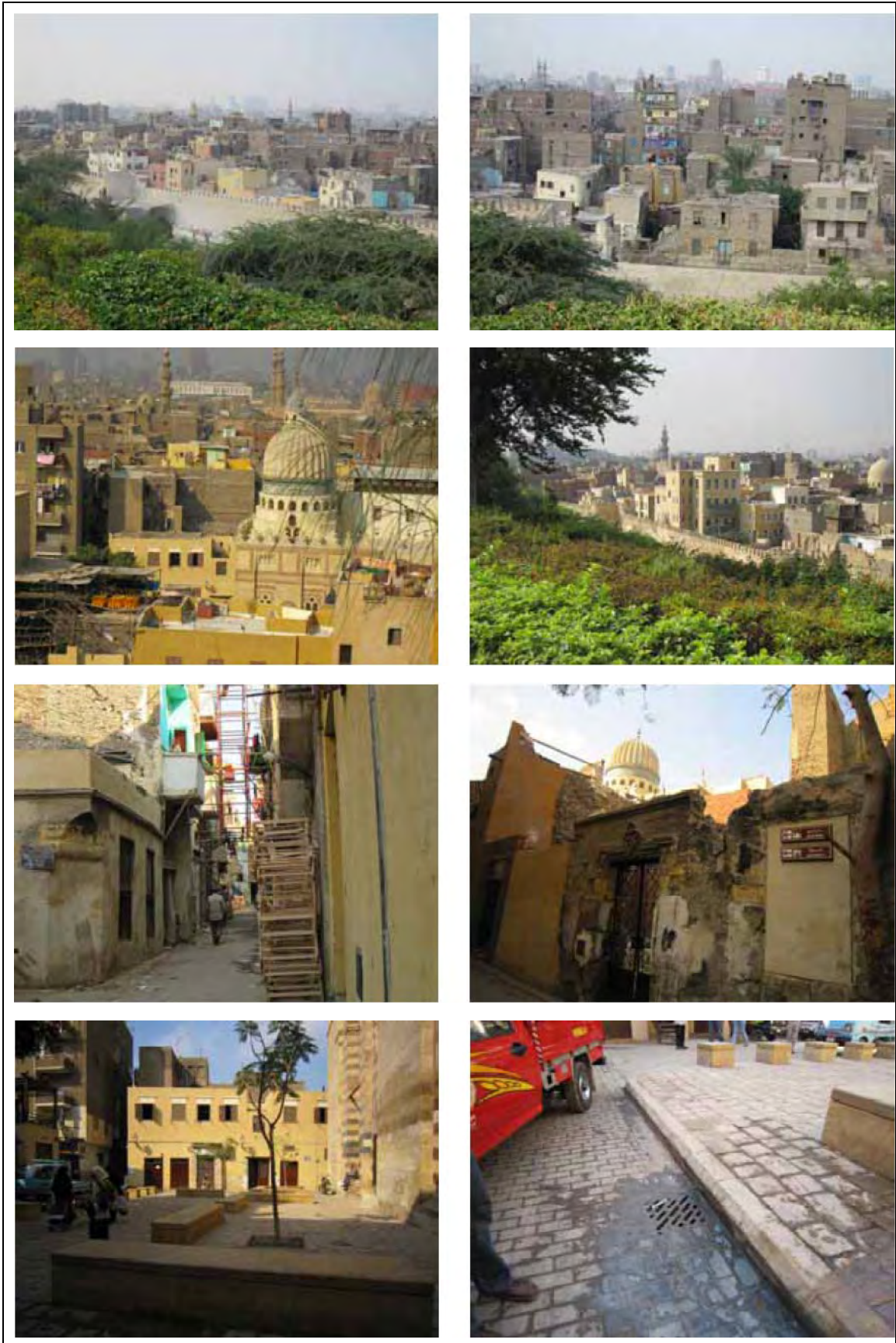
Actions for regenerating this district began in year 2000 which was three years after the action for Al-AZhar Park construction was started. Egyptian Swiss Development Fund, KfW, and others have been cooperating in project implementation as funding partners.

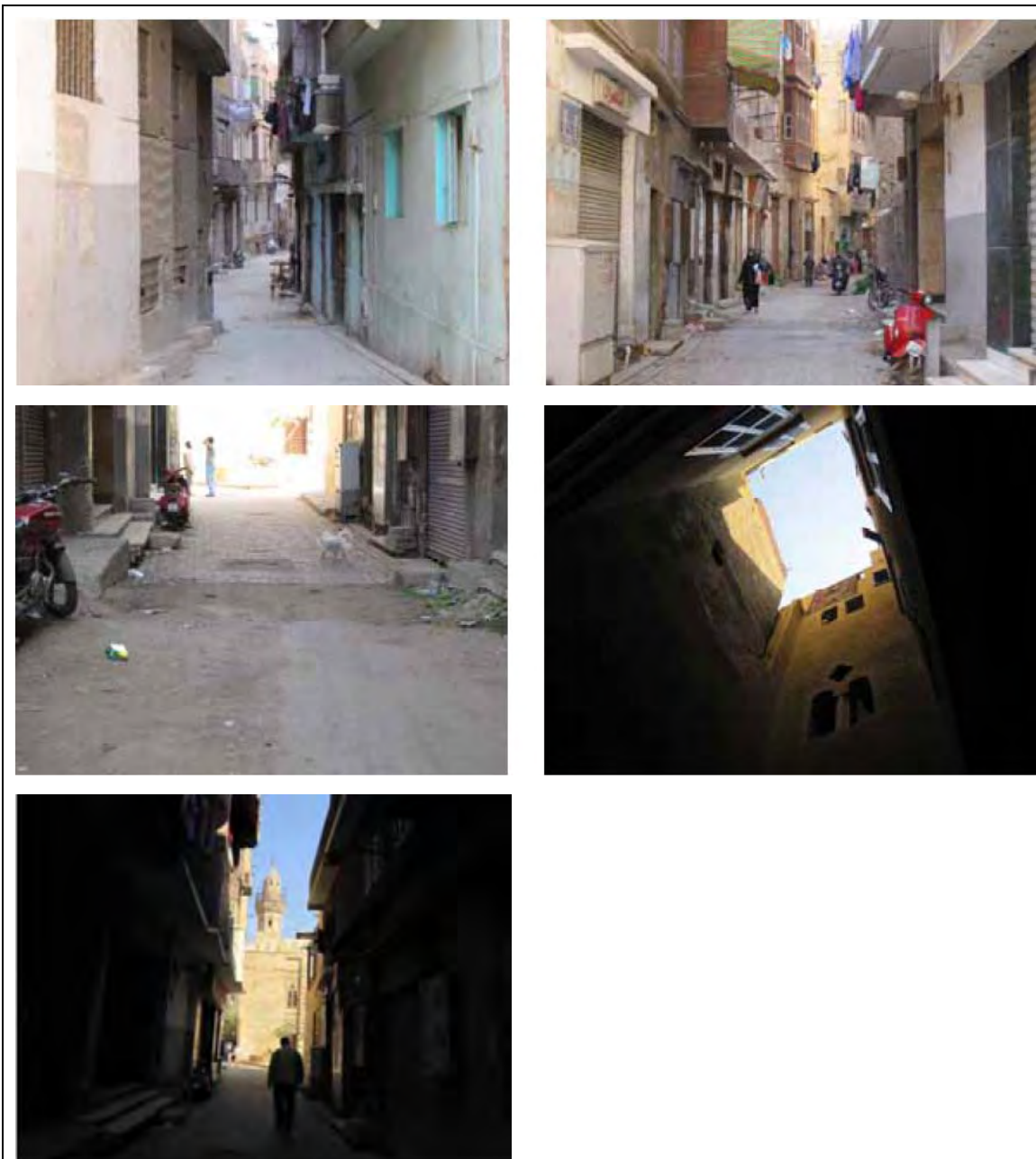
Physical regeneration includes: restoration of historical wall; restoration of mosque; provision of job training facility (craft and construction skill for reconstruction and conversion of deteriorated buildings); development of building that contribute to public welfare including that of tourists such as constructing a cafe in front of the mosque for people to rest; street surface development from non-paved to brick pavement; provision of sewerage, drainage and street lights; setting up street signs for tourists; and so on. These projects are still ongoing.

In software side, micro finance is provided for renovation of houses and for small businesses. To use such finance, funding from residents is required but it is said that residents do not refuse to do so if they can realize the effect of improvement, and therefore the system is going along well.

AKTC has cooperated with local NGOs but the impression of the interviewee was that the local NGOs have weakness in capacity.

In addition, some areas were damaged by the 1992 earthquake but they say that it wasn't a heavy damage. (However, in AKTC (2005) "*Cairo: Urban Regeneration in Darb Al-Ahmar District: A Framework for Investment*", discription that in some areas 'many residents were forced to abandon their houses'.)





- **Additional Information**

AKTC feels proud of having started the district regeneration activity using integrated approach in Egypt ahead of other organizations such as GTZ, etc.

AKTC considered that they would be subjected to restrictions of activities when registered to the government as a NGO (presiding ministry is MOSS), that they decided to establish a company, Al Darb Al Ahmar Community Development Company, and have implemented the projects as a company. (For reference's sake, distinction of profit or non-profit organization in company registration does not exist in Egypt.)

5.2.4. Participatory development project in informal area: Dar Al Salam (HSBC Bank Egypt S.A.E.)

The overview image of the project is shown in Table 5.6.

Table 5.6. Project Summary : Participatory development project in informal area, Dar Al Salam

Implementation Agency	HSBC Bank Egypt S.A.E.
Local Partners	General Organization for Physical Planning (GOPP), Ministry of Housing, Utilities & Urban Development Governorate of Cairo Local NGOs
Foreign Donors	HSBC Group (HSBC Holding plc)
Project Description	<p>● Background</p> <p>HSBC is an international bank that plays a pioneer role nationally and internationally and this made the bank include its social role in its list of priorities. The aim is adopting developmental goals that target supporting comprehensive development projects through participatory methods in order to improve the living condition of the inhabitants of some informal areas in Egypt.</p> <p>The general strategic aim of the development projects in the bank is: participating in empowering the targeted groups in informal areas to enjoy their right of living in a condition better socially, environmentally, culturally and healthy and this without any discrimination based on race, religion or gender.</p> <p>The projects' secondary strategic goals are:</p> <ol style="list-style-type: none"> 1. improving the living conditions of the targeted groups socially, economically, culturally and improving health conditions; 2. adopting the concept of using participatory methods in the programs of developing informal areas done by the bank and choosing the local and regional partners needed for dealing with the problems and the needs of the targeted group and fulfilling their dreams; 3. improving the infrastructure in the area; and 4. improving the environmental condition in the area. <p>The strategic context of the development projects for the period 2009 -2013 is:</p> <ul style="list-style-type: none"> - development intervention in Dar Al Salam in 2009; - demolition of Establ Antar and Ezzbet Khayralla and re-allocation them in other housing in 2010; - demolition and re-allocation of inhabitants of Tal El Akareb or any other

	<p>area chosen by the governorate in 2011; and</p> <ul style="list-style-type: none"> - demolition and the re-allocating the inhabitants of Hekr El Sakakini or any other area chosen by the governorate during 2012-2013. <ul style="list-style-type: none"> ● Selection of Project Site for the First Year, 2009 <p>Dar El Salam and Basateen district includes 7 shiakhas (El Esaweya, Dar El Salam, Ezbet Nafe', Ezbet Gebreel, Western Basateen, Ezbet Fahmy, and Eastern Basateen) which are different in its developmental level. Since the bank does not have the financial and human resources that would allow it to develop all of the them, the Bank decided to study the shiakhas and discovered that the shiakha that needs development the most and suffers from problems and developmental issues was the area between the metro station and the Nile which is behind the main premises of the Bank – i.e., El Gezira and Dar El Salam.</p> <ul style="list-style-type: none"> ● Identification of Main problems in Dar Al Salam from the Viewpoint of inhabitants <p>The following problems were identified using various data collection methods including discussions with local researchers, semi-organized interviews, interviews with media people, secondary data resources survey, discussion with economists and development experts, field observation, discussion groups, case studies, use of maps(GIS):</p> <ol style="list-style-type: none"> 1. opening a street that leads the inhabitants to the Nile; 2. paving the internal roads(with interlock) and lighting them; 3. youth center; 4. maintenance for schools and a school compound; 5. giving the teachers and social workers in schools training about taking care of children; 6. building a hospital that works 24 hours or re-innovating the already existing medical center; 7. removing the garbage and doing awareness campaigns for the citizens, putting garbage bins in the streets; 8. public transportation to link the area with the surrounding areas; 9. small projects to give loans to the women head of household; 10. illiteracy classes for old people and those who dropped out school; 11. IDs for old women; 12. building a hall for events; 13. computer labs; and 14. the markets are in bad shape. <ul style="list-style-type: none"> ● Identification and Cost Estimation of Important Projects Needed by the Inhabitants <p>After identifying the above-stated problems, HSBC proceeded to design projects by asking the inhabitants their project priority (see below) and</p>
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estimating the costs of each candidate project (21.5 million Egyptian Pound in total).

1	Developing medical center	92%
2	Maintenance for schools and building new ones	89%
3	Building youth center	83%
4	Pedestrian bridge on the Nile	79%
5	Removing the garbage	73%
6	Paving and lighting streets	69%
7	Computer center	69%
8	A center to educate youth some handcraft	65%
9	Developing the fire squad services and the ambulance	50%
10	Finish establishing the police station	50%

(The 11th and later choices are omitted)

● **Protocol signature**

A protocol between HSBC and Cairo governorate has been signed in February 2009.

● **Establishment of stakeholder council**

A stakeholders council was established in March 2009. The council constitutes of 5 natural leaders among the inhabitants, 5 NGOs, and 2 executives.

● **Formulation of Urban Plan For The Area**

In collaboration with GOPP and Cairo governorate, detailed master plan for the Area was made and established. It was suggested to develop new accesses Roads with in the framework of urban planning scheme of the area.

By implementing the plan and realizing physical development as planned way, Dar Al Salam area will turns from informal to formal area.

● **Coordination with executing agencies and civil society**

Some projects/activities are implemented through coordination with executing agencies and civil society. Those, among others, include:

- Cleaning main roads in the neighborhood "Hay";
- Sanitation works in the area;
- Separation of Dar El-Salam Hay from El-Basateen Hay;
- Pavement works for some roads according to the budget of "Hay";
- Changing part of water network;
- Implementing part of the traffic arrangements in Cornich Street through putting metal fence for pedestrians;
- Constructing open playground for youth in Dar El-Salam;
- Arranging medical groups for serving the people of Dar El-Salam;
- Removing about 20,000 tons of garbage from the streets in the Hay*;

	<p>and</p> <p>- Helping in issuing official documents for 1000 women from poor families in El-Hay.</p>
Project Components	<p>1. Maintenance and re-innovation of schools <i>Total budget: 5 million L.E.</i> <i>Project period: ended by the beginning of the 2009 educational year</i></p> <p>2. Re-innovation of the medical center and equipping it <i>Estimated budget: 3.5 million L.E.</i> <i>Project period: finish by the end of 2009</i></p> <p>3. Establishment of a youth center and playgrounds <i>Estimated budget: 2.5 million L.E.</i></p> <p>4. Street paving and lighting project in Dar El Salam <i>Estimated budget: 2.5 million L.E.</i></p> <p>5. Development of Dar El Salam Market <i>Estimated budget: 500,000 L.E.</i> <i>Project period: end by February 2010</i></p> <p>6. Building a pedestrian bridge and iron fence by the Nile <i>Budget: 3 million</i> <i>Project period: end in February 2010</i></p> <p>7. Local initiatives for NGOs in Dar El Salam</p> <p><u>a) Initiative of building a medical center in Ebn Katheer Charity Association</u> <i>HSBC's support: provide with the equipment (300,000 L.E.)</i></p> <p><u>b) Initiative of building a unit for early discovering of disability in Khair Allah Charity Association</u> <i>HSBC's support: provide with the necessary equipment (60,000 L.E.)</i></p> <p><u>c) Initiative of establishing a public toilet in cooperation with El Rahman Mosque Association</u> <i>HSBC's support: continue the constructions with 120,000 L.E.</i></p> <p><u>d) Initiative of getting official papers for unable women and handicapped in cooperation with Rawdet Al Islam Association, Rowad al Ghad Association and the civil servants</u> <i>HSBC's support: paid for providing 1000 lady with legal papers with the cost of 15.000 L.E.</i></p> <p><u>e) Initiative of building a computer center in cooperation with Bent El Nile Association</u> <i>HSBC's support: provide with 10 computers, printer and scanner (35.000 L.E.)</i></p> <p><u>f) Establishing an x-ray unit in cooperation with Al Mokhtar Charity Association</u> <i>HSBC's support: participate with 65,000 L.E.</i></p> <p>8. Training and loans for youth and women heads of households</p>

	<p><i>Estimate budget:</i> 500,000 L.E.</p> <p><i>Project period:</i> finished by the end of 2009</p> <p><i>HSBC's support:</i> empowering 4 NGOs to give loans to the target group according to the Bank's conditions and their living conditions</p>
Project Implementation Period	2009-On going

* Garbage is to be collected not by formal agent but in a way to provide such job to those who have been collecting them informally.

Source: HSBC Bank Egypt S.A.E. (2009) 'Participatory Development Project in Informal Area'; and Interview to Dr. Hisham Elhelbawy, Advisor & Project Manager, Development of Urban Services, HSBC Egypt S.A.E.

Following summary is a remark on general development of slum/informal area in Egypt which was made as a result of interviews with the manager of the project. (Interviews were taken by the JICA Survey Mission.)

- There are regions eager to and not eager to improve slum/informal areas. Key to succeed in the project is to choose a governorate with a governor who is eager enough.
- By recent law amendment, companies acting in Egypt are required to use 1% of their profit for Corporate Social Responsibility (CSR). For this reason, there are not a few companies other than HSBC that are investing fund to improve slum/informal area. Orascom, a major building constructor, is one example. The problem is that those investment actions are taken individually and their information and experience have not been shared.
- It is not an ideal shape of support to provide completed houses for low income group who are living informally. They have intentions to build their own houses. For instance, provide the first floor only and let them build upper floors gradually within the limitation of their or their relative's fund --- that would be the ideal pattern of backing up.
- Capacity building of administrative officers involving in slum/informal area matters is still incomplete.
- When adopting a project to governorates, fund should be provided after specifying detailed contents (instead of unspecified collective money provision).
- Natural leaders of residents can be identified through interviewing each resident whom she/he relies on.
- In the future, it is necessary for banks to consider issuing housing loans. Still, at this stage, bank loan is hard for the residents to call on.

5.2.5. Micro finance project

According to *National Impact Survey of Microfinance in Egypt*, 39.5% of the total workforces are engaged in small enterprises in this country. Traders who live in informal

areas are among them. With the view of importance to improve microenterprise, USAID has initiated assistance for microfinance program since 1988. Apart from USAID, CIDA, UNICEF, UNDP, Ford Foundation, Egyptian Swiss Development Fund, Save the Children, GTZ, Italian Fund of Egypt, and the European Commission MEDA program were cited in the above documents as donors for microfinance.

The mission members have heard in the site visiting that Aga Khan Foundation supports community by providing microfinance in informal areas. Officer of MOSS said there must be some NGOs who are engaged in microfinance in informal areas. According to the interviews with those organizations, most probably beneficiaries of microfinance are inhabitants in informal areas and not in slums.

Donors and NGOs have selected 'small or micro enterprise' as a target of microfinance project. So far no information collected about organizations that operate microfinance targeting informal and slum areas.

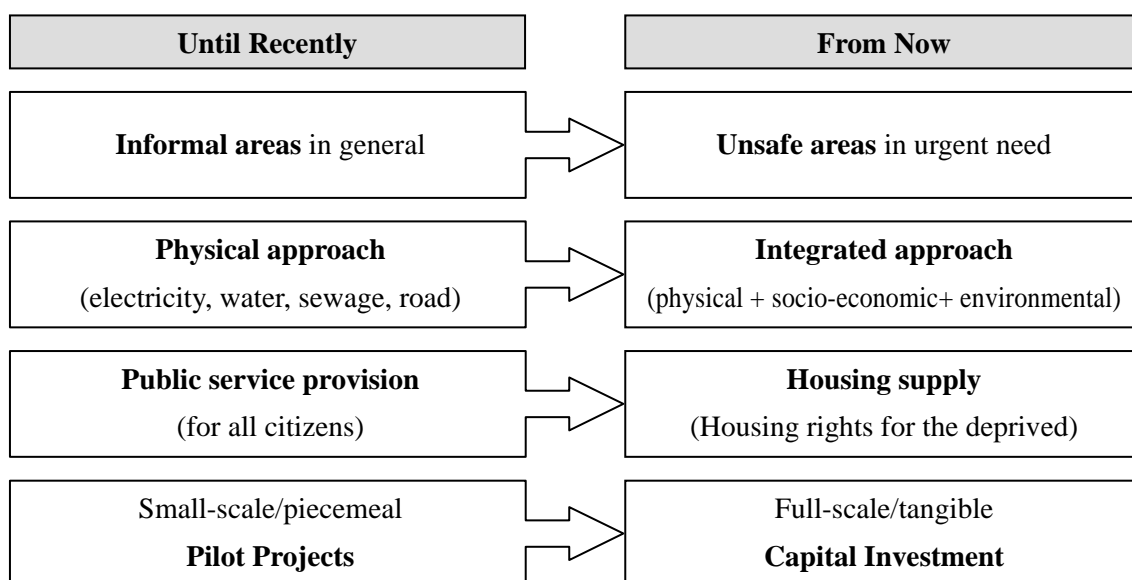
6. Major Challenges for Slum and Informal Area Improvement

6.1. Challenges for Urban Planning at Macro/Metropolitan Level

6.1.1. Understanding the Changed/Changing Policy Focus on Slum/Informal Area Improvement

As the first step to consider how to deal with the issues associated with slum/informal areas, it is important to properly grasp Egyptian policy environment of them – i.e., how such environment has changed or is changing.

The JICA Mission's basic understanding about the recent change is summarized in the following chart:



Note: duplicated from Chapter 2

The Mission reached to such an understanding based on the Mission's interviews to those who concerned with slum/informal issues in Egypt. Main statements of the interviewees are summarized below.

● Direction of Policy Change 1 : From Informal Areas in general to Unsafe Areas

Policy Change	- Government has shifted its main target from informal areas in general to Unsafe Areas (slums). (21-Nov-09 ISDF)
Background of the Change	- Since 1993, government has been implementing programs focusing entirely on physical improvement (electricity, water, sewage, road) while providing no aids for shacks. Therefore they changed their policy to deal with the real poor who are unable to build their own houses. (21-Nov-09 ISDF)

	<ul style="list-style-type: none"> - Informal Area is the area with housing units of acceptable condition and people who live there can pay for public services, which means that the area can be improved through regulations by detailed master plan in mid/long term. On the other hand, slum (Unsafe Area) have unacceptable environment which needs immediate countermeasure to be taken. (21-Nov-09 ISDF)
Development of System and Structure	<ul style="list-style-type: none"> - 'Unsafe Area' and 'Unplanned Area' were prescribed in new Building Law (No.119-2008) and 'Unsafe Area' (slum) was added to 'redevelopment area' along with historically important area and area of high real estate value. (10-Nov-09 GTZ: 10-Nov-09 Cairo Gov.) - At the beginning of 2009, a fund for Unsafe Areas was established to serve as seeds money to bring in finances from donors and international organizations. (10-Nov-09, GTZ) - In addition to ISDF at national level, special units for Unsafe Area development were established at governorate level. (10-Nov-09 Cairo Gov.)

● **Direction of Policy Change 2 : From Physical Approach to Integrated Approach**

Terms of Interest	<ul style="list-style-type: none"> - What expected in Egypt recently is to provide appropriate housing units for the real poor and to make up multiple linkages of those housing units with infrastructure and socio-economic programs. (21-Nov-09 ISDF) - The Government of Egypt does recognize the necessity of software intervention. In fact, government officials admit its necessity, if asked. But their words are conditional including excuse for prioritizing hardware, saying 'Participation is an important factor but within limited resources we expect visible effects of improvement.' (12-Nov-09 UN-HABITAT)
Current Conditions	<ul style="list-style-type: none"> - Actions for informal area improvement implemented by Egyptian Government since 1980s were in physical side such as water, public health and road, and they didn't match the approach of UN-HABITAT which was the integrated approach focusing on not only physical factors but also socio-economic and environmental issues. (12-Nov-09 UN-HABITAT) - Recent works of GTZ, UNDP which included software components have not been integrated in governmental expenditure system yet. (12-Nov-09 UN-HABITAT) - Government officials, if asked, will say that software intervention is needed but their words are conditional including excuse for prioritizing hardware, saying 'Participation is an important factor but within limited resources we expect visible effects of improvement.' (12-Nov-09,

	<p>UN-HABITAT)</p> <ul style="list-style-type: none"> - There was a case in Giza Governorate which they cooperated with GTZ in which they added physical improvement actions to the basis of participatory approach. (12-Nov-09 Giza Gov.)
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● **Direction of Policy Change 3 : From Public Service Provision to Housing Provision**

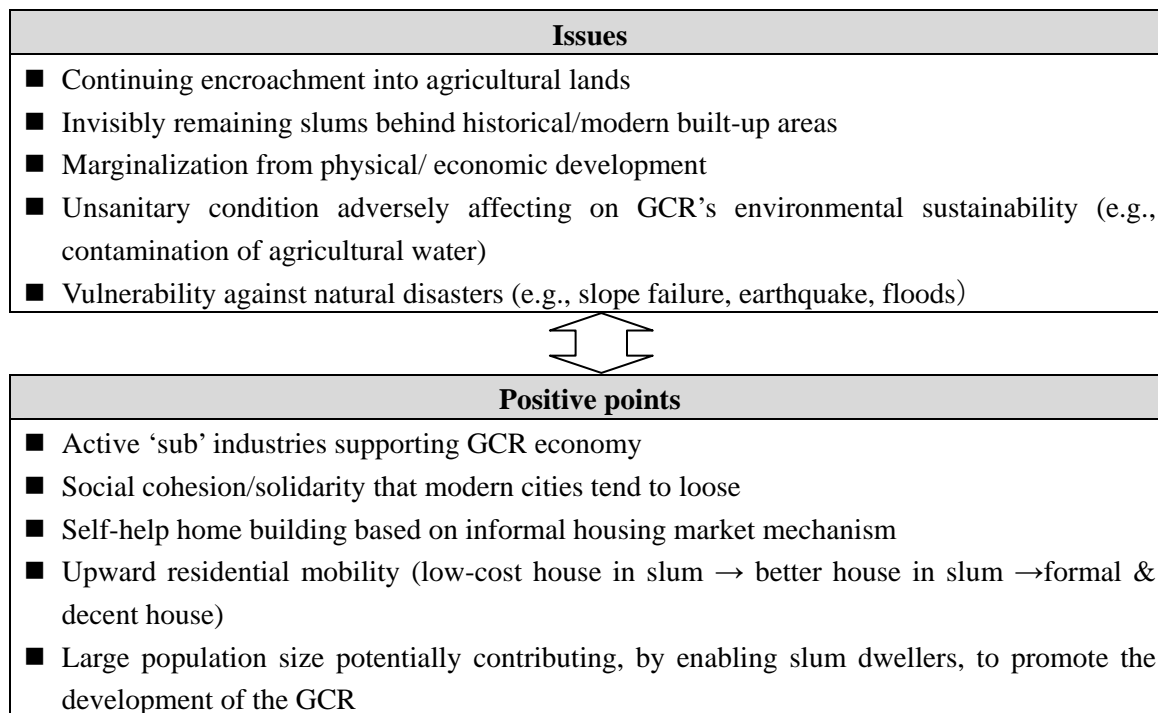
Political Interest	<ul style="list-style-type: none"> - The policy shifted to countermeasures toward the real poor who are unable to build their own houses. Egypt today is dealing with an issue of housing rights and therefore provision of appropriate housing units is expected. (21-Nov-09 ISDF)
Pioneering Projects	<ul style="list-style-type: none"> - There was a successful example in Cairo Governorate, which Red Crescent and a public enterprise cooperated for informal area redevelopment. (10-Nov-09 Cairo Gov.) - There was a case of redevelopment in Giza Governorate which was done step-by-step in cooperation with NGOs. (12-Nov-09 Giza Gov.)
Reflection on Past Projects	<ul style="list-style-type: none"> - Construction of new towns did not have relation with improvement of informal areas. It was mainly to absorb increasing population of capital area and the main target was the mid/high income groups. (12-Nov-09 UN-HABITAT) - A New Town distant from Cairo is not attractive place for people living in unsafe/informal areas. Lack of public transportation causes traffic congestion that makes continue working in Cairo impossible. (08-Nov-09 JICA local staff) - There were projects in Egypt dealing with informal areas but no matter how much housings constructed and provided people never stopped to re-sell them to move out and create another informal area. Nothing changed by securing their land tenure. The problem was that the location of those housings was far from their workplaces. (11-Nov-09 MOIC)

● **Direction of Policy Change 4 : From Pilot Projects to Integrated Capital Investment for Construction**

Recent Actions of Donors	<ul style="list-style-type: none"> - Actions of donors recently, taking one of its reasons in small amount of investment, were all for pilot projects expecting to influence on governmental use; not for large-scale capital investment for construction. (21-Nov-09 ISDF) - Under the UN policy, projects of GTZ and other donors focused on capacity building. Small projects were implemented corresponding with small amount of fund. (21-Nov-09 ISDF: 21-Nov-09 ISDF)
Difficulty in Seeing Effects	<ul style="list-style-type: none"> - Cairo is like a giant dinosaur. Small intervention only brings limited tangible effect. (11-Nov-09 UN-HABITAT consultants)

6.1.2. Tackling Problematic Urban Issues and Making Use of Potentials for Change

The JICA Mission summarized both problematic issues and potentials for change to deal with slum/informal areas in the Greater Cairo Region (GCR) -- from macro/metropolitan urban planning perspective – in the following chart:



Note: duplicated from Chapter 2

Based on the understanding of both the issues and potentials, the Mission identified the following challenges to be tackled as metropolitan/macro-level planning matters:

- | |
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| <ul style="list-style-type: none"> ■ Containment of Unplanned Areas’ encroachment into agricultural lands <ul style="list-style-type: none"> ➤ Tightening of regulations on farmland diversion, land development and building construction ➤ Formation of proper urban structure attracting current/potential slum dwellers to adequate housing location ■ To conclude discussion on ‘Relocation of slum dwellers to decongest Cairo’ <ul style="list-style-type: none"> ➤ concluding discussions related to a) legitimacy/effectiveness of relocating slum dwellers to suburbs, and b) proper ways of rebuild their lives after relocation ■ Improvement of public service systems <ul style="list-style-type: none"> ➤ e.g., better water supply by the improvement of management engineering ➤ better public transport service access by linking subway, bus and informal-transit (minibus, tuktuk, etc.) systems |
|---|

- Preparedness against natural disasters
 - Countermeasures for areas subject to disasters (e.g., by setting-back buildings where subject to slope failure; raising awareness of residents; etc.)
- Utilization of slum areas' self-development mechanism
 - Proper recognition of informal economy and social solidarity; their utilization for urban development; review of public-sector intervention areas/methods
- Capacity building in the operation of integrated approach
 - Continued capacity building of governmental organizations (both central and local) based on the past/present efforts made by UN-system, GTZ and others

Note: duplicated from Chapter 2

The above-mentioned recognition of the Mission is based on the findings through interviews and site visits conducted in Egypt. Major remarks of the interviewees are summarized below.

● **Issues in Metropolitan/Macro-level Urban Planning**

Level of Physical Environment and Public Services	<ul style="list-style-type: none"> - As a whole, informal areas on the periphery of built-up areas, while some problems remain in public services access, are not so much in a poor physical condition compared to international standard of slums. However, living environment is poor in deteriorated/deteriorating housing areas in built-up areas. (8-Nov-09 JICA local staff) - Informal area is the area with acceptable housing while Unsafe Area is the area with unacceptable (unsafe) housing. (12-Nov-09 ISDF) - Electricity runs in most informal areas. Speaking about degree of coverage, comes in the next place is waterworks, followed by that of public health facilities. However, there remain some areas still lacking waterworks or public health facilities. (8-Nov-09 JICA local staff) - All Unplanned Area has electricity, water and road at a certain degree. However, mostly, roads are narrow. (10-Nov-09 Cairo Gov.) - Problem in transportation is how to transport in narrow paths. Inaccessibility of subways and minibus leads to the use of tuktuk and others. (15-Nov-09 Giza Gov.) - One step away from the main road, yet the environment is in disorder with high crime rate and poor living condition. (12-Nov-09 UN-HABITAT) - There are no police satellite offices in informal areas and no police patrols are provided in those areas. (12-Nov-09 UN-HABITAT)
Maintenance of	- All Informal (Unplanned) Areas have electricity and waterworks at a

<p>Infrastructure and Public Service</p>	<p>certain degree though there are still problems in service efficiency. (10-Nov-09 Cairo Gov.)</p> <ul style="list-style-type: none"> - Government made certain effort in improving waterworks network but there are still issues remaining in water quality, accessibility, connectivity and service continuity. (12-Nov-09 UN-HABITAT) - Water has improved in overall Cairo urban area but still not a good condition in some places. For example, some places have low water pressure and the only usable time is actually 2~3 hours a day. Issues are not only of water pressure but also decrepitude and informal connection of water pipes (water stealing). (15-Nov-09 Giza Gov.)
<p>Development Regulation System*</p>	<ul style="list-style-type: none"> - Egypt as a whole holds problems of weak regulation force in urban planning and low capacity and eagerness to manage urban planning regulation. (19-Nov-09 UNDP) - There was no national urban planning dealing with urbanization. It is necessary to control informal development encroaching into agricultural land but there are no appropriate measures. (10-Nov-09 Cairo Gov: 11-Nov-09 UN-HABITAT Consultants) - Informal Area (Unplanned Area) does not mean area spreading out of the legally delineated urban planning area. Such delineation, zoning or density regulation did not exist in Egypt. (15-Nov-09 Giza Gov.) - To deal with problems of Unplanned Areas, amendment of Building Law is necessary. (9-Nov-09 GTZ Seminar) - Speaking about building regulation, in some cases, governorates loosen nationally prescribed general regulations (e.g., deregulation of building height against frontal road). This causes the problem of inconsistency between national and regional regulation, and actually there is a juridical precedent having judged one case of building height deregulation by a governorate being unconstitutional. (9-Nov-09 GTZ Seminar). - Definition of 'Unplanned Area' is a matter of problem. Its definition is not fixed nationally and it is still under discussion. Moreover, there is no master plan for Unplanned Area development. (10-Nov-09 Cairo Gov.: 10-Nov-09 GTZ) - The word 'informal' has three aspects; (1) Is not regulated by Land Subdivision, (2) Does not comply with regulations such as building codes (e.g., road setback regulation), (3) Is not permitted for agricultural land diversion. The most important issue out of the three is (3), more specifically, that informal settlers who acquired their land as agricultural land laying it off as housing land. (15-Nov-09 Giza Gov.) - Until recently, constructing houses/buildings on the agricultural land was not permitted. Therefore construction went on within period/hours when they are less observed like during election period or during the night time.

	<p>Once the foundation or other part of the building is constructed without being watched, there is no legal power to remove them. (8-Nov-09 JICA local staff: 19-Nov-2009 UNDP)</p> <ul style="list-style-type: none"> - Slum pockets in Giza Governorate are unlike those in Cairo Governorate which were formed illegally, but they were some former rural villages swallowed by newly built up areas. People living in the areas have a right which is not so much strong as land ownership but a right to use those lands. They gained the right by registering their land at Ministry of Trust. It was a national system established about two centuries ago.** This means that a single countermeasure won't be effective. (15-Nov-09 Giza Gov.)
Relocation	<ul style="list-style-type: none"> - Cairo is overcrowded. It is not the best way to work on rebuilding in existing slum and let the residents move back. It is better to relocate them in a place a little distant from Cairo and also to prepare small/medium business for them to work. (16-Nov-09 Cairo Gov.) - Informal Area has social solidarity. Relocation will split that solidarity apart. Therefore donors and international organizations do not recommend relocation. (12-Nov-09 UN-HABITAT) - Redevelopment of informal areas decreases density that only enables 40% of the former residents move back to the same area. (10-Nov-09 Cairo Gov.) - Apartments which government and formal private sector have been building are expensive and for mid/high income groups. That makes the gap with needs of low income groups and that leads to the building of informal settlements. Even if relocation works were provided, there are both people who are able to and unable to live in the new place. What should those who are selling things by donkey cart do with their donkey cart if they're forced to live on the second or third floor? (12-Nov-09 UN-HABITAT) - At the moment, UN-HABITAT is planning for GOPP a strategic development plan of Cairo Metropolitan Area --- based on the research of JICA --- and there are two patterns of action for slum/informal area ; (1) Relocation of residents to the new area, (2) Infill type development in Cairo when physical requirements are fulfilled. (12-Nov-09 UN-HABITAT)
Risk of Disaster	<ul style="list-style-type: none"> - Egypt has a flat land form with no frequent natural disaster that the nation lacks preparedness toward natural disaster such as flood, earthquake, landslide, etc. Some kind of measure is preferred to be taken, for example, designation of danger zones. (11-Nov-09 UN-HABITAT Consultants)

	<ul style="list-style-type: none"> - Many buildings are masonry or brick made without using concrete, and are dangerous against earthquake. However, no severe damages have occurred including in the earthquake in 1992. (10-Nov-09 Cairo Gov.: 19-Nov-09 Aga Khan) - As for earthquake resistance, not only building of low performance are built in Informal Areas. Not a little number of people build their own houses using sufficient RC/concrete.(15-Nov-09 Giza Gov.)
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* Through interviews, the JICA Mission understood that there were efforts to improve and examine development regulation system as follows. But the Mission perceives that those efforts did not solve all the problems and still there are an amount of issues left.

<ul style="list-style-type: none"> - Under the condition of continuing encroachment into remaining agricultural land, Gaza Governorate took a measure to prohibit such movement. (15-Nov-09 Giza Gov.) - Now that construction of informal buildings turned out to be impossible to restrain, countermeasures shifted to introducing regulations and developing in well-planned manner. (8-Nov-09 JICA local staff) - According to the new Building Law (No.119-2008), 'Unplanned Area' is an area without legal detailed plan. Through the physical improvement works of an informal areas, which will match with detailed plan for the area, the area will be changed over from informal to formal area (10-Nov-09 Cairo Gov.: 18-Nov-09 HABC). Informal Area is the area with acceptable housings but built without permission and residents live there can pay for public services. It differs from slums (Unsafe Areas) that exist with no acceptable condition so it could be improved in mid/long term through regulations within detailed plan (21-Nov-09 ISDF). - The project in Ismailia intends to stop expansion by constructing peripheral road outside the progressing sprawling zone of informal area. (19-Nov-2009 UNDP)
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** Not enough information about rights and other issues on lands of slum/informal areas was grasped through the interviews of the Mission. However, following information were gained from existing literature.

Basic Recognition	<ul style="list-style-type: none"> - Because informal settlements are mainly built on privately owned agricultural land, their residents live on land titles. The lack of legal security threatens their populations' recognition as citizens with full rights with access to governmental services. <p style="text-align: center;">Source: GTZ/KfW (dateless) <i>The Participatory Development Programme in Urban Areas</i>)</p>
Efforts in Egypt to secure tenure of informal settlers	<ul style="list-style-type: none"> - The informal tenure security has greatly benefited the urban poor, especially between 1970-85, but since then, there have been fewer opportunities. <p style="text-align: center;">Source: National Institute of Urban Affairs, India (2006) <i>Land Tenure Security: Is Titling Enough?</i></p> <ul style="list-style-type: none"> - Freehold titles may not be a desired option in Egypt: In one case in Cairo, residents of a squatter settlement rejected offers of freehold titles because

	<p>they considered the cost too high; yet the mere offer of titles, together with the provision of services, was sufficient to stimulate considerable investment in house construction and improvement and increase land values substantially.</p> <p style="text-align: center;">Source: Urban and City Management Program, World Bank Institute “Policy Frameworks to Support Poverty Reduction”</p> <ul style="list-style-type: none"> - Recently, a scheme was introduced to officially register the land on which informal settlements are built. Affordable fees are charged per square metre of former government land, and residents receive title deeds to their previously unregistered properties. <p style="text-align: center;">Source: IRIN (2007) ‘EGYPT: Locals help transform their shanty town’, 10 May</p> <ul style="list-style-type: none"> - A further option is to extend existing customary arrangements. A modest ground rent, or ‘hekr’ is charged to informal settlers on government or unclaimed desert land. This does not grant title, and cannot be transferred, but ensures that if households have to be displaced, they will receive compensation for the buildings they have erected on their plots. <p style="text-align: center;">Source: Payne. G (2000) “Urban land tenure policy options: Titles or rights?”</p>
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● **Issues on the implementation and Management of Urban Planning**

<p>Role Adjustment between Organizations Related</p>	<ul style="list-style-type: none"> - There is no organization in Egypt that takes informal areas as its target of measure except Unsafe Areas. (9-Nov-09 1109 GTZ seminar) - MOLD has been putting efforts in improving physical environment of slum/informal areas. ISDF will work for Unsafe Area that needs urgent aid --- so to say ‘spot developing’ --- and MOLD will continue its developing activity in widespread slum/informal area excluding the area that ISDF is working on. (23-Nov-09 MOLD) - Support to improve physical environment in informal areas is being continued by national government. The actual bearers are the government managed companies who are working on water, public health, etc. whose supervisory authority is the Ministry of Housing, Utilities & Urban Development. (21-Nov-09 ISDF) - ISDF has abundant financing ability. It should be a developer that leads people to relocate through participatory approach. But ISDF is presently stuck by institutional problem. (11-Nov-09 UN-HABITAT consultants) - There are governorates eager to and not eager to improve slum/informal areas. (18-Nov-09 HSBC)
<p>Intention to Strengthen the Organization</p>	<ul style="list-style-type: none"> - MOLD is intending to newly establish a specific unit inside itself that solely work on slum/informal area development. (23-Nov-09 MOLD) - Governor of Cairo Governorate intends to expand the special unit for slum development. (10-Nov-09 Cairo Gov.)
<p>Feeling of</p>	<ul style="list-style-type: none"> - Existence of distrust feeling toward government within some residents in

Trust in Residents	Unsafe Areas cannot be denied. (10-Nov-09 GTZ)
Information Sharing between Related Organizations	- Today, companies taking action inside Egypt must use 1% of its profit for social contribution (CSR). This made quite an amount of companies to invest for informal area improvement. The problem is that those activities are done individually and information is not being shared. (18-Nov-09 HSBC)
Capacity and Institutional Building	- Capacity building of executive members is important. (11-Nov-09 UN-HABITAT consultants) - GOPP, ISDF, GTZ and UN-HABITAT are facing problems in participation. They should firmly examine why did the past failures occurred. (11-Nov-09 UN-HABITAT consultants)

● **Economic/Social Vitality in Slum/Informal Areas (Positive Points)**

Economic Vitality	- Within total 223 cities among the nation, 75 cities have no slum/Unsafe areas. However this has a problem of incompatibility that those 75 cities are in bad economic conditions. (21-Nov-09 ISDF)
Social Solidarity	- Informal Areas have social solidarity. Therefore donors and international organizations do not recommend relocation. However, the Egypt government does not recognize this solidarity. (12-Nov-09 UN-HABITAT)
Energy of Self Building	- The important thing is to provide people in slums chances to improve their living and there is no need to provide them with houses. They can build their houses by themselves. (16-Nov-09 Cairo Gov.) - Providing completed housing units for people living informally is not the ideal shape of support. They do have intentions to build their own houses. For example, build only the first floor firstly and let the people build the upper floors gradually with their or their relative's money --- that should be the ideal support. (18-Nov-09 HSBC) - GTZ project of repairing of old houses was not all done by fund provided by GTZ. At the first stage of the project, 25% contribution for repairing cost was collected from the residents. That was to demonstrate repairing. As the project got near to the end, when finance of GTZ started to get short, 80% contribution was collected. The residents accepted this request. (15-Nov-09 1115 Advisor to Giza Gov.) - Aga Khan Trust for Culture (AKTC) has been providing micro finances for house repairing and small businesses. To use this finance, residents need to bear a certain amount of money but however this system is going along well. Residents won't refuse to pay when they perceive

	improvement. (19-Nov-09 AKTC)
Eagerness to Improve Living by Moving	- People live in Dar Al Salam –an Unplanned Area –are relatively well-off. Not a small number of them purchase housing unit there as the second or third step after migration from rural area, because the buildings are well equipped and access to the working places is good. They also have a hope in mind to move to formal homes in future by selling current housing units they own. (14-Nov-09 Cairo Gov.)

6.2. Challenges for Urban Planning at Community Level

Following chart is shown issues, challenges and recommendation on development project in slum and informal areas at community level. Challenges are categorized into three groups, i.e., issues on assuring responsibility of actors, promotion of community participatory approach, and necessity of socio-economic development.

Issues	Challenges	Recommendation
	Clear explanation on responsibility in slum /informal area development	6.2.1 Responsibility of actors <ul style="list-style-type: none"> • Governments Policy level (Central government) Implementation (Local government) <ul style="list-style-type: none"> • Community Community contribution to implementation as well as Operation and Maintenance
Limitation in number of beneficiaries of housing project		
Poor Infrastructures in some areas	Reduction of left-out areas from hard-components improvement	
Residential buildings in danger of collapsing		6.2.2 Participatory approach <ul style="list-style-type: none"> • Strengthening of Mechanism • Empowerment by profitable activities • Community fund development • Promotion of collaboration with NGOs • Training + Egyptian participatory approach • Networking with international organizations
Community participation is yet to be improved/ Variety of the living situation	Capacity buildings of stakeholders	
	Avoidance of applying uniform model	
	Consensus making on relocation/reconstruction with participatory approach	
	Sustainable maintenance system	
Networking among stakeholders		6.2.3 Socio-economic activities (including social issues) <ul style="list-style-type: none"> • Economic development • Programs for women, youth and children • Programs for the elderly and PWD • Solid waste management
Necessity of assistance for improvement of socio-economic activities	Promotion of socio-economic activities (Women's activities, Programs for the elderly and persons with disability, Solid waste management)	
Necessity of protection measures		
Issues what we could not confirm		

6.2.1 Clarify of responsibility of actors

Development of slum and informal areas is a process with multi-actors, e.g., central & local governments, communities, private sectors, politicians, NGOs and so on. Clarify of each actor's responsibility is essential to implement development projects with community participation.

- **Government's responsibility for Policy development and implantation**

Clarification of government's responsibility is almost precondition to implement projects with community participation as it would be preceded in trustworthy relationship between governments and community. Central and local governments are required to have responsibility for policy development and project implementation respectively, being expected to deal issues at macro level, such as strengthening enforcement of law to avoid further expansion of encroachment, maintenance of regulation related land and building to meet the present situation, improvement of social infrastructures and supply of social services.

- **Community's responsibility not only for participation but also for contribution**

Community is required not only to participate in planning process but also to contribute to implementation and maintenance process, learning how to have a responsibility in development process.

6.2.2 Promotion of Participatory approach

- **Mechanism to involve community in development process**

GTZ/PDP has improved mechanism to develop slum and informal areas with community participation, involving local community, NGOs, local administrations, donors and Ministries¹. Presently, local governments (Governorates) are expected to take over the mechanism, adapting it to local administration system. Following points will be important for further improvement.

- ◆ **Framework with the following functions**

- ✓ Selection of community representatives (formation of community organization)
- ✓ System for information sharing and decision making at community level
- ✓ Capacity development of community organizations, such as CBO and Community Development Association (CDA) (training, supervising and auditing)
- ✓ System for dialog between communities and governments

¹ Details are given in Empowerment and Trust Building, GTZ/PDP. UN-HABITAT and HSBC also had have documents mentioned about implementation mechanism of projects with participatory approach. (Participatory Slum Upgrading in El-Hallous and El-Bahtini, UN-HABITAT / Protocol cooperation between Cairo Governorate and HSBC.)

◆ **Planning and implementation with community participation**

Planning with community participation would be useful to prepare appropriate plans to meet various needs in the areas. System for preparation of plans and implementation of development work is to be set up at local government level. Budgeting, thinking about feasible financial support from governmental and nongovernmental organizations, and arrangement of human resources for facilitating process, would be important.

◆ **Decision making system among stakeholders**

Strengthening of decision making system among stakeholders is also priority need to take quick action for various issues in development process.

● **Empowerment of community by profitable activity**

- Empowered community can contribute to development process. For example, they would keep open space without allowing further encroaching² and maintain public space clean. Furthermore, well organized community will be able to find positive and effective solution through discussion by utilizing mobilization ability even in relocation cases.
- GTZ/PDP and UN-HABITAT personnel told that program, such as improvement of water supply, youth center and so on, which can give community a profitable feeling are useful for empowerment. Further, according to them, community has shown willingness to contribute to their housing renovation.
- In addition to infrastructure development, community oriented housing project can be promoted. Governments' role is enabling community to build their own houses, tackling administrative issues, such as identification of construction sites with community's consensus, securing tenure, providing technical support, improving financial accessibility and so on.

● **Development of community revolving fund for housing**

- Some Community Based Organizations (CBOs) have experience in applying fund to GTZ/PDP³ to improve community infrastructures in collaboration with NGOs and local administrations. In addition to that, there are NGOs who have skills and experience in operation of micro finance program.
- There is possibility to promote 'community revolving fund' for improving housings in collaboration with local and international organizations.

● **Maximizing NGOs' power for development projects**

² Such a cooperation was observed in the project site of UN-HABITAT

³ PDP project has assisted CBOs to improve common facilities to show quick positive impact.
Referred from *Empowerment and Trust Building through Local Initiatives (Manual)*, PDP/GTZ

- A lot of NGOs are working for community in the country. Even though most of activities are charity work, there are NGOs who have worked for development projects.
- Collaboration with NGOs is the most practical way to promote development project with community participatory approach. Technical and institutional support, such as provision of training and strengthening of network among those NGOs, will be helpful for effective project implementation.

- **Capacity development for further dissemination /**

- **Formulation of Egyptian participatory approach**

- Participatory approach has been disseminated through implementation of foreign funded projects, bringing up active resource persons. Those resource persons will be able to take a leading role for further dissemination. They can contribute not only to train others but also to sublimate present approach into Egyptian community participatory methodology incorporating with existing social solidarity.

- **International Network**

Development of slum areas is the one of the biggest global issues with rapid urbanization. Relevant personnel, such as project officers, government personnel, NGOs and communities, can exchange ideas with those who have tackled same issues in other countries through international network, like City alliance and UN-HABITAT.

6.2.3 Improvement of Socio-Economic Activities

- **Economic development**

Many interviewees emphasized importance of socio-economic activities in development of slum and informal areas. 'A report on the local Economic Development Status in Mansheit Nasser' compiled by GTZ/PDP provides some suggestions to think about issues and potential to improve economic activities in the areas.

- ◆ **Issues**

The report shows factors affecting the business overall performance (see Table 6.1. overleaf).

Table 6.1. Factors affecting the business overall performance

Internal factors	External factors	Infrastructure issues
a. Scarcity of cash money	a. Price of raw materials	a. Roads
b. Lack of capital	b. Fixed costs and cost of equipment	b. High cost of utilities
c. Interest rate	c. Taxes and tariffs	c. Water
d. Cost of labor	d. Local competition	d. Electricity
e. Lack of information about market needs	e. Unofficial spending	e. Land possession
f. Scarcity of qualified labor	f. Foreign competition	f. Telephone
g. Management & accounting skills	g. The way they receive the orders	g. Internet
	h. Laws of work	

Source: 'A report on the local Economic Development Status in Mansheit Nasser 'GTZ

Obstacles mentioned in the above are categorized into three groups, i.e., (1) financial matter, (2) technical issues including marketing and management and (3) infrastructure difficulties.

From the view of those obstacles, needs seemed to be classified into (1) Promotion of financial accessibility (2) Provision of business information and training (3) infrastructure development.

However, according to the report, only 10% of the surveyed workshops have had loan and more than 70% of them did not like to borrow loans in future. They felt difficult to pay installment with interest and some of them thought they did not have guarantee. Another characteristic was most of workshop owners did not seem to be interest in joining any organizations related to industry or syndicates. Furthermore, majority of owners showed unwillingness to register with government administration because of complicate procedure and much cost to register. Instead of joining organizations, they have put the priority on keeping strong network in their areas.

◆ **Potential**

Following challenges can be considered as a countermeasure for the above issues.

- ① Institutional development of existing natural network so that it can work as a platform to have business information and trainings
- ② Provision of trainings, such as new technology, marketing, and management including financial management for traders

- ③ Study on possibility to introduce microfinance system for business development
- ④ Infrastructure development incorporated with other upgrading project.

Situation of economic activities is various. Issues and potential are different in accordance with the circumstances of areas. However, issues over traders' capacity development and institutional improvement must be common in economic development in most of areas.

◆ **Other important aspects**

Crosscutting issues, such as environmental issues and child labor problem should be incorporated to economic development project. Natural environment, such as land, water and people's health condition have been affected by industrial pollution in many areas. Aid organizations are required to have creative ideas to curtail the issues⁴.

● **Program for women, children and youth**

◆ **Women and Children**

Many aid organizations have implemented projects for livelihood development, health promotion and protection program with aim at empowering women, especially women headed families⁵. Promotion of women's contribution to community is another potential activity. For example, mothers who take children to nurseries can make soft toys or playing materials. It will be useful to improve creative environment for children and strengthen unity among mothers. Nursery teaches can conduct programs, such as awareness on health and nutrition, if mothers are in unity.

◆ **Youths**

Programs for the youth have been conducted in slum upgrading projects by international and national organizations. For example, some youth centers have been improved. Assuring opportunity of learning and playing is essential for the youth and they are also expected to contribute to improvement of their areas, such as cleaning in the area, supporting children's programs and so on.

● **Programs for vulnerable community, e.g., PWD and elderly**

As we could not study present living situation of vulnerable community, such as the elderly and persons with disability, it is difficult to describe issues and potential in this regard. However, promotion of inclusive society, assuring opportunity for them to participate in the development program, should be added in project plan.

⁴ For example, imposing condition on microfinance, that is to say, loan can be provided for traders who work without child labor.

⁵ HSBC also support income generation activities for women in upgrading project in informal areas.

- **Solid waste management**

Numbers of inhabitants live on recycling work and there are serious hygienic issues over garbage in many areas. Assuring people's earning measures as well as improvement of hygienic environment are to be targeted in development project. Approach should be taken carefully as various stakeholders are involved in the recycling industry. Firstly, existing garbage collection system should be surveyed. Technical feasibility to improve hygienic issues is also to be studied.

6.3. General Overview of the Challenges

6.3.1. Issues and Countermeasures

The following chart summarizes the main issues and possible countermeasures, both of which the Mission recognized, for the development/improvement of slum areas – hereafter we use this word for what ISDF defines as ‘Unsafe Area’ – and informal areas in the Greater Cairo Region.

Issues	Countermeasures for Improvement
Urban and Land Issues	<ul style="list-style-type: none"> - To restrain encroachment of informal development into agricultural land <i>e.g.</i>, thorough development regulation; integration of measures on transport network improvement and urban development - To solve the problems on residents’ relocation and their property rights <i>situation</i>: Many slums need to be relocated.
Inferior Housing	<ul style="list-style-type: none"> - To relocate, rebuild, reform or strengthen deteriorated houses and houses not fulfilling safety standard <i>situation</i>: many houses in Unsafe Areas needs to be treated
Development and Management of Infrastructure	<ul style="list-style-type: none"> - To construct and improve infrastructure and strengthen its services <i>situation</i>: Electricity, water and sewerage are comparatively well supplied but they have problem in maintenance and management; Unsupplied areas exist in spots. Many streets are narrow so that issues remain in access for public transportation service.
Lack of Social Service	<ul style="list-style-type: none"> - To improve existing facility of education, medical health, etc., and enhance their services. - To promote youth activity <i>e.g.</i>, promote usage of youth centers, educate literacy, improve pre-school /nursery
Unstable Economic Activity	<ul style="list-style-type: none"> - Business training, job skill training and micro finance strengthening.
Security and Human Rights	<ul style="list-style-type: none"> - To issue identification documents <i>e.g.</i>, personal ID, birth certification - To improve crime prevention system (including measures for drug prevention)
Attitude and Ability of Administrative Actions	<ul style="list-style-type: none"> - To improve ability in applying integrated approach and increase opportunity for NGOs that complement administrative activities <i>situation</i>: Administrative bodies lack eagerness and experience to deal with overall improvement of living.

6.3.2. Points of Concern for Designing a Cooperation Project

Following are the points which need to be paid attention when considering the contents of a cooperation project.

Content	Current Circumstance	Points to Remember
Period	<ul style="list-style-type: none"> - Circumstances differ among areas. Detailed information of each area may be difficult to be accessed and they are hard to obtain in short term study. 	<ul style="list-style-type: none"> - Ingenuity is required in information collecting method.
Project Environment	<ul style="list-style-type: none"> - A number of players are involved --- ministry, local authority, politician, NGO, private sector, etc. --- but responsibility of each of those involved is ambiguous. - Importance of integrated approach has been confirmed among the players but assessment of their implementation ability is not being done. - Countermeasure for Unsafe Areas has been an urgent issue since the huge rock slide happened, and the importance of slum development increased. This increased the willingness of Egyptian Government for donors' support. - Development and compliance of related laws/regulations is weak. - Materials, such as a map to show at a glance the dangerous areas or road conditions, are still on the way of development. - Mutual aid within citizens is strong and there are numbers of NGOs that work for charitable activity, but there are not many neighborhood groups that could be a core in regional development. Not many NGOs taking action toward development either. - Government has spent budget for infrastructure and other development which has shown a certain effect. - Cooperation can be obtained from international organizations 	<ul style="list-style-type: none"> - Analysis of involving members, selection of counterpart organizations and assessment of ability are important. - Impactful support with a clear message of what it helps for is important. - Basis of implementation of slum/informal area development -- such as systems and tools -- is needed to be strengthened. - Necessity of immediate infrastructure development through ODA needs careful discussion. - Partnership/cooperation with UN-HABITAT and/or GTZ

	(UN-HABITAT, etc.). GTZ project continues until 2010 so that the staff with knowledge and experience on slum/informal area will be remaining in administrative organization.	will be possible. UN-HABITAT is planning to establish Middle East Head Office in Cairo in early 2010 which will enlarge cooperating opportunity.
Project Field	<ul style="list-style-type: none"> - Government has been implementing following support projects: Infrastructure development (water supply, electricity, sewerage, etc.); model project for slum/informal area housing redevelopment - Donor and governmental organizations are dealing with following activities: Research/aggregate/analysis; policy reinforcement; capacity development of related members; network strengthening; participatory community planning project; living improvement activity; etc. - Support by NGOs include: Charitable activity (providing food, etc.); educational and medical health services (nursery, literacy education, clinic, etc.); social/economic activity support (skill training, microfinance, etc.); integrated slum area development (part of the NGOs) 	<ul style="list-style-type: none"> - On housing project, there is an opinion saying that it is better to activate people's self-help energy for building their houses than providing completed housing. Thus careful consideration is needed. - Needs assessment including surrounding areas is necessary for infrastructure development. - Support for planning, policy reinforcement and capacity development of relating members are expected to be continued. - NGOs and public sector can be utilized as resources in small-scale socio-economic support project. - It is important to make use of social solidarity and vital informal economic activity, existing in slum/informal area, as their self-development energy
Site Selection	<ul style="list-style-type: none"> - In some cases, large sense of resistance toward development project in Unsafe Areas may occur among residents and others. - In the Greater Cairo Region, especially in 	<ul style="list-style-type: none"> - Careful selection of site is necessary. - Careful selection of site and

	<p>Cairo Governorate, slum problem is more complex and large that project effort may be difficult to be seen.</p> <ul style="list-style-type: none"> - Other Japan's cooperation projects are going on in Giza Governorate. 	<p>project design is necessary to make project effort visible.</p> <ul style="list-style-type: none"> - By associating with other projects, project effort can be more visible. It also helps to build network with related members.
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Appendix 1. List of Major People Interviewed

● Ministry of International Cooperation

Dr. Fayza Abou-El-Naga	Minister of International Cooperation
Mr. Nabil Abdal-Hamid Hassan	Counselor, First Under Secretary of State Ministry of International Cooperation, Minister's Assistance for Asian Affaire
Ms.Samiha Barakat	Secretary of Minister's Assistance for Asian Affaire
Ms. Engy Basiouny	Second Economic Specialist in Charge of Cooperation with Asian Countries

● Ministry of Social Solidarity

Ms. Azyza Youssouf Mostafa	Head of Central Department for Unions and Societies, Sector of Social Affaires
Hind A Zaher	Financial Reporter

● Ministry of Sate for Local Development

Eng. Hanaa Mohamed Abdel Monem	President of Planning and Follow Up Sector, General Security of Local Administration
Mr. Diessam Galac Shaat	General Manager for Monitoring

● General Organization for Physical Planning (GOPP), Ministry of Housing, Utilities & Urban Development

Dr. Eng. Fahima El-Shahed	Under Secretary Regional Planning Centers, GOPP
Ms. Nadia Youssef	Civil Engineer
Ms. Nagwa Salem	Urban Planner
Mr. Hassan Mahmoud	Urban Planner

● Information Settlement Development Facility

Mr. Alie El-Faramawy	Executive Director
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● Cairo Governorate

Dr. Abdel Azim Wazir	Governor
General. Mohamad Abdul Monem Hashim	Vice Governor
Mr. Khakii Shaat	Advisor of Informal Areas to Cairo Governorate, GTZ
Dr. Mona Zakaria	Architect, Responsible for Historical Areas Rehabilitation
Professor Sameh Abdallah El Alaily	Advisor to Cairo Governorate (Urban Rehabilitation Professor at Cairo University)

● Giza Governorate

General Sayed Abdul Aziz	Governor
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General Mohamed Taseen	Vice Governor
General Abdelhalim Abdelkhalek	First Secretary
General Saleh Arafa	Head of Central Department of Governorate affairs
Mr. Emad Adam	District Chief of Boulaq El Dakrour
Eng. Amr H. Lashin	Boulaq El Dakrour Area Coordinator & Assistant to the Advisor to the Advisor on Informal Areas to Giza Governorate, GTZ
Eng. Mamduh Karnel	Executive Manager, Giza Upgrading Unit for Informal Area
Ms. Samia	Assistant, District Chief
Mrs. Youra Mahamoud	Administrative Manager, GTZ-PDP-Giza
Mrs. Rehab Habashi	Technical Officer, GTZ-PDP-Giza
● United Nations Human Settlement Programme	
Dr. Muhammad Kadhim	Senior Human Settlement Officer, Arab States
Mr. Ihab Shalaan	Project Manager, Strategic Urban Planning for Small Cities Project
Mrs. Habiba Eid	Consultant (Social and Political Science specialist)
Mr. Amir Gohar	Consultant (Urban Planner & Designer)
● UNDP	
Ms. Naglaa Arafa	Assistant Resident Representative
● GTZ	
Ms. Marion Fischer	Programme Manager, Participatory Development Programme in Urban Areas, GTZ
Dr. Khaled Abdelhalim	Team Leader of Urban Development Unit, Advisor on Informal Areas to Giza Governorate
Ms. Salma Sabri	Senior Advisor for Monitoring & Evaluation
● Canadian Embassy in Egypt	
Ms. Manal Guindi	Development Officer,
● Aga Khan Trust for Culture	
Mr. Kareem Ibrahim	Technical Coordinator, Al Darb Al Ahmar community Development Company
● HSBC Bank Egypt S. A. E.	
Dr. Hisham Elhelbawy	Advisor & Project Manager, Development of Urban Services

Appendix 2. List of Collected Data/Information

No.	Name /Contents	Info source	Soft	Hard
1	Agakhan Darb al-Ahmar 2005	AKTC	○	
2	JICA Presentation /Cairo Governorate's Experiences in Informal Areas Upgrading	Cairo Governorate	○	○
3	Cairo Tour of Informal areas	Cairo Governorate	○	
4	GTZ Cairo Manshit El Nasr Profile	Cairo Governorate	○	○
5	Report on the Local Economic Development Status in Manshit Nassr	Cairo Governorate	○	
6	Giza deteriorated areas 05 09	Giza governorate	○	○
7	Giza unsafe areas 0509	Giza governorate	○	○
8	KFW report poverty report	Giza governorate	○	
9	UDU 20090413Presentation PDPEU-en (Participatory Development Program in Urban Areas(2004-2011))	GTZ	○	○
10	Program History and Strategy	GTZ	○	○
11	Strategies (Translation of Slides are corresponded to SN.53 and SN.57)	GTZ	○	○
12	Slum areas with investing priority PDP GTZ	GTZ	○	○
13	PDP20081020IDSCPPTAr (Dealing with Informal Areas: A three level approach)	GTZ	○	○
14	Cairo Informal areas full text (Cairo's Informal Areas Between Challenges and Hidden Potential Fact Voices Visions)	GTZ	○	○
15	Doc 151109 (Data on informal areas)	ISDF	○	○
16	Doc 151109-001 (Law No.119-2008 Promulgating The Building Law)	ISDF	○	○

17	Doc 151109-002 (Official Gazette – Issue No. 42 (replicated) on the 18th of October 2008)	ISDF	○	○
18	Doc 151109-003 (Referential Guide Developing the Work Plan of the Squatter Areas Development Project)	ISDF	○	○
19	Egypt Today 200810: featuring poverty issues	JICA Egypt Office	○	
20	Giza City Informal area maps (Agoza, All A1, BD, BD2, Dokki, Haram, Haram2, North Giza, Omrania, South Giza, South Giza2)	JICA Egypt Office	○	
21	Site photos (El monied, El Sekka Kiasks, El Manfy, Nazlet Elseesy, Sakeyet Mekky)	JICA Egypt Office	○	
22	Giza map (20090701, pictures 1~3)	JICA Egypt Office	○	
23	Slum informal area maps (Scan 0009~Scan 0024)	JICA Egypt Office	○	
24	National Impact Survey of Micro finance in Egypt	JICA Egypt Office	○	
25	National strategy for micro finance	Aga khan	○	
26	Generic -PSUHB-Italian -final	UN-HABITAT	○	
27	PLANNING (Sustainable Cities; Policy Direction)	UN-HABITAT	○	○
28	FS-Gov Participatory and Integrated Slum Upgrading	UN-HABITAT	○	○
29	Site Photos (Cairo, Giza)	調査団	○	
30	Empowerment and Trust Building through Local Initiative	GTZ	○	○
31	Sharing Available Information through GIS	GTZ	○	○
32	Building on Egypt's Experiences	GTZ	○	○
33	Knowing Local Communities	GTZ	○	○
34	GIS, Unit in PDO	GTZ	○	○
35	Distribution of sample along Cairo administration	GOPP	○	○

36	GIS data	GOPP	○	○
37	News focus :Waiting for a trickles	JICA Egypt Office	○	○
38	News focus :Tips for survival	JICA Egypt Office	○	○
39	Cover story (Maged Shaky, chairman of the EGX)	JICA Egypt Office	○	○
40	Map Cairo	GOPP	○	○
41	Map Cairo ②	GOPP	○	○
42	Giza map	GOPP	○	○
43	Development of slums in Cairo from 1950 till now	GOPP	○	○
44	Our effort (Ministry of State of Local Development), Distribution of investments for development activities in slum areas from 1993 to 30th June 2009, Slum area development plan	MOLD	○	○
45	Unsafe area location (Giza)	GTZ	○	○
46	Cooperation Protocol between Giza Governorate and GTZ for Technical Support of Upgrading Informal Areas	GTZ	○	○
47	Media [Egypt not doing enough to protect slum residents, say Amnesty]	JICA Egypt Office	○	○
48	Media regarding JICA assistance for Slum [Al-khbar Nov.12, Al-khbar Nov.13, MENA Nov.12]	JICA Egypt Office	○	○
49	Participatory development project in informal area, Dar Al Salam, Cairo	HSBC	○	○
50	Presentation material by the Department of Family and Children Affaires, Ministry of Social Solidarity (Japanese translation)	JICA Egypt Office	○	○
51	Project plan summary (ex-ante evaluation sheet) of Small Business Promotion Project (in Japanese)	JICA Egypt Office	○	○
52	News letter, NGO Resala	JICA Egypt Office	○	○

53	GOPP strategy, status, enumeration, graveyards (Translation of Slides are corresponded to SN.11)	GOPP	○	○
54	Decree MOLD	MOLD	○	○
55	Cairo governorate (Municipal plans, data, and questions about squatter areas)	GOPP	○	○
56	Unsafe areas classifications	ISDF	○	○
57	Survey of slum in Cairo (Translation of Slides are corresponded to SN.11)	GOPP	○	○
58	Effort of Cairo Governorate in developing slum	GOPP	○	○
59	Protocol of agencies	HSBC	○	○
60	The Challenges of upgrading informal areas	GTZ	○	○
61	ISDF book (in Arabic)	ISDF	○	○
62	Distribution of Unsafe Areas (national-level)	ISDF	○	○
63	List of requests from Egyptian side concerning slum development (in Japanese)	JICA Egypt Office	○	
64	BBC Nov 17	JICA Egypt Office	○	
65	KBS TV report on a Garbage Village (in Korean)	JICA Egypt Office	○	

Note: The JICA Data Collection Survey Mission canceled the registration of the No. 58 document after confirming that the contents of the document overlap with those of other documents.