LOCAL DEVELOPMENT II — PROVINCIAL

مشروع التنمية المحلية

LD II-P

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Physical Planning Pilot Project for an Egyptian Village

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Introduction

In 1990, LD II-P extended its activities into village physical planning, recognizing that many Egyptian villages would benefit from a comprehensive multi-sectoral framework to guide and integrate village development activities. A strategy for intervention began with an assessment of the existing situation, which revealed:

- Approximately 4,000 mother villages were without development planning.
- Plans made by central authorities were generally not implemented or locally supported.
- Sufficient central and conventional human resources were not available to perform planning activities within an accepted time span.

In light of these conditions, LD II-P developed a participatory planning approach in line with the project's fundamental principles. This approach was meant to help resolve existing planning problems and to enhance the local capacity to perform physical planning. The Village Physical Planning (VPP) Pilot Project effort was conceived as a concentrated experiment to show what could be accomplished with participatory planning under nearly optimum field conditions; the ultimate goal of the effort was to create a replicable participatory planning model for Egyptian villages.

This document describes the VPP Pilot Project carried out in Batra Village, Daqahliya, which tested the assumptions and methods of participatory planning. The report begins with a brief background of the project and an explanation of its methodology. A chronology of the VPP process in Batra is outlined, including specific information on the three phases of the project and the observable effects of the participatory approach in Batra.

Physical Planning Pilot Project for an Egyptian Village also provides information on the subsequent successful replication efforts in other village settings. Detailed information on each VPP effort is presented so that those involved in future participatory planning projects may make their own informed decisions about which conditions are relevant to their own unique circumstances.

This document responds to the tasks associated with Activity 7 of the Chemonics Building Development Section as described in the 1990-1992 work plan (see *Technical Proposal Update: 1990-1992 Work Plan*, Chemonics, 17 July 1991).

SECTION I

Background and Methodology of the Village Physical Planning Pilot Project

The Chemonics Building Development (BD) Section addressed a host of factors while developing the Village Physical Planning Pilot Project. Among them were the physical planning laws of the government of Egypt (GOE), the current status of physical planning in Egypt, and the planning needs of Egyptian villages.

Most of the over 4000 Egyptian villages have developed over time without the benefit of physical planning when responding to the changing economic, social, land-use issues. The government of Egypt is not unaware of the fact that many village layouts are based on a centuries old tradition. The establishment of ORDEV and the passing of law 3/1982 on physical planning demonstrate the GOE's acknowledgment of the value of physical planning in redressing the development problems of Egyptian villages.

Law 3/1982 distinguishes between master and detailed plans, assigning the responsibility of setting national physical planning policy to the General Organization for Physical Planning (GOPP), which is within the Ministry of Housing and Reconstruction. The GOPP is also charged with assisting local units with the preparation and implementation of their master plans, and monitoring progress.

The principal organization in charge of physical planning activities in a given locality is the Governorate Physical Planning Committee (GPPC). It is established by a gubernatorial decree and includes local officials and professionals, popular council members at the governorate level, and a number of popular council members and citizens from the city or village.

Typically, the process of preparing master plans for cities and villages proceeds as follows:

- The GPPC, or a private consulting firm under contract to the GPPC, prepares the plan, drawing upon the resources of the governorate technical departments (housing and utilities, roads and transportation, irrigation, education, health, agriculture).

- The proposed plan is displayed at the local unit headquarters for at one month and a hearing is held to solicit the citizens' opinions. The plan is then amended to include citizen recommendations, where possible.

- The GOPP reviews the plan's compatibility with the national physical planning policy.

- The Ministry of Housing and Reconstruction endorses the plan.

- The GPPC is responsible for implementing the master plan. The projects identified in the plan are evaluated and ranked according to priority. A detailed study of these projects is conducted and the projects are placed into a five-year plan.

Detailed physical planning is left entirely to the local administration, which prepares and presents the physical plan to its local popular council for approval and to the governor for endorsement.

METHODOLOGY AND APPROACH

According to the physical planning law 3/1982, the final master plan of a village must be posted for one month for all citizens to examine and criticize. All public comments are taken into consideration after which the plan is submitted to the village popular council for approval. However, this process rarely succeeds because major changes are inevitably requested by the public. Since consultants do not have the personnel or financial resources to redesign the whole plan, development of the master plan often stops at this stage. Those plans which are approved are subsequently discarded or ignored because of a lack of commitment on the part of elected representatives and local officials excluded from the planning process.

To prevent the repetition of this scenario, an adapted participatory approach was developed for the Batra VPP Pilot Project. This approach defines four key intervention points in the planning process at which citizen comments can be heard and practically addressed at public meetings. These key points are 1) after data collection, 2) after data analysis and problem identification, 3) while identifying objectives and goals, and 4) after generating policies and choosing the best alternative. At these specified junctures the planning team can realistically incorporate appropriate citizen suggestions. Developing alternatives based on citizen input dramatically increases the likelihood that the plan will be accepted and supported by the people.

While this type of citizen involvement is an essential aspect to the process, the citizen representation on the VPP Working Team is the corner stone of the of the LD II-P adapted participatory approach used in Batra. A detailed discussion of the incorporation of the adapted participatory approach into the Batra VPP process, including the roles and responsibilities of local officials, citizens and professionals is included in Section II.

SECTION II

Implementation of the Physical Planning Pilot Project in Batra

PHASE I: PRELIMINARY PREPARATIONS

Selection of a Village for the VPP Pilot Program

The methodology of selecting the most appropriate location for the Village Physical Planning Pilot Project was based on two sets of criteria to classify and screen candidate locations. The initial criteria were used to developed the actual matrices used for the selection process, and came from the October 1989 overview and status reports of physical planning in Gharbiya and Ismailia governorates, the recommendations of governorates and LD II-P, and the general objectives of the pilot project. The general classification of these initial criteria is shown in 1.

Table 1
General Classification of Initial Criteria Used for Site Selection of Village Physical Planning Pilot Project

In-house Criteria (LD II-P)	Logistic and Administrative Criteria	Local Capacity and Implementability	Planning Criteria
Case selection which provides high impact and profile.	Locations highly preferred by local authorities.	Locations that are seats of local administrative units.	Availability of aerial and physical surveys.
Conformity and integration with current and future work of other LD II-P sectoral activities providing for positive impact for their activities.	Reasonable distance from Cairo to governorate, and from governorate and markaz capitals to village.	Technical capacity of planning and engineering departments (governorate, markaz, and village levels).	Potential of regional impact.
	Existence of a large number of LD II-P projects.	Data availability.	Representativeness of common problems and characteristic features of the average Egyptian village.
	Highly preferred and approved by Technical Amana.	Vitality and mobility of local population (self-help efforts, the role of Popular Council, etc.).	

Using the above general criteria, three selection matrices were developed for the three levels of government: governorate, markaz and village. Governorate selection was made centrally, and markaz and village selections were carried out in collaboration with local authorities. Table 2 lists the selection criteria in each matrix; Appendix A includes the actual matrices.

Table 2
VPP Pilot Project Selection Criteria

CRITERIA		
For Governorate Selection	For Markaz Selection	For Village Selection
Distance from Cairo	Distance from gov. capital	Distance from gov. capital
Relationship with LD II	Distance from Cairo	Distance from markaz capital
Governorate technical capacity	Priority of maintenance in local unit plan	Number and type of existing LD II projects
Previous experience with VPP	Number of LD II projects	Number and type of planned LD II projects
Number of LD II projects	Number of villages with previous physical planning	Village's level of priority from ORDEV's perspective
Number of WW projects	Technical capacity of markaz engineering dept.	Technical capacity of local units.
Governorate's recognition of the importance of VPP	Technical capacity of markaz local development dept.	Does village have an existing master plan prepared by ORDEV?
Number of Advanced Seminars conducted in the governorate	Number of existing WW projects	Availability of popular contributions and participation
		LE investment by governorate in village
		Total land area un-occupied
		Availability of village maps
		LE investment by governorate in village

For the governorate selection, additional screening criteria were used to narrow down the selection range. Nine urban and desert governorates and two governorates which lie within the greater Cairo region were excluded. Selection was thus narrowed down to 15 governorates: Sharqiya, Menufiya, Ismailia, Gharbiya, Daqahliya, Beheira, Kafr El-Sheikh, Damietta, Fayoum , Beni Suef, Minya, Assyout, Sohag, Qena and Asswan.

Although Gharbiya had the highest score, second-rated Daqahliya was recommended for the pilot project. This was due to the intense past LD II-P activities in Gharbiya, the possibility that Daqahliya is more representative of more provincial situations, and the keen interest shown for physical planning follow-up during recent Advanced Seminar sessions in Daqahliya.

After considering comments from the GOE and USAID, governorate selection was made by the MLA Technical Amana. Daqahliya Governorate officials accepted their selection with enthusiasm and subsequently, markaz and village selections were made by the governorate's popular council. This selection process was part of Phase 1: Preliminary Preparations of the VPP Pilot Project.

Foundation of VPP Teams

A decree issued by the governor of Daqahliya on 4 November 1990 (see Appendix B) provided for the establishment of two VPP teams. The first was a VPP Steering Committee, headed by the Daqahliya secretary general, comprised of local officials who would support and facilitate coordination between the different departments involved in the VPP process. The second team was the Batra VPP working team which eventually prepared the master plan.

Potential members were identified via a survey, conducted by Chemonics consultants, which matched the available human resources (local officials, elected representatives and selected citizens) to the many technical needs of the working team; priority was given to local officials and citizens with planning or technical experience. Members of both the Steering Committee and the working team were from various planning organizations and backgrounds, as shown in Table 3.

Table 3
Membership of the VPP Steering Committee and Working Team

VPP Steering Committee		VPP Working Team	
Committee Position	**Regular Employment**	**Working Team Position**	**Regular Employment**
Chairman	Daqahliya Secretary General	Team Head	Planning member of Daq. Dev. Directorate
Representative of the GOPP	GOPP	Deputy Team Head	Planning member of Daq. Dev. Directorate
Member	Under Secretary/ MLA Amana	Regional and Economic Studies	Planning Dir./Talkha Markaz
Member	Mgr. of Technical Dept/ GOPP	Economic Studies	- Dir of VC Bank - Batra Farmer/merchant
Member	Mgr. of Daqahliya Survey Dept.	Environmental, roads and traffic studies	Batra civil engineer
Member	Under Secretary/Ministry of Housing	Population Studies	Deputy Markaz Development Director
Member	Under Secretary/ Agriculture	Water and Wastewater	Markaz Engineer
Member	Talkha Markaz Chief	Power Supply	- Markaz Engineer - Batra Elec. Engineer
Member	Talkha Markaz Development Dir.	Urban Studies	- Sheikh - Talkha Markaz Engineer (2) - Physical Planning Engineer - Member/ Batra Popular Council - Batra VC Secretary - Batra resident (2)
Member	Batra Popular Council Chief	Trading Services	Member/ Batra Popular Council
Member	Batra Village Council Member	Education	- Member/ Batra VC local unit - Preparatory Teacher
Reporter	Daqahliya Development Dir.	Health Services	Batra Health Unit Manager
		Agricultural and Veterinary Studies	Member/ Batra VC local unit
		Public Services	Member/ Batra VC local unit
		Infrastructure Studies	Markaz Civil Engineer
		Urban Studies	Member/ Batra VC local unit
		Economic Studies	Director of Batra VC Bank
		Topographical Surveys	Member of Daqahliya Topography Directorate (3)
		Computer Services	Daqahliya MIS (2)

The gubernatorial decree empowered the Steering Committee to call on physical planning officials for assistance with performance of its tasks, and defined the committee's responsibilities as follows:

- Plans, monitors and directs the project's work to ensure work efficiency and realization of set goals.
- Coordinates project work with concerned ministries and central organizations, and coordinates various roles of directorates and departments within the governorate.
- Participates in public sessions to be held for review and discussions of various project stages and approval of each stage's work progress evaluation reports.
- Approves the final planning project after approval of concerned local popular councils.

In addition, the Steering Committee was responsible for facilitating the necessary legal requirements and verifying the plan's compatibility and compliance with both national and regional plans. This role, so defined, minimized the likelihood of any one ministry refusing approval of the master plan at a later date, and also reduced the number of required modifications during the approval process.

Citizen Membership on the VPP Team

As shown in the above table, the VPP working team was made up of local officials from related technical fields and several Batra citizens with various backgrounds and skills. Citizen members of the working team were assigned tasks such as educating the public about the meaning of physical planning and its importance, conducting social and physical surveys, arranging and managing public meetings, and resolving problems generated from conflicting interests among the public.

The presence of local citizens on the VPP working is the essence of the LD II-P adapted participatory approach. In practice, the working team provided a reasonable and affordable substitute for the private consulting firms (normally involved in the physical planning process) and facilitated data gathering and analysis. On a broader scope, the substantive participation of citizens in the planning process promotes democratic initiatives, decentralization of decision making and an enhanced local capacity to initiate and continue physical planning.

The Role of Professional Planners

The role of professional planners (Chemonics advisors, in the case of Batra) in the participatory approach of the VPP Pilot Project was totally different from the role they traditionally play. In the LD II-P approach, the planner's role was to help the Batra working team (both citizens and officials) carry out the technical aspects of the process. The planner's responsibilities included managing and directing the planning process, and delivering specialized training to enable the team to identify goals and problems, developing strategies and

alternatives, and facilitating the development the master plan. The planner also provided technical assistance in preparing and managing public meetings throughout the planning process.

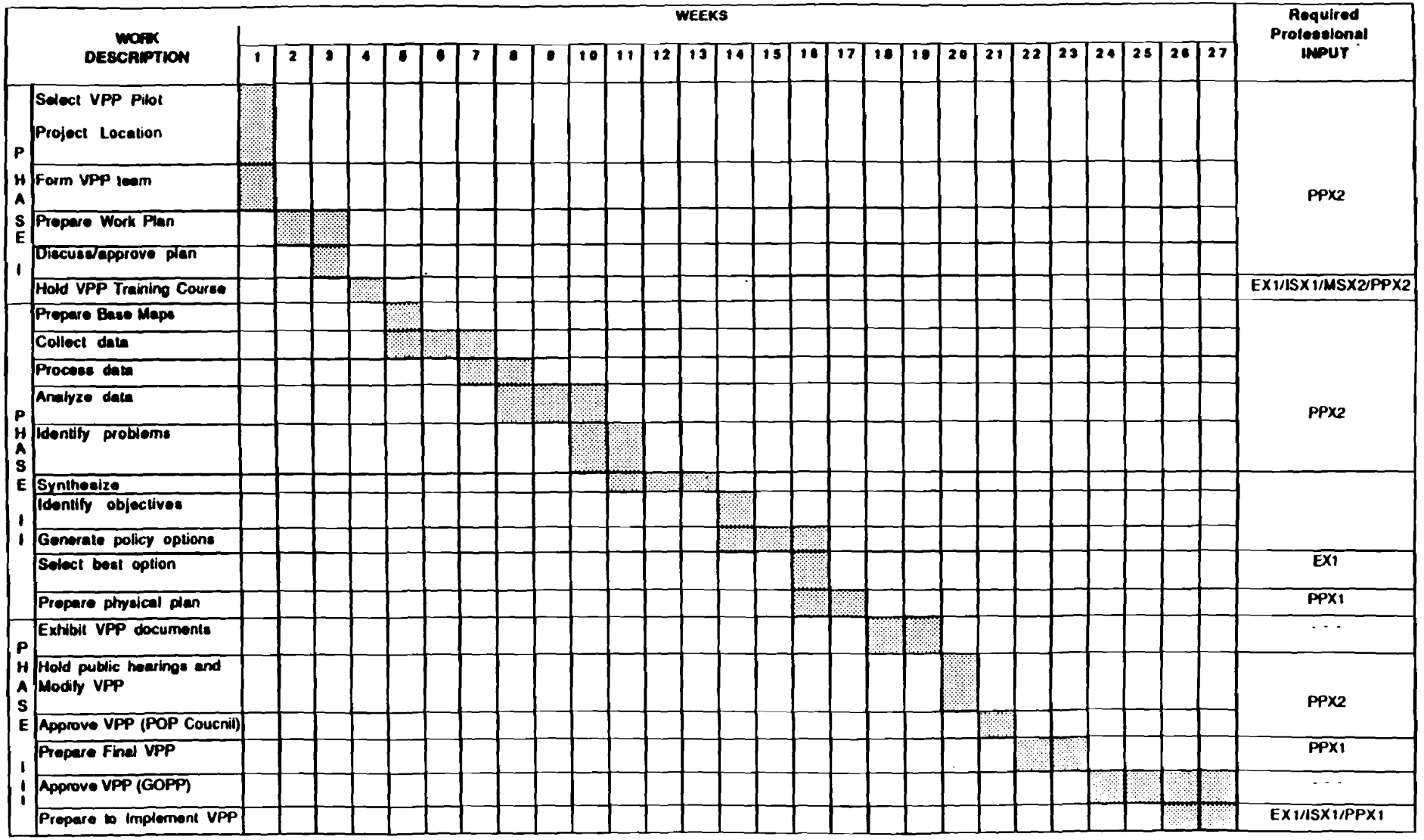
It is very important to note that Chemonics advisors did not personally conduct any aspect of the Batra planning process itself; the final Batra master plan is the product of the efforts of the VPP working team.

Preparation of the Work Program

Discussions on the work plan began in September 1990 and included project objectives, methodology, duration and assignment of responsibilities. All of the points were agreed upon by the governor and popular council.

The work plan specifically outlined the VPP project in the three phases around which this section of the report are arranged. The table below lists the phase elements of the work schedule itself, when each task was to be completed, and the required professional input.

Table 4
VPP Pilot Project
Time/Work Plan Proposed Schedule



KEY:

VPP: Village Physical Plan
PP : Physical Planner

E : Economist
MS : Management Specialist
IS : Infrastructure Specialist

Training and Technical Assistance

The Batra VPP Pilot Project constitutes the first time in Egypt that village planning has been conducted using a participatory approach which relies largely on local officials and citizens to perform all planning tasks.

As stated earlier, the Batra planning effort was conceived as a concentrated experiment to show what could be accomplished with participatory planning under nearly optimum field conditions. To that end, Chemonics made available a generous level of effort from its permanent, long-term BD staff as well as the time of two professional planning consultants assigned specifically to the Batra project. This level of effort was thought a necessity to demonstrate the value of participatory planning against Egypt's historical backdrop of top-down planning which has had disastrous results. The completed Batra physical plan, we believe, justifies the effort.

September 1990 Beginning as early as September 1990, at which point only the governorate selection had been made, BD advisors met with Daqahliya officials to discuss the concept, strategy, work plan and village selection. At these meetings, the governor emphasized the need for coordination with MLA Amana. During the month, village development directorate officials assisted in the data collection for the markaz and village selection matrices.

October 1990 In early October, Chemonics advisors presented the VPP Pilot Project to the governorate local popular and shura councils, and the selection of Batra Village was made. In collaboration with the governor and secretary general, the composition of the VPP Steering Committee was agreed upon.

In meetings with the Batra Village council to present the VPP concept, the most prominent issue raised by citizens was that of funding for the actual implementation of the physical plan. Advisors stated that although the VPP Pilot Project would not include implementation funds, the development of a comprehensive master plan for Batra would markedly enhance the village's case for implementation funding from governmental and non-governmental sources (USAID, popular contributions, etc.). The negative effects of the unavailability of implementation funds on participatory physical planning efforts are discussed in Section VI.

November 1990 In November, advisors met with governorate and markaz officials to discuss details for the December training for VPP participants. They also attended the first VPP Steering Committee meeting at which commitments were made to facilitate the necessary committee appointments. As discussed earlier , involvement of representatives from ministries and departments related to village planning is a crucial element to the participatory process.

December 1990 The training program for 35 members of the Batra Village physical planning working team was conducted in December at the Talkha

Markaz headquarters. Lectures, case studies, field visits and group discussions were used to present project objectives, methods, and assignment of responsibility. In assessing the impact of the course, advisors noted that the course met its designed objectives by raising the technical capabilities of the team, developing a working relationship between advisors and the working team, and generally motivating team members with an awareness of the importance, content and methodology of the project.

The December training was the last step in the Phase 1 of the VPP Pilot Project. Beginning January 1992, the VPP teams would begin the second phase of the project.

PHASE II: PLAN EXECUTION

Over an eight-month span in 1991, the VPP working team prepared the Batra master plan under the periodic supervision of Chemonics consultants. The core members of the working team (local officials) met daily to conduct the actual planning work including collecting and analyzing data, identifying problems and objectives, generating and evaluating policy options, and preparing maps and reports. Citizen members of the team, who were necessarily part-time participants because of their personal work responsibilities, met with the whole VPP working team weekly. This section of the report briefly outlines a chronology of the technical assistance provided to the working team during Phase II.

Technical Assistance

January 1991

On 1 January 1991, Chemonics advisors attended the first meeting of the VPP working team. At that meeting, it was agreed to develop the village entrance, including widening the existing bridge and the access to the village council by covering a part of the drainage canal. This activity was selected as an initial "contribution" project to immediately involve the working team in a manageable village participatory effort that would maintain the enthusiasm of the team. Advisors made three more trips to Batra during January, providing TA on the working drawings and bill of quantities for the "contribution" project and guidance on the development of VPP village survey maps. Also during January, a film crew documenting the Batra VPP process began their work by filming the demolition of the village entrance bridge.

Although the village entrance "contribution" project helped to sustain the enthusiasm of the working team, the time spent on the project took away from the team's primary and original tasks related to Phase II of the VPP Pilot Project. At this point, advisors recognized the need for a detailed task plan for each member of the working team.

February 1991

During February 1991, BD advisors visited Batra on five occasions. The final base maps to be used for Phase II were revised and approved by advisors, and data collection began with the VPP working team

being divided into several subgroups. The lack of the requisite professional experience was apparent in the management of the subgroups and collection of the large amount of data. TA focussed on group management and different methods of data collection; by the last week of February, all data collection was completed and a lecture on data processing was delivered.

March 1991

The first public meeting between the VPP working team and the Batra public occurred in March. It was preceded by a rehearsal meeting supervised by advisors. The objectives of the meeting were successfully met and the Batra people were very enthusiastic about the team's work, endorsing their efforts through the data collection stage of the process. There were some minor problems in the organization and management of the meeting, and some of the more technical information led to some misunderstandings among the audience. Advisors recommended to the team that they simplify further information presented in public meetings.

During March, lectures were delivered on urban growth and statistical surveys; by the end of the month, the urban boundary study, identifying population densities and area needed for future growth, was completed. The statistical survey forms were completed and submitted to the computer section of the governorate for processing.

April 1991

Tasks related to the analysis of the urban expansion study were assigned to subgroups of the VPP working team. They included analyses of future urban boundaries from several perspectives including the different sizes of land ownership, efficiency of irrigation and drainage, and educational services. Advisors reported that some members of the VPP team were having problems working as part of a team and preferred to work independently.

The second public meeting took place at the end of April, at which time the VPP working team presented their recommendations for economic projects and future urban boundaries. The team continued to enjoy the support of the citizens of Batra.

May 1991

BD advisors spent a total of 12 days providing technical support to the Batra VPP team in May. They reviewed the alternative projected urban boundaries and assigned the following tasks to the subgroups: analysis of the spatial distribution of the urban pockets and lost spaces within the village, the study of the historical development of the village center, identification of un-used drainage and irrigation canals that could potentially be filled, and an analysis of the existing family distribution in the village and homogeneous social zones. Time was also devoted to lectures on and implementation of the study of wastewater and solid waste disposal.

By the end of the month, information on population densities and built-up areas of the village was presented. The VPP team defined the evaluation criteria and constraints to be used in choosing and developing the master plan.

During May the VPP team presented the four developed alternatives of the master plan to both the Steering Committee and the Batra citizenry. Comments from the groups focussed on using existing roads as much as possible and minimizing the use of agricultural land in the development process. During the public meeting, it was learned that funds for a new sewerage feasibility study had been granted to Batra Village. As a result of these two meetings, the VPP team reviewed and revised the alternatives of the master plan.

Because Chemonics advisors noted during the month that the VPP team did not seem to grasp the significance and value of dividing urban housing into well-defined neighborhoods, special TA sessions were scheduled to clarify these issues.

PHASE III: PLAN APPROVALS

Technical Assistance

June 1991

Advisors conducted workshops in finalizing studies and drawing the structural master plan according to the recommendations of the Steering Committee and Batra citizens. Advisors also oriented the new governor of Daqahliya on the VPP Pilot Project. He was very supportive of the effort and proved to be a successful facilitator and moderator of the Steering Committee meetings.

Preliminary agreement on the plan was reached by the Steering Committee in June, although there were two main areas of controversy involving the use of agricultural lands for development. Agreeing with the director of agriculture, the committee opted for a clear delineation of the village boundary rather than a more "organic" one which may allow future encroachment. The second point involved the access to a new industrial site separated from the village by several hundred meters of agricultural land. The committee decided to rely on legal sanctions against uncontrolled development along this access, rather than doing away with it altogether. The final master plan was revised by the VPP team to reflect these and other comments.

Advisors recommended, at the end of the month, that LD II-P clearly establish a final point of active involvement in the Batra VPP Pilot Project. Although the dynamic process begun in Batra would continue and future phases could certainly benefit from continued technical assistance, the pilot project work plan items were nearly accomplished and it was now time to consider exactly when the current status of technical assistance would end.

July 1991

The final master plan was displayed in the town hall and advisors helped prepare a questionnaire to document public comments on the plan. Workshops were conducted for analyzing the impact of citizen recommendations on the master plan. A first public meeting was held on 15 July; comments were useful and were incorporated into the revision of the final master plan, which was then approved by the public on 23 July for presentation to the Governorate Popular Council.

August 1991 While work continued on finalizing the physical plan, the project portfolio and the Master Plan Report, the master plan itself was approved by the Governorate Physical Planning Committee and submitted to the Governorate Popular Council for approval.

September 1991 Finalizing and fine tuning of the master plan proceeded slowly due to a lack of experience on the part of the VPP team.

Current Status of the Batra Master Plan

With the assistance of Chemonics advisory team the plan was reviewed and resubmitted to the village planning subcommittees to be certain that the data, conclusions and recommendations were consistent with the village approval. A final version of the plan was reproduced and sent to the village. A formal presentation of the plan was made to the Daqahliya governor and secretary general by the Chemonics chief of party on 30 June 1992. Subsequently, the secretary general, on behalf of the Governorate and the governor, wrote a formal letter to Chemonics, accepting the plan and pledging the governorate's determination to fund portions of the plan as capital allocations become available (see Appendix C). The plan has been sent to the Governmental Organization for Physical Planning for their review and approval. Since officials of the GOPP have been involved in the Batra plan from the beginning, the governorate anticipates early approval.

Meanwhile, with strong support at the village, markaz, and governorate levels, implementation of part of the plan is underway in the form of a wastewater project funded by the Ministry of Housing and New Communities. There are indications that further implementation will be funded through local and/or central GOE sources.

SECTION III

Assessment of the Batra Experience

It is essential that a physical plan be used as a blue print for village growth and development. The plan identifies areas where residential, commercial, farming and other uses should occur and it provides a system for regulating and channelling expected growth. The plan, in effect, provides a kind of zoning and land use reference by which the future can be directed and past mistakes can be corrected and/or ameliorated. Once the plan is in effect it becomes the medium through which village growth and development are channeled.

In the case of Batra, the physical plan is even more relevant to the life of the village because it is based on community participation and thus reflects the will of the village. By incorporating this essential element, the Batra plan fulfills the goals of the physical planning model with plans directed at social needs (health clinics, school locations, etc.) and residential, commercial and agricultural growth.

In addition to producing a locally approved master plan for Batra Village, the pilot project resulted in the establishment of an informed, capable working team to carry out future implementation of the plan. On a broader scope, the GOE and LD II-P now have a workable village planning model and key tools, including extensive training materials (course manuals and syllabi, The Batra master plan, the documentary film on Batra VPP), to further the village physical planning effort throughout Egypt.

One un-replicable aspect of this singular effort was the heavy dose of technical assistance which is not likely to be repeated; nor should it be considered as the norm for effecting participatory planning at the village or markaz level. The justification of the enlarged advisory service in the painstaking construction of the Batra physical plan lies in the potential of having other local planning efforts use the best of Batra without having to start from the beginning. The Batra effort will become cost effective as more and more local units rely on its process for their own planning and move quickly, and surely, along the path which the Batra experience has mapped out for them.

During the ten-month span of the pilot project execution, BD Section advisors monitored the project very closely to identify the strengths and weakness of the adapted approach. The discussion of these points during subsequent VPP training seminars and events brought to light further perspectives on the pilot project which are included in this discussion.

Although several of the following remarks relate more to the specifics of the planning environment in Batra than to the participatory approach itself, they are mentioned here because they effectively illustrate circumstances which may be present in many Egyptian localities.

Strengths of the Participatory Approach

Daqahliya Governorate, with its local capacity on various levels, was technically capable of carrying out the pilot project with a reasonable amount of technical assistance. This is an essential prerequisite of any locality utilizing the adapted participatory approach.

The Steering Committee, led by the secretary general, facilitated all required government-related tasks and approvals during the project, saving a great deal of time.

The VPP working team of local officials and popular representatives executed an extremely interactive planning process with substantive popular participation.

The citizens from the village on the working team facilitated all of the required field work tasks such as the social and physical surveys. They also helped manage and moderate public meetings, and facilitated discussions of important and critical issues such as land tenure.

The use of key persons in the village had a great impact on the level of cooperation between the village people and the working team. For example, the mosque sheikh played a major role in educating villagers about the meaning and importance of physical planning.

The exchange of ideas at the four public meetings created a situation in which the final public display and hearing of the master plan resulted in very few revisions suggested by the citizens, all of which were immediately incorporated into the master plan.

Weaknesses of the Participatory Approach

Although all the members of the working team had various professional backgrounds and received a one-week condensed training course, they still lacked important skills, such as realistic assessment techniques and a knowledge of professional drafting. This lack of skills, contributed to postponing task completion on more than one occasion.

Although all related governmental-level departments were involved in the Steering Committee, the project still had to contend with some which were not very cooperative.

Implementation Funding

In conducting participatory village physical planning, governorates and/or marakez and villages have to be committed to financing some of the proposed projects over a period of at least five years. Though planning itself will definitely assist the village in directing its growth and economic development, there must be a consensus and commitment to build those essential high priority public projects that are essential to guide, promote and sustain the village's physical and economic well being.

An indepth discussion on financial planning and the importance of including a capital plan with village master plans is found in Section VI.

SECTION IV

Seminars and Physical Planning in Other Governorates Based on the Batra Experience

The experience gained through the Batra pilot project yielded a VPP model replicated in a variety of planning situations including those in New Valley, Ismailia and Luxor. VPP training, provided to personnel in 23 governorates, was conducted via a workshop for four governorates, and a seminar for decision-makers in 23 governorates.

SEMINARS

Village Physical Planning Workshop

Forty-one people participated in this workshop held in Luxor during October 1991[2]. Five panelists representing the Batra pilot project elaborated on its innovative features, process and tools. The workshop consisted of a series of lectures and group discussions, two field trips, and an exercise based on the different roles identified in the LD II-P participatory approach. The workshop was an excellent experience for most trainees; it gave them a more indepth understanding of the planning process and ways to deal with the participatory concept.

Generally, the four governorates agreed that most localities have the capacity to ensure the success of a process similar to that of Batra, although villages in some desert governorates will need more assistance than others. Participants cited implementation financing as an ongoing major problem.

Village Physical Planning Seminars

During November and December 1991, two VPP seminars were conducted in Giza Governorate. The first was attended by 60 participants from 12 governorates and a GOPP representative; the second seminar hosted 66 participants from 11 governorates, the directors of ORDEV and the GOPP, a consultant from the Ministry of Construction, and the chief consultant of UN regional planning.

The seminar consisted of lectures followed by group discussions; five panelists representing the Batra pilot project elaborated on its innovative features, processes and tools. The discussions formalized ideas and facilitated a better understanding of the concept of participatory planning as a reliable tool in physical planning.

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[2] Participants included 14 people from Luxor, 11 from New Valley, nine Ismailia, and seven from Daqahliya.

Participants played different roles as decision makers during an exercise that gave them a more indepth understanding of VPP assessment.

The participants agreed that most localities have the capacity to ensure the success of an experience similar to Batra project. Funding physical planning projects was agreed to be the major problem.

PHYSICAL PLANNING IN OTHER GOVERNORATES

Chemonics is using the Batra VPP model for replication elsewhere in a variety of planning situations. Currently, LD II-P is funding physical planning studies in New Valley and Ismailia, and is providing training and technical assistance to key people involved in physical planning in both these governorates and in Luxor. Also, ORDEV is planning to apply the Batra participatory approach in four villages that are expected to take part in a rural wastewater program funded from monies given to ORDEV out of the central government budget for wastewater improvement.

In replicating the participatory approach in other settings, the goal is to utilize the human resources of a village thereby reducing the need for outside consultants to perform the actual planning tasks. To that end, consultants have been sought to guide the work of village working teams, using the adapted approach used in Batra. This section outlines the essential elements of the consultant's roles and responsibilities as they relate to the participatory approach, and describes the locales in which this approach is now being employed.

Consultant's Role and Responsibilities

The TORs drafted by the Chemonics BD Section for areas replicating the approach used in Batra require bidding consultants to have not only physical planning experience, but a commitment to the participatory approach itself.

In addition to providing planning information such as organizational structure, work plan and required planning studies, the TOR drafted for Abou Swear Village for example (see Appendix E) includes a section delineating the consultant's responsibilities within the context of the participatory approach. As stated in the TOR, "According to the special nature of this project and its objective to enable the local levels to do the planning themselves, the consultant role in this project is not traditional." Table 5 describes some of the consultant's required roles in the participatory approach to physical planning. With regard to the majority of the items listed below, it is stated in the TOR that these tasks will be carried out "with the help of (working) team members."

Table 5
Consultant Role and Responsibilities in the
Participatory Approach to Physical Planning

ROLES	RESPONSIBILITIES
MANAGER	- continuous interaction with all participants - facilitate decision making - guarantee work efficiency and goal achievement - generate progress reports - facilitate communication between the Steering Committee and Working Team
LEADER	- lead project work in all stages - lead local work team - enhance local dependence on working team - observe and give feedback on other team members
ADVISOR	- development of appropriate organizational structures and work plans - provide work/task suggestions - provide technical direction - conduct training and workshops

Although Table 5 outlines only a few of the responsibilities of the consultant, it does demonstrate his/her role in the participatory approach. One of the fundamental goals of using the services of a consultant is that the working team learn from the experience to the extent that they are able to conduct subsequent physical planning activities with little or no technical assistance.

TOR for Detailed Planning Action Areas of Luxor City

The city of Luxor has serious problems with continuing urban growth and the desire of people to reside adjacent to the historical core of the city, where most people make their living. The squatter settlements in the antiquities zones are long established, and people are upgrading their houses in the areas now. As this problem becomes more acute, it will threaten the historic legacy of Luxor which provides the city with valuable tourist income.

Chemonics/LD-II-P has been advising city officials on establishing "action physical planning" for target areas where encroachment of settled areas poses a danger to the antiquities which are the foundation of Luxor's economic base. One of these areas, the village of Gurna on the West Bank, sits atop a promontory near the the Valley of the Kings, causing difficulties in the preservation and operation of these renowned antiquities. President Mubarak, during a recent inspection tour of Luxor, ordered city officials to plan for the removal and resettlement of the village while including the villagers as part of the planning process; he pledged appropriate funding once the plans were completed and approved.

Work has already begun in applying a participatory approach to the planning by the formation of a planning committee from among the residents of the village. Like the Batra experience, a first step was to gather and organize data about the residents of the village (numbers, composition, age groupings, job skills, income, etc.). A questionnaire format was devised and administered by a group of selected volunteers who were given training as "census takers" and proceeded to collect data from 4000 households. The results are now being entered into the city's computer system and will form the data base for the planning study. Using the Batra experience, Chemonics advisors assisted the city in developing a TOR to solicit bids from local planning consultants. The collected data base will be used by the successful bidder in devising the plan. The Ministry of Planning has already allocated funds for the study.

Composing a TOR was one of the main achievements of the TA provided by the advisory teams. It delineated the main problems that should be examined by the bidders and enumerated the types of studies that will be needed from the bidder. The TOR outline was presented and discussed at the May 1992 meeting of the physical planning committee. The outline was accepted as a first draft of the TOR and members agreed that it will meet with citizen approval.

Rural Wastewater Improvement Program

ORDEV has recently decided to apply the Batra participatory experience to four villages that are expected to take part in a rural wastewater program funded from monies given to ORDEV out of the central government budget for wastewater improvement. The villages include Leqana and Bebian villages in Beheira Governorate, Bermbal El-Gedeeda Village in Daqahliya, and El-Gaafrih Village in Gharbiya.

These are four of seven villages designated by ORDEV for this program. The other three villages already have wastewater improvement plans funded under LD II-P fourth-cycle allocations. The four villages targeted for the participatory approach do not have wastewater plans. ORDEV has requested eight copies of the approved Batra physical plan to use in applying participatory planning techniques to the development of wastewater plans.

While Chemonics can no longer provide technical assistance, it is making available to the chairman of ORDEV copies of the Batra plan, as well as supporting data showing how to apply the approach to the cases at hand. ORDEV may also employ a team of consultants familiar with the Batra experience.

TOR for the Master Plan Study of Abou Sweir Village, Ismailia

The local unit of Abou Sweir is the largest in Ismailia Governorate with an area of about 300,000 feddans and population of roughly 180,000 persons. The area consists of the mother village, Abou Sweir, and small

settlements whose expansion has reached the mother village, resulting in the loss of large areas of agriculture land. In June 1987 the popular council responded to this situation by approving a project to develop Abou Sweir Village. Because of the unclear boundaries of the village, the governor issued decree No. 668 in July, identifying the area of the project and boundaries of Abou Sweir. The project was called the Abou Sweir Development Project and encompasses an area of 1225 feddans and a population of about 25,000 persons.

The governor has subsequently issued two other decrees: the first in 1982 forming a project Steering Committee, and the second in 1989 to reorganize the committee. The project working team is largely composed of Ismailia physical planning department employees, most of whom are recently graduated.

Ismailia Governorate requested permission to use LE 35,000 in fourth-cycle funds to carry out a physical planning study for Abou Sweir Village. Discussions with the governorate GPPC were held, but information concerning the previous work done and available materials was incomplete.

Due to the similarities of Batra and Abou Sweir with regard to institutional structure and the requirements of their respective master plans, Chemonics prepared a TOR for consultants based on the participatory concept applied in the pilot project of Batra.

The TOR to carry out the study in Abou Sweir (see Appendix E) was tendered among professional consultants and awarded in June 1992.

TOR for Detailed Planning of Action Areas of Kharga City, New Valley

In 1986-87 German Aid, in cooperation with the GOPP in Egypt, developed a master plan for Kharga City which was approved by the governor and the Minister of Housing. Kharga requested to use fourth-cycle LD II-P funds totalling LE 62,000 to develop detailed plans for one or more of the six action areas identified in the plan.

New Valley, like most governorates, does not have a GPPC or a physical planning department, and the remoteness of the governorate has contributed to its lack of personnel. As a result, the TOR had to be different than that of Abou Sweir, although the elements pertaining to the participatory approach remain the same.

The TOR developed for Kharga requested one capable consultant to live in Kharga during the project period. His role is more than just directing a working team; his duties include training recent graduates recruited to work in the project so they can form the nucleus of the physical planning department in New Valley. Appendix F contains the TOR prepared for Kharga City; also included in this appendix are four area maps relating to different aspects of the TOR.

SECTION V

Conclusions

The Batra pilot project and the various planning activities undertaken in the other governorates demonstrate that the LD II-P approach of participatory planning:

- Maximizes participation from the local, or user, level in the performing of technical work, plan reviews and decision-making.
- Provides an organizational framework to formalize participation at the local and governorate levels.
- Makes efficient use of inexpensive, if not free, local labor to perform technical services.
- Provides insights into local priorities, needs and demands.
- Achieves substantial popular support for the final plan which, in turn, facilitates plan implementation.
- Expedites formal local approvals which greatly facilitate those required at the central level.
- Helps establish a cadre of informed and capable local people to continue further planning and development work in the village.
- Provides a comprehensive planning mechanism for villages which may not be able to employ more conventional methods.

Other governorates are willing to replicate the VPP as an integral part of the physical planning at the governorate or regional levels.

Despite the great enthusiasm generated by the participatory approach among the various official levels, inadequate salaries and the lack of incentives for local professionals results in slowing the institutionalization of the planning process in the local units.

Funding of the plan implementation is still a major problem in all governorates. Although planning will definitely help a village direct its growth and economic development, there must be a consensus and commitment to build high priority public projects within a given period of time.

Most governorates still do not have a GPPC, although it is required by physical planning law 3/82, and no physical planning departments exist in governorates which have no GPPC.

SECTION VI

Recommendations

Institutionalization of physical planning should be encouraged through ongoing training for decision makers and executive officials. Incentives to encourage planning officials at all levels to remain involved in the planning process until its completion should be carefully considered.

All governorates should review their institutional structures to include the GPPC required by physical planning law 3/82. The next step, if personnel are available, is the formation of markaz technical departments.

The following recommendations are suggested to address circumstances contributing to the lack of funds available for implementation.

- Master plans should incorporate planning issues addressed in the national planning policy and five-year plans.
- Establish an institutional structure which mandates a linkage between governmental finances (yearly and five-year plans) and approved master plans.
- Amend the local tax structure in favor of some projects.
- Planning efforts should be coordinated with the appropriate international agencies such as USAID, UNDP, and the World Bank.

FINANCIAL PLANNING

At the inception of the VPP Pilot Project there was no commitment of master plan implementation funds from LD II-P, the GOE or other funding sources. Although lack of implementation funding should never be a reason to neglect physical planning, the Batra experience highlighted the fact that governorates and/or marakez and villages have to be committed to financing at least some of the proposed public projects over a period of at least five years.

In certain applications of physical planning, the totalling of capital projects that are needed over the next five or ten years takes the subsidiary role of "capital planning" or "capital budgeting." In its more precise form it identifies specific improvements, (e.g. wastewater, water line extension, road reconstruction, school additions, street lighting, etc.), estimates their costs in accordance with current prices, and devises a priority list that envisages the planning and construction of these capital additions over a five or ten year period. In more detailed and more costly planning, actual plans for each of the major

capital projects are developed as "shelf items" to be taken down, revised, re-costed and implemented when circumstances and funding make construction feasible.

This aspect of physical planning also entails "financial planning" which takes stock of the community's fiscal condition, including projected funding sources and calculations of their future growth to parallel the cost of capital needs. Such planning efforts are costly and must be done with attention to the fiscal experience of prior years, and the examination of existing and potential sources of income. Estimates of income should be allocated between "operating" and "capital" needs to produce a blue print of community income and expenditures over the next five or ten years. Obviously, such an approach was beyond the capabilities of the Batra VPP Pilot Project; the effort needed to do this would have consumed additional resources which were not available. However, it might have increased the plan's value if a rough projection of needed capital projects (put in order of priority along with their estimated costs) had been included, if only as an appendix to the master plan.

The importance of including a "guesstimate" of needed capital projects in the Batra plan relates to overall commitment. By this we mean that local physical planning is too often promoted, overtly or covertly, as a substitute for funding and commitment. If, after all the effort to do the planning, the community finds that the "powers that be" cannot or will not help the community fund portions of their capital needs as defined by the plan, the momentum for planning may receive a setback. This is particularly true when community residents have been actively involved and have truly invested themselves in the plan. If their commitment is not shared by authority figures at the markaz and governorate levels, then planning as a practical community tool looses its credibility.

Including even a generalized capital plan as a part of the master plan can help motivate and persuade the governorate to make a commitment to help fund portions of the capital plan as resources allow. The final Batra Plan lacks this element; it is a deficiency which we urged other communities, in replicating the Batra model, to remedy.

PHASE IV

Phase IV of the VPP Pilot Project has been proposed by Chemonics BD advisors with the objective of integrating the different functions of physical planning within the organizational structure of the village local authority in order to maintain stability, continuity and adequate performance through a sustained system.

Specific goals of Phase IV include the establishment a physical development department at the village level responsible for 1) physical structure documentation and updating, 2) monitoring and controlling physical growth according to the master plan of the village and 3)

utilization of land management techniques to implement the plan. Also called for in the proposal is training to enhance the technical capacity of individuals in the physical planning unit.

The entire Phase IV proposal, entitled "Establishment of the Institutional Structure of Implementation and Detailed Physical Planning," is included in Appendix D.

A FLEXIBLE MODEL FOR REPLICATION

The following model can be used as a guide for replicating the adapted participatory approach in other governorates:

- Form of a Steering Committee led by the secretary general to facilitate and monitor the planning process, review the plan with respect to national planning policy, and facilitate the approval and implementation of the plan. Representatives from the ministries of agriculture and defense should be automatic members; other ministries should be represented on the committee based on the nature of the city or village under study. The Steering Committee should also include representatives from the governorate popular council and the village or city popular council. The committee will work in cooperation with the GPPC.

- Hire a professional consultant to assist the GPPC and the Steering Committee in the formation of the working team and training of the team. The professional should be able to guide the team through the planning process.

- Working team members should include available local technical officials employed at various levels (governorate, markaz, and village) and citizens of the target village or city. Citizens should be key persons in the village of various backgrounds and possess some planning skills, if possible.

- Conduct four public meetings at key points in the planning process (after data collection, after data analysis and identification of problems, during identification of objectives and goals, and after generating policies and choosing the best alternative). Use public feedback to further develop the plan.

- The Steering Committee and working team should meet after each public meeting to discuss problems that have been raised and develop solutions.

- Display the final plan in the village council for fifteen days for citizens to review, using questionnaires to solicit individual comments. Conduct a public meeting and revise the plan according to the citizens' comments; obtain final citizen approval at a subsequent public meeting. Subsequently, solicit

approval of the plan by the local popular council of the village or city and the Steering Committee.

- Submit the master plan to the GPPC and the governorate popular council for discussion and approval.
- Pursuant to law 3/82, submit the final plan documentation of the study (in the case of a master plan study only) to the GOPP for final review and approval.

Tools For Replication

The following tools can be used to facilitate the replication of the Batra model:

- TORs for hiring specialized consultants.
- Scope of work for local officials and consultants.
- Request for technical proposals.
- Coordination with the concerned authorities such as GOPP and ORDEV.

APPENDIX A

LDII-P VILLAGE PHYSICAL PLANNING PILOT PROJECT
GOVERNORATE SELECTION MATRIX

Criteria	Weight	Sharqiya	Menufiya	Ismailia	Gharbiya	Daqahliya	Beheira	Kafr El Sheikh	Damietta	Fayoum	Beni Suef	Minya	Assyout	Sohag	Qena	Aswan
Distance from Cairo	2	5 10	5 10	5 10	5 10	4 8	4 8	4 8	3 6	5 10	5 10	2 4	2 4	1 2	1 2	1 2
Good contacts and well-established relations	4	1 4	2 8	5 20	5 20	4 16	2 8	2 8	3 12	2	4 8	5 20	3 12	3 12	3 12	2 8
Technical capacity at the governorate level	2	3 6	1 4	5 10	5 10	5 10	3 6	2 4	4 8	3 6	4 8	4 8	4 8	2 4	4 8	2 4
Physical planning experience through ORDEV or others.	2	3 6	5 10	5 10	5 10	3 6	3 6	3 6	3 6	4 8	3 6	4 8	4 8	2 4	2 4	3 6
Number of LDII-P projects in the governorate	4	5 20	5 20	1 4	5 20	4 16	5 20	5 20	2 8	3 12	5 20	4 16	1 4	4 16	5 20	2 8
Number of sewerage drainage projects	2	3 6	3 6	- -	2 4	3 6	3 6	- -	5 10	3 6	- -	1 2	1 2	- -	- -	1 2
Delivery of advanced seminars program	3	1 3	1 3	5 15	5 15	4 12	4 12	1 3	4 12	4 12	4 12	1 3	4 12	4 12	4 12	4 12
Publicity and impact potential	3	4 12	4 12	5 15	4 12	3 9	2 6	2 6	3 9	3 9	3 9	2 6	2 6	1 3	1 3	2 6
Priority of need for village physical planning	1	2 2	5 5	1 1	5 5	4 4	3 3	1 1	2 2	1 1	1 1	1 1	1 1	1 1	1 1	1 1
Total points		69	78	85	106	87	75	56	73	72	74	68	57	54	62	49
Grade		4	3	2	1	2	3	5	3	3	3	4	5	5	4	5

A2

LDII-P Village Physical Planning Pilot Project
Markaz Selection Matrix

Daqahliya Governorate

Criteria	Weight	Aga	Belqas	Dekernes	El Mansoura	El Manzalah	El Senbelaween	Meit Ghamr	Minyet El Nasr	Sherbein	Talkha	El Gamaliya
Distance from the governorate capital	3											
Highly prefered by local authorities	3											
Relative number of current LDII-P projects	3											
Relative number of villages previously planned by ORDEV	2											
Existence of sewerage/drainage projects	4											
Technical capacity	3											
Space and physical facilities for pilot project administration	2											
High priority of need for village physical planning	2											
Total Point												
Grade												

A3

LDII-P VILLAGE PHYSICAL PLANNING PILOT PROJECT
VILLAGE SELECTION MATRIX

CRITERIA	WEIGHT							
Distance from the governorate capital	3							
Distance from the markaz capital	4							
Number and types of LDII-P projects in village	3							
Number and types of future LDII-P projects	3							
Highly preferred by local authorities	4							
Existance of sewage disposal and treatment project	4							
Local technical capacity	4							
Availability of survey maps	4							
"Black line" delimitation	2							
Data availability	4							
Previously planned by ORDEV	4							
Adequate population size	3							
Self help efforts and public participation	2							
Urgent need for action	3							
Number of satellite villages	3							
Growth rate and growth potential	3							
Magnitude of public investments allocated	1							
Land availability and growth absorption capacity	3							
Percentage of non-residential land uses	1							
Total points								
Grade								

22

APPENDIX B

APPENDIX B.1
Establishment of the Steering Committee for the Batra Village Physical Planning Pilot Project

Decree No. 909/1990
Daqahliya Governorate

Daqahliya Governor

With reference to:

Decree-law no. 43/1976 on issuance of local government system law, amendments and executive regulations,

Law no. 3/1982, on physical planning, and its executive regulations,

Governorate's decree no. 70/1985 on setting up governorate physical planning committee,

Local administration's general secretarial (AMANA) letter approving implementation of a pilot planning project for one of Daqahliya Governorate's villages within LD II-P framework,

Presentation by advisors of LD II contractor, Chemonics, during the meeting which was held on 3/10/90 with governorate officials, members of the people's assembly and Shura council, where the project was introduced and criteria for selection of Batra Village, Markaz Talkha, for this experiment were reviewed,

Briefing by under-secretary and the secretary general,

has decreed:

Article I: Higher committee is to be set up for supervision of Batra Village, Markaz Talkha, pilot planning project and will include:

The secretary general, or his designated chairman.

Eng. under secretary of Ministry of Housing and Reconstruction in Daqahliya (governorate's physical planning committee chairman) (member).

Eng. head of Daqahliya agricultural sector (member).

Eng. director general of survey in Daqahliya (member).

Talkha Markaz and city local unit chief (member).

Governorate's village development department manager (reporter).

Markaz Talkha village development department's manager (member).

Batra Village (Markaz Talkha) local unit chief (member).

Chief of local popular council for Batra Village, Markaz Talkha (member).

A Batra Village people's representative to be maintained by Markaz Talkha chief (member).

Article II: The committee assumes the following responsibilities:

1. Plans, monitors and directs the project's work to ensure work efficiency and realization of set goals.

2. Coordinates project work with concerned ministries and central organizations, and coordinates various roles of directorates and departments within the governorate.

3. Participates in public sessions to be held for review and discussions of various project stages and approval of each stage's work progress evaluation reports.

4. Approves the final planning project after approval of concerned local popular councils.

Article III: The secretary general issues a decree on setting up a work team that will carry out the village's pilot planning project.

Article IV: The committee is entitled to call on physical planning experts for assistance which facilitates performance of its tasks.

Article V: Pertinent authorities should implement this decree, which is effective the date it is issued.

Issued at governorate headquarters.

14/11/1990

Daqahliya Governor
Major General,
Mohamed Hussein Madian

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APPENDIX B.2
Establishment of the Work Team for the Batra Village Physical Planning Pilot Project

No. 93/1991
Daqahliya Governorate

The secretary general

With reference to:

Decree-law no. 43/1976 with regard to the law on local government system, amendments and executive regulations,

Law no. 47/1987, related to Civil Servants System, and its executive regulations, as amended by law no. 115/1983.

Local Administration General Sectretariat's letter with regard to implementation of a pilot planning project for one Daqahliya village within LD II-P framework,

Governorate's decree no. 909/1990 related to constitution of a higher committee to supervise the pilot project for planning Batra Village, Markaz Talkha, and which entrusted me with issuance of a decree on setting up a work team that will implement the project (article No. 3),

Presentation of representatives of LD II-P consulting company at the second meeting of the Higher Committee for Project Supervision, on 7/1/1990, with regared to results of the training course for candidates for the work team,

The detailed work program and time schedule for the pilot project implemenation.

has decreed:

Articel I: The work team for Pilot Project for Batra Village (Markaz Talkha) planning is to be set up as follows:

Physical Plan's Development Group, including :

Governorate headquarters staff (Village Reconstruction and Development Department):

Ibrahim Ali El Bayoumi	Head of the Team
Mohamed Mahmoud Abdel Rahim	Deputy Team Head
Anwar El Said Kewan	
Youssef Hassan Youssef	
Abdallah Abdel Raouf Moh.	

Talkha Markaz and City Local Unit Staff:

Atef Ibrahim Moh. Ibrahim
Ahmed Mohamed El Diasty
Zeinat Ahmed El Tantawy
El Sabahi Saleh El Zeini
Mostafa Ali ABdel Nabi
Abel Moneim El Zenaty Risk
Ibrahim Moh. Ibrahim

Batra Village Local Unit Staff:

Ahmed El Sherbeiny Youssef
Zakaria Moh. Ahmed Borhaam
Reda Moh. El Sherbeini
Galaal Farag El Sherbeini

Specialized-Work Group:

Daqahliya Survey Directorate Staff:

Abdel Badei Ismail Abdel Baqi
Ahmed Abdallah Abdel Hadi
Ragab Abdel Gawwaad Sayed Ahmed

Daqahliya Housing Directorate Staff:

Mohamed Soliman El Husseiny
Fayez Hassan Abdel Aziz

Popular Participation Group (selected from village population):

El Diasti Salem Farag
Mahmoud Ibrahim El Azab
Hamza Hamza El Showeihy
Abdel Razek Mohamed El Bayoumy
Ali El Tantawy Ali
Kamal Talat Ghabbour
Hisham Mohamed Higazy
Abdel Aati Ibrahim Khalil
Shaban Abdel Moati El Besheer
Mohammed El Sharqaei Abdel Moneim
El Sayed Mohamed Hassan

Article II: The work team performs the following tasks under the detailed work programs:

Physical Plan Development Group: considered the permanent work group throughout the project period and responsible for all work stages until development and final approval of the physical plan.

Specilaized work and popular participation groups are responsible for specific tasks included in the project work program and time schedule.

Article III: The project work headquarters is Batra Village local unit.

Article IV: The work team head may call on anybody for work support during the project period, after discussion with the Higher Committee Supervising the project's implementation.

Article V: Concerned authorities each within its jurisdication, should carry out this decree, which is effective the date it is issued.

Issued at governorate headquarters.

17/1/1991

Secretary General
Moh. Baher El Darweesh

APPENDIX C

APPENDIX C
Letter of Approval of the Batra Physical Plan from the Daqahliya Secretary General, on behalf of the Governorate and the Governor

Daqahliya Governorate
ORDEV's Department

Mr. William Sommers,
Chief of Party
Chemonics

Dear Sir,

On the occasion of ending the development of LDII-funded Batra village's Master Plan Subproject, we take pleasure in thanking the consulting team for its technical support to the local work team in development of this master plan in such wonderfull shape.

This master plan, as you are aware, was developed by a work team composed of the governorate staff, markez and village staff, with contributions from the people and technical assistance from Chemonics advisors. It was the first Egyptian village physical plan that was developed by self-efforts and expressed the people's actual assets circumstances and needs.

We would like to assure you that the governorate will put into consideration the implementation of projects, that were revealed by this plan's studies, within the governorate's plan and with the village people's participation. This will be a model for local development plans and efforts aiming at optional use of available resources in order to meet the people's needs according to set priorities, together with presentation of planted areas and limitation of random physical growth.

Hoping cooperation will continue in all local development areas, we remain,

Sincerely Yours,

Moh.Baher El Darwesh
Secretary General
4/7/92

APPENDIX D

APPENDIX D

Proposed Phase IV of the Village Physical Planning Pilot Project

Village Physical Planning Pilot Project (VPPPP)
B. D. 7.1.b.
Proposal for Phase - 4
Establishment of the Institutional Structure of Implementation and Detailed Physical Planning

1. Introduction

The herin proposed action (project) represent an extension the VPPPP which is currently undertaken in Batra, Talkha, Daqahlya. By the end of Phase - 2 (current work) a physical plan (Master Plan) of the village will be accomplished. Phase - 3 is designated to legal arrangement and procedures for approval of the master plan.

2. Motives of Initiation

2.1. Indications from the Current Experience of Physical Planning in Egypt:

Many - if not all - master plans that have been prepared of Egyptian cities and villages have not gone into implementation, simply due to the absence of institutional structures - at the various levels of local authorities - that can comprehend, assimilate or carry out the various functions of implementation.

This disability could be related - directly or indirectly - to the following factors:

- The entire disfamiliarity of the would - be implementation departments at local authority with the master plan (its objectives and technical vocabulary "what") - most probably prepared by external consultant without their participation.

- Absence of organizational form - within local authorities - in which the functions of physical planning could be performed with clear definition of roles needed, different parties involved, authorization or power delegation, boundaries of responsibilities and duties needed, and whether the different functions could be performed by existing departments or there is a need for a new organizational pattern .... etc. Simply <u>who</u> is the guard that will monitor and control physical and rand development according to the master plan.

- Limited technical capacity (How) concerning the various techniques of:

- Monitoring and recording physical changes and data updating.
- Integrating development control mechanisms and procedures within the work of existing - or the would - be departments and units (zoning - building permits - and subdivision approval - ... etc) .... in correspondence with a master plan.
- Detailed planning .... or translating the master plan to a well-defined and manageable detailed action plans of land development schemes, upgrading projects ... etc.

However, experience gained from VPPPP and other cases clearly indicate that much of "How" problems is inter dependent on problems of "Who" and after setting the question of "Who" a limited effort of training and technical assistance could bring whatever "Who" up close to the required level at technical ability.

2.2. Indications from the current experience of VPPPP:

- The VPPPP case provide for a substantial advantage in comparison to previous cases (mentioned herein before) concerning the familiarity of the personnel of local authority of the master plan (the question of "What") , due to their full participation and involvement in the planning process (they well-know what they produced by themselves).

  However, as the master plan represent a general framework of the future physical form and policies recommended for implementation, still there is an intermediate phase of detailed planning is substantially needed to proceed for implementation actions.

  Detailed planning, in this case, will transform the master plan into detailed physical plans (concerning the different zones designated by M.P) and clear defined and programme action plans for implementation.

- As VPPPP aims to present an implementation and replicable model - within the different conditions and constraints of the Egyptian case - it is very important to deliver this model in a matured condition (running). Considering the different deficiencies and management problems - especially at the lower levels of local authority, the continuity, vitality, image, and long term impact of VPPPP could be damaged if it stops short of istabilized institutionalization of physical planning functions and implementation actions and mechanisms. The final outcome and impact of VPPPP depends heavily on a "running models" rather than a "static model" that could actually come into halt due deficiencies mentioned herein before. Unless we consider fulfilling the objectives of "local level - public participation" (they do it by themselves ... or the

uniqueness of VPPPP) as our end project, the VPPPP modern on its wider concept will be "unfinished work".

- VPPPP experience has clearly indicated that within the paradigm of "planning by people" there is no clear boundaries between planning and implementation. Detailed planning techniques and minor actions have been used at the very beginning of VPPPP work so as to put VPPPP team on track. However, with a master plan in hand, stopping short of establishing implementation mechanisms (Institutional structure, detailed planning, and action plans could undermine the authenticity of the VPPPP model.

3. Objectives of the Proposed Phase - 4

Objectives of phase - 4 "establishment of institutional structure and detailed planning could be briefly listed as follows:

- General Objective

  To integrated the different functions of physical planning within the organizational structure of the village local authority so as to maintain stability, continuity and adequate performance through a sustained system.

- Detailed Objectives

  - To establish an adequate local unit or dept. - within the existing organizational structure of the local - to take the responsibility of the different P.P functions (who).

  - To improve the technical capacity of individuals in such unit or dept. so as to adequately perform these different functions.

4. Proposed Actions

In fulfillment of the previous objectives the following tasks are recommended (within phase - 4)

1. To investigate, with full cooperation with local authorities and different parties involved, the organizational - legal form and structure of a proposed "local physical planning unit", potential, different alternatives.

2. To stimulate the local authority - at the required level (markaz, gov.) to establish either permanent or experiment P.P unit at the village level and provide the what needed TA in designing its organizational structure, responsibilities description, selection of individuals ... etc.

   To provide a training program for the selected individuals of this unit to cover the following major areas:

a. Administrative and managerial procedures and technique of monitoring and controlling physical development according to the master plan.

This is to cover the methods of data updating, presentation, relationships with other department, review of building permits, needed legal actions - integration of implementation into the governmental financial plans (5 years - etc.)

b. Detailed Planning (Area Planning)

This to cover the technical methods of detailed planning in the areas of :

- Land development project (housing projects ... industrial zones)
- Upgrading projects of existing areas
- Planning and review subdivision projects

c. Land Management Techniques

This is to cover the different techniques of intervention in land and development market so as to enhance development and physical changer according to the master plan detailed and action plans.

4. To provide technical assistance for the P.P. local unit in preparing detailed and action plans for two areas according to policies recommended for certain areas in the master plan - it is recommended to select one area in the future extension (land development) and one area in the existing zone (upgrading).

5. To provide limited effort (with long time intervals) for monitoring and technical assistance for P.P. local unit as to assure stability and sustained systematic performance.

5. Time Schedule

	Task	Time Span (weeks)
1.	Design of the institutional structure	3
2.	Initiation and establishment of P.P. local dept.	4
3.	Training program	1
4.	a. Detailed area planning & action plan (1)	12
	b. Detailed area planning & action plan (2)	12
5.	Monitoring and TA for P.P. local unit (limited effort 2 day/month)	52

APPENDIX E

APPENDIX E

Ismailia Governorate
Housing and Facilities Director
Contracts Department

TERMS OF REFERENCE

Invitation for Consultant Proposals to
Study and Prepare a General Plan for
Abu Swear Village, Ismailia

Session: / / 1992 Price: LE 200

1. The purpose of the contract is to prepare a general planning study for Abu Swear Village, Markaz El Ismailia.

2. The designated duration to implement the project is according to TOR.

3. The bid is effective for three months starting with the date of opening financial envelopes.

4. The contract is subject to Law 9/1983 and its executive statue 157/1983.

5. The bidder should attach primary insurance of 2% of the financial bid value, with his bid.

6. The bidder should attach (sealed) his past experience and a photocopy of his tax card with his bid.

7. The bidder must present an offer that consists of five copies of the technical proposal and one financial proposal representing the office fees.

It is determined that on / / 1992 at 12 p.m in the Ismailia Housing and Facilities Directorate's headquarters will be the opening date for the tendered proposals.

The best five technical offers, presented by consultant offices, will be selected without any objection from the other offices. This will be done by a technical committee.

There will be price negotiation among the selected five offices.

Engineer Salah Abd El Fattah Khalaf
General Manager,
Contracts Department

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1. TOR Introduction and Table of Contents

The Ismailia Governorate Physical Planning Committee (GPPC) and Abu Swear Village local unit invite specialized consultants in physical planning to present their technical and financial proposals in order to prepare studies for Abu Swear Village's general plan, according to works, aims and conditions shown in this TOR.

The TOR includes:

1. Basic information about Abu Swear Village.
2. Project aims, organization and work program.
3. Required planning studies.
4. Field work and consultant responsibilities.
5. Proposal content, method of presentation and required contractual terms.

All requests and contacts should be directed to the Engineer, chief of the Governorate Physical Planning Committee in Ismailia Governorate Headquarters.

It has been decided that / /1992 (1200 hours) will be the deadline to receive the proposals in the Engineer's office.

1.1. Basic information about Abu Swear Village

Abu Swear unit, in Ismailia Markaz, is the largest local unit in Ismailia Governorate. It includes, in addition to Abu Swear Village, many villages and populated areas.

Because of fast growing population in these areas and villages that affect the adjacent planted areas, Ismailia Governorate started a project in 1987 to develop Abu Swear Village, according to Ismailia Governor Decree 668/1987, dated 7/19/1987.

The Abu Swear Village general plan preparation project, through the USAID LD II-P Project, is integrating Abu Swear's development objectives.

The bidder should be aware of all previous decrees and plans, and should take them into consideration before the presentation of technical and financial proposal.

2. Project Aims, Organization and Work Program

2.1. Project aims and work strategy

Previous and recent tests of physical planning in Egyptian cities and villages provide a group of lessons and important indications.

The exclusion of local level (village or city to be planned) with its different parties (executives, elected representatives and citizens) from participation in the planning process results in a wide gap between planning and implementation in Egypt, in addition to a total absence of actual response to local reality. This has negative effects on the planning process.

The main aim of this project is to prepare a master development urban plan that is realistically related to local features and applicable to the potential of Abu Swear Village.

This aim is included in a larger one which is the institutionalization of physical planning in the local government structure.

According to these goals, the project work strategy is related to the following bases:

a. Master plan preparation should rely basically on local abilities at the village level. This is an alternative to total reliance on private consultant experience.

   This will lead to realistic planning and applicability in the short and long run, in addition to improved planning capacity of local executives and elected and non-elected representatives.

b. Stress should be placed on local contributions in the planning process in its different stages, through direct and indirect methods.

c. The consultant's role should change from "doing everything" to helping them do planning themselves. The consultant's role should:

   1) extend technical assistance in planning management in its different stages. This includes helping establish overall organization and team structure, and training.

   2) extend specialized technical assistance to the local working team in order to prepare the required planning studies and achieve acceptable technical levels of planning.

2.2. Organizational structure

2.2.1. Introduction

The project nature, as shown above, requires a proper organizational structure. This has to guarantee the process of planning to be done by a local working team with limited consultant organizational and technical assistance.

To accomplish this, there must be new organizational methods for project management. Offerers should include their suggestions on how to structure this in their technical offers.

2.2.2. Organization structure

The project organization structure is related to all requirements determined by physical planning Law 3/1982. Temporary arrangements can be suggested to respond to this experimental nature. The following parties are essential to the organization structure:

1) Ismailia Governorate Physical Planning Committee (GPPC), responsible for all physical planning in Ismailia.

2) Steering Committee (SC), responsible for this specific project.

Previous participatory planning experiments indicate the necessity for local level high authority (governorate or markaz level) to support the project without administrative constraints, and to help overcome other difficulties.

In this case, it is suggested to form a temporary steering committee for the project, headed by the secretary general or assistant secretary general of the governorate, with the following membership:

1) Selected members of the Governorate Physical Planning Committee.

2) Director of the governorate Village Development Directorate.

3) Head of the markaz Development Department.

4) Village Chief.

5) Two or more village Popular Council members.

6) Key citizen and village representatives who have experience and support the project.

7) The Working Team leader.

8) Various others who can actively participate and support the project.

The Steering Committee will work as an alternative temporary committee for the GPPC until the master plan is prepared and approved. This committee will be formed by a governor's decree that will determine its responsibility for project management and identify its goals.

The consultant will participate in all the Steering Committee's meetings to ensure needed organization and extend technical assistance.

The Working Team represents a major work force in the project, and will actually undertake the different tasks in the planning process. It basically includes local unit staff according to their specializations and village background that agree with the required roles for the planning work. This team can be supported by selected professionals at the markaz or governorate level, if needed in case of the lack of village engineers. It also includes selected members of village Popular Council and people representatives who are selected according to their efficiency and the required roles. Representatives of executive departments, at markaz or governorate levels, can be joined to the team (only those who have to do with planning studies). This could include staff from the Housing Directorate, Agriculture Directorate, Governorate Information Center, Markaz Planning and Monitoring Section, Governorate urban area determination committee, etc.

The project Steering Committee is to issue a decree forming the Working Team, whose responsibilities include the completion of the master plan and approval procedures.

2.2.3. Work Plan

The work plan includes four major stages as follows:

First Stage: Preparation which includes the following tasks:

1) Information of the project Steering Committee
2) Preparation of the project's detailed program
3) Selection and formation of local Working Team
4) Training program for Working Team
5) Preparation of a work site in the village

Second Stage: Preparation of the master plan includes all stages of preparing different planning studies until the end of the master plan project.

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Third Stage: Approval of the master plan includes the completion of procedures related to the approval according to Law 3/1982.

Fourth Stage: Establishment of an executive structure (an urban development section is included in the local unit administrative structure) that will take over the plan implementation and monitoring.

3. Required Planning Studies

3.1. General structure

The required planning studies are related to the master planning methodology shown in the attached figure. It aims at preparing the village master plan for the year 2007 to include the future urban area, land usage, new urban development areas, development areas, road planning, infrastructure and service structures, visual formation, implementation priorities and stages.

The following is a brief description of the planning studies' separate elements.

3.2. Planning Studies

3.2.1. Status quo studies

3.2.1.1. Provincial study includes the determination of village size and site in the provincial urban system and its size rank, in addition to the determination of village economic role in the province and the features of the site.

It includes the role of services in the village in comparison to the provincial service structure, and how much villagers rely on outside services.

It also covers the diurnal population flow (from and to village) and flow directions. The provincial studies determine the village's relationship to the province, its influence and provincial role, and required recommendations for formulating the structure/development plan and the master plan.

3.2.1.2 Environment study observes and analyzes the village's environmental features and related contemporary and future problems to get certain indications for physical planning decisions. It includes the following elements:

- Visual study
- Village topography study
- Natural features and land usage study

-Soil classification in the urban area
- Agricultural soil quality classification in the village zone
- Agriculture, plants and livestock study
- Surface and ground water sources survey
- Preliminary study for disposal of liquid discharges
- Solid wastes study
- Air, water and soil pollution studies

3.2.1.3. **Population and social study** covers population density in previous periods through normal increase of population and migration with an analysis of population features (existing densities, expected densities, their features during the planning period and the determination of different social areas in the village through a social survey of a population sample).

3.2.1.4. **Economic study** looks at the village economic structure, its contemporary problems and potential through the study of work force specifications and distribution to different sectors, in addition to each sector's potential (e.g. agriculture, industry, service, etc.) and future development possibilities.

This study formulates an integrated village economic development plan, in addition to the required basic indications needed to formulate the master plan.

3.2.1.5. **Urban study** describes and analyzes the state of the urban area and environment vis-a-vis land usage, buildings state, height and age, road network and construction material, in addition to urban improvement stages, urban fabric norms and land prices.

This study aims at determination of recent urban area capacity and existing features to determine the nature of urban structure, problems and potential in light of population, economic and environment studies.

3.2.1.6. **Infrastructure study** includes the observation and analysis of the existing situation in addition to the determination of recent and future problems, potential future needs and indications for master planning. It covers the following elements:

1) Potable water supply system
2) Liquid discharge disposal system
3) Electricity supply system
4) Communication system

3.2.1.7. **Road, traffic and transportation study** analyzes the existing road system, its function, level, capacity and pedestrian density in order to determine recent and future problems, and how to deal with them in light of future population, urban development needs and probable changes in land usage.

3.2.1.8. **Service study** looks at the village service structure (education, health, administration, social and recreation) and determines the problems of service size, quality, distribution, performance quality, recent shortage and future needs, in addition to the potential to develop the service sectors.

3.2.1.9. **Housing study** identifies the prevalent housing norms and development, in addition to housing economics (land prices, construction cost, local housing market features and its relation with buying capacity). It also includes future needs estimates and the features of desired housing norms.

3.2.1.10. **Synthesis study** is an integrated diagnosis of the status quo which determines the problems, potential and planning decisions needed to formulate the structure/development plan and the master plan.

3.2.2 Master plan studies

3.2.2.1. **Structure/development plan study** determines the targets, long range policies and village development determinants in light of an economic development plan provided by economic studies and concluded indications of all other studies.

The structure/development plan study aims at the determination of the village's urban extent, the basic concept of urban development, the required structural changes until the end of planning period and the immediate implementation areas. It prepares alternatives for village urban development trends, in addition to the evaluation and selection of these trends.

3.2.2.2. **Master plan study** improves the selected alternative from the structure/development plan study into a final master plan with the borders of future urban extent, land usage structure and service location distribution within a balanced urban structure of housing and population density distribution framed by the urban extent and road network.

This study also includes a preliminary determination of time phases to implement the master plan and to determine the priority areas with basic indications for the detailed planning stage, and a preliminary determination of some building conditions for the different areas.

3.2.2.3. Road systems and infrastructure

According to the master plan, the main structures of the road, potable water supply, wastewater, electricity, communications and solid waste disposal systems are prepared.

4. Field Work and Consultant Responsibilities

4.1 Introduction

According to the special nature of this project and its objective to enable the local levels to do the planning themselves, the consultant role in this project is not traditional. He/she won't do everything; the local Working Term will. The consultant's role is limited to work organization, advice, training and technical assistance for the team.

The following elements represent the main features of the consultant's role and responsibilities, but may not be all the necessary ones for good work.

4.2. Work management, leadership and guidance in the project

The consultant, with help of consultant team members, will lead the project work in all its stages, including participation in the Steering Committee, leading the local Working Team, continuous interaction with all participants, work suggestions and decision-making to guarantee work efficiency and the achievement of the project's ultimate goals.

The consultant is responsible for developing organizational structures and work plans that suit the project's special nature, enhance dependence on the local Working Team and use the best methods to guarantee the most local contribution.

The consultant will observe and document the other participants' performance in analysis, evaluation, recording and documentation through monthly reports, reports at the end of each phase and a project final report, in order to provide good management for the project and helpful indications for similar future projects.

The consultant is generally responsible for the project management through its different stages and the authority he has through the

Steering Committee to guarantee work efficiency and to achieve the project's ultimate goals.

4.2. Technical assistance

The consultant is generally responsible for the study's technical quality through work guidance and accurate technical revision of study results at different stages.

The consultant formulates the technical directions and determines the detailed responsibilities, work programs and methods in different stages. He/she helps collect, prepare, and analyze data until the master plan is prepared, monitors performance, amends the work plan if necessary and reviews the works technically.

The consultant transfers technical experience to team members through training and work with the Working Team, enabling them at the end of the project to do similar projects with little or no external technical assistance.

4.3. Consultant responsibilities

The consultant's, or consultant team's, main responsibilities, according to the work stages mentioned before, can be outlined as follow:

- To make the work plan and the project's detailed program through cooperation with the Steering Committee.

- To select the Working Team members from village staff according to quality of experience necessary and to complete the staff from markaz or governorate levels, Popular Council members and people representatives.

- To design and implement an intensive training program for the local Working Team in the local unit headquarters to transfer required technical experience.

- To lead the work, administratively and technically, in the village work site through successive visits (weekly or half weekly, according to the consultant's proposal) and through directing and monitoring the work technically in all stages until the master plan studies (drawings and reports) are prepared and finalized.

- To suggest the necessary arrangements to achieve the most local contribution through public meetings and to monitor the implementation of the arrangements.

- To follow up the procedures of the plan's technical approvals according to physical planning Law 3/1982, to participate in

the plan presentation and to defend the Working Team's work in front of concerned authorities (General Organization for Physical Planning), in addition to any required amendment suggestions.

- To follow up the preparation of a list of projects that stems from the master plan and the detailed sectorial studies of services and infrastructure.

- To prepare regular work reports to be discussed in the Steering Committee meetings, to suggest the procedures and necessary decisions in order to revise the work and to prepare a final work report for the project.

- To set an organizational structure and work system for an urban development section that will be established in the village to monitor the implementation of the master plan.

5. Proposals Content, Method of Presentation and Required Contractual Terms

5.1. Presentation method

Because of the project's special nature, the general framework shown in the TOR is not a final one. Consultants should visit the actual site and verify this in writing. They should also discuss their opinion about and approach to this project. This will be an important element in the evaluation of different proposals.

The proposal should include a presentation of procedures, methodology and techniques, with details in order to evaluate the offers. It can also include other items the consultant wishes to add.

5.1.1. Theory of approach

The proposal should show understanding of the project goals and how to achieve them. The proposals are free to give detailed opinions about dealing with these targets.

5.1.2. Organization structure

The proposals should translate thoughts into detailed suggestions for an organizational structure with required procedures, tasks and activities to achieve the project's ultimate goals. It should describe each participant's role (consultant, Working Team, Steering Committee, Governorate Physical Planning Committee, etc.) in the work program and a time table with the following:

- The major and minor tasks, orderly arranged, starting with the project's first stages until the final stage with clarification of relations between different stages.

- A brief description of each major and minor tasks with determination of each participant's role and how to implement the required tasks and activities.

- A detailed time table with each major and minor task's start and end.

5.1.3. The consultant team

The proposing consultant should present past experience in similar works and a list of advisor and technician names and specializations, who will participate in some or all work stages (consultant team). It should include the profession, qualification and past experience. The proposal annexes should include the experience in brief and a preliminary approval letter from each advisor to participate in this project. This part of the project also includes a chart to show the consultant team organizational structure with roles and responsibilities (coordinator, short term advisor, etc.) It should also include a chart to show the time table for advisors and technicians participation.

5.1.4. Study costs (Financial Proposal)

Because of the project's special nature, the work location will be in Abu Swear Village headquarters that will provide studies with all requirements for their preparation (drawing paper, engineering tools, photocopying, location facilities, etc.) Thus, the study costs, to the consultant, will be mostly related to the technical assistance to the Working Team, to the other tasks related to the Steering Committee and Governorate Physical Planning Committee and to the approval procedures.

This part should include a matrix with members of the consultant team, the time table for each member, person/month cost, member total cost and the total cost.

The study cost should include all of the following items and other ones suggested by the consultant:

- Consultant team total cost
- Transportation cost and allowances for the consultant team, with number of trips and each trip cost for each member.
- Other items the consultant wants to add.
- Overheads and profits.
- Payment method.

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5.1.5. Proposal total value:

In this part, the consultant should determine the proposal's total value. The contract will be signed according to this value in return for the implementation of all commitments mentioned in work terms and the details about cost or salary items mentioned in the matrices of tables. An other financial details the consultant includes in his proposal will be compared to other proposals.

5.1.6. Offer duration:

The offer, with all its terms and details, will be effective for three months starting from the financial proposals' opening date.

5.2 Offer presentation procedures:

The consultant will present five copies of the technical proposal and one copy of the financial proposal in two closed envelopes. The first contains the five technical proposal copies, and the second contains the financial one. The contents should be clearly written on each envelope. This will facilitate the opening of technical proposal envelopes on the presentation deadline, and to keep financial proposal envelopes for opening after the evaluation of the technical offers and completion of the approved ones.

A primary insurance of not less than 2% of the proposal total value should be presented with the proposal. 10% of the proposal total will be required in case of selection, within 10 days from notification, and it must be written on the financial envelope that it contains the temporary primary insurance without the mention of its value. The financial envelope should also include a copy of the proposer's tax card and proof of his membership in the Engineers Syndicate, registration and annual fee payment, at time of proposal presentation.

5.3 Offers evaluation

Technical proposals will be evaluated according to the following elements:

- The general standard of the proposal.
- The consultant team's past experience and how much it is related to the study type and participatory planning.
- How much the proposing consultant understands the study requirements, the project's special nature and the suitability of methodology to achieve its goals.
- The standard of the suggested work program and how far it is related to the achievement of the project's ultimate goals.

It is expected to evaluate the technical proposals within one month, at most, starting from the opening date. Proposal evaluation is considered final and the proposer has no right to object to the committee's decision. All rules of Law 9/1983 are applied to this process.

5.4 Contract negotiation

After putting the proposals in order, Abu Swear Village through the Governorate Physical Planning Committee negotiates with the first proposer in the comparison list to determine the contract value and terms. In case of agreement, a contract is signed by Governorate Physical Planning Committee and the consultant. In case of non-agreement, the Governorate Physical Planning Committee negotiates with the next proposer in the list and so on until agreement is reached.

The approved proposer should present a letter of guarantee, sealed by an accredited Egyptian bank, with no conditions or restriction in return for the down payment. If required, the consultant starts to provide services within one month from the contracting date, and he should fulfill his commitments according to the time tables mentioned in the contract.

APPENDIX F

APPENDIX F
Conditions and Specifications for Preliminary and Detailed Designs and Development of Executive Drawings and Tender Documents for Planning Priority Vital Regions in Kharga City

New Valley Governorate
Kharga City Council Presidency
Finances Management Contract & Purchases Section

Advertisement

Al Kharga City (New Valley Governorate) announces its need for development of preliminary and detailed designs, executive drawings and tender documents for three priority vital regions in the city within the city's master plan that was approved on / /92.

The city council wants to conclude contract with a syndicate-member architect or planner to play the project manager's role. The candidate should satisfy the following conditions with regard to the technical and financial proposals to be submitted pursuant to the scope of work that is indicated in this pamphlet. Monday, / /92, noon is fixed as a date for envelopes opening.

The conditions and specifications pamphlet is available either at Al Kharga city council or at New Valley governorate's Cairo office (Atfet Mahdi - Al Azhar), against payment of LE 50.00. Bids should be sent or delivered to Al Kharga city council (KCC).

Conditions

1. Holder of B. Sc. degree in architecture or planning from an authorized university,
2. No less than ten years experience in the required scope of work,
3. In case of hoding an academic degree higher than B. Sc., years of experience should not be less than seven years,
4. Willing to live in Al Kharga city the full period of the project (about six months, renewable in case of construction of other projects that need similar periods),
5. Preferably with previous experience in similar projects,
6. Preferably with computer processes experience, and
7. Preferably with experience in training and teaching areas.

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Introduction

The New Valley Al Kharga Oasis is located in Egypt's Western Desert, at about 200 km South-West of Assyout city, in a depressed shape. Al Kharga city is located at the northern part of Al Kharga depression, 30 km to the eastern edge of the depression that is west Al Ghanayem mountain and 80 km to the South of the depression's Southern edge. To the North of this location stands Al Tayr mountain, whereas to the north-west stands Tarwan Mountain (see map no. 1).

The New Valley Governorate includes the following Oases'. Al Kharga, Al Dakhla and Al Farafra.

The New Valley region was isolated until mid sixties, when its agricultural assets were realized. It was then thought of as a possible location of relieving the Nile Valley of its population overgrowth pressure. Consequently, the area witnessed, from the beginning of the seventies, great efforts in the agricultural development field. which led to a relatively great administrative labor force.

The following table shows the considerable population growth that took place in Al Kharga city between 1966 through 1976 pursuant to the reconstruction efforts.

Year	Census	Growth Rate (%)
1937	6436	
1947	6671	-.63
1966	15310	4.47
1976	26375	5.60
1986	30681	1.52

The number is expected to be 68000 by the year 2010.

The growth of Al Kharga city population is attributed to the availability of public services and the land reclamation projects, which encouraged migration to the city.

The city now plays an administrative center role for New Valley Governorate. But, since the city lacks, due to its isolated location, a medium for proliferation of social and economic relations, which are prerequisites for creation and development of a central services center, it is essential to take care of the development of such relations in the three projects.

Economic Status Quo:

The following table shows that most of the labor force in Al Kharga city is used in the administrative sector, followed by the agricultural sector, though the latter is not self-sufficient in food production. Industry is extremely limited and of special type.

Labor Distribution by City Productive Sector
1986

No. of Workers Sector	Government & Public Sector	Private Sector	Total
Agriculture	200	500**	700
Mines & Quarries	-	100	100
Medium Industries	-***	100	100
Electricity & Water	220	-	220
Construction & Building	50	200	250
Commerce & Tourism	50	400**	450
Transport & Communications	550	350	900
Finances	60	30	90
Insurance	-	-	-
Social Services	6350	50	6400
Total	7480	1730	9210

Dependency Rate: 3.4
Population : 31000

** Reduced by about 30% because of workers working in more than one place.

*** Governmental sector's industries are entered under "administration"

Source: Al Kharga Manpower Dept., Chamber of Commerce and the City's Master Plan.

Targeted Economic Development:

In order to build a sound economic base in Al Kharga city, economic activities should be diversified, private investments should be encouraged through incentives and not support, and agricultural production should be considerably densified and improved. Therefore, future development process should focus on the production's infrastructure and on quality rather on quantity, in order to construct a solid base for such an economic development.

The economic assets are represented in the following:

- The agricultural sector, through densified production, more and diversified crops, improved technology, market - oriented production and profitable crops.

- Abu Tartour City (Phosphate City), which is 40 km from Al Kharga City.

- Tourism, which is expected to considerably flourish after construction of Al Kharga/Luxor road.

- Industrialization sector, with regard to medium and small industries, including:

  - o Building materials,
  - o simple mechanical and electrical appliances such as coolers,
  - o natural stones cutting and preparation,
  - o food industries and agricultural products,
  - o manual crafts, and
  - o pharmaceuticals.

- Building and constructional sector, for maintenance of existing buildings and implementation of new building and reconstructional operations.

Consequently, the following labor assumptions have been developed:

No. of Workers / Sector	Government & Public Sector	Private Sector	Total
Agriculture	800	1300	2100
Mines & Quarries	5600	200	5800
Medium Industries	-	1600	1000
Electricity & Water	250	-	250
Construction & Building	100	350	450
Commerce & Tourism	150	1000	1150
Transport & Communications	700	300	1000
Finances	100	50	150
Insurance	-	-	-
Social Services	7000	300	7300
Total	14700	4500	19200

Dependency Rate: 3.3
Population : 47000

The above figures were based on the following expectations:

- Abu Tartour mine getting high proportion of its labor requirements from Al Kharga.

- Construction of Al Kharga/Luxor road with tourists passing through Al Kharga City during their trips from Cairo to Luxor.

- Considerably densified and improved agriculture.

- Private sector's investment in industrialization.

- Construction sector's more involvement in maintenance, renovation and new reconstructional operations.

- Less labor in the administrative sector.

Reconstruction Limitations (See Map 2):

The old city region is one of the most significant features of Al Kharga city, where one of the projects to be evaluated is located (Al Sho'ala Square).

The master plan recommended that the old city should be left intact as it is one of the most important touristic assets. No new functions or essential changes should be introduced. Therefore, the old downtown represents a limit to the new reconstructional development.

Prospective increase in population and number of tourists requires expansion of retail trading services.

Topography:

Al Kharga city location slightly slopes from west eastward, whereas it sharply slopes from South to Southwest. Therefore, it is difficult to construct utility networks in these regions.

City's Reconstruction Problems (See Map 3):

1. High groundwater level,
2. Deteriorated old district,
3. Sparse reconstructional functions,
4. Unplanned housing regions,
5. Distant reconstructional development,
6. Deteriorated historic sites, and
7. Limited regional roads.

Regions to Be Designed:

Within the approved master plan for Al Kharga City, New Valley governorate, the city seeks the development of reconstructional preliminary and detailed

designs, constructional drawings and tender documents for the following regions (See Map No 4) as a first phase:

1. Al Sho'ala Square
2. Industrial Zone
3. Teachers Housing Zone

1. Al Sho'ala Square"

Al Sho'ala Square occupies a characteristic location between the old and the new city. It serves, for a long period, as a vital assembly region for various activities, including religions and commercial ones, beside being a celebration and feats center.

Current visual survey shows that land uses include open Greenland, a mosque, a primary school, a bus terminal, small commercial shops, outlets for New Valley products, cafes, and houses of no more than four storeys each. To the east of the square, there exist palm-planted areas, which are considered of the city's distinctive economic features and assets.

What is required:

- Various surveys are needed, including social, architectural, visual, economic, etc.

- Planning, design and coordinating the square with regard to reconstructional, architectural and visual aspects, taking into consideration: required traffic for pedestrians, vehicles and animals and the square's role as a center for the city's social activities. Commercial, transport and Greenland services should also be coordinated.

  As natural relationships are significant features of this square, they need to be asserted, taking into consideration visual and non-visual axes, limits such as palms and the city's desert nature.

- The design process for this square should make use of popular participation type and proper environmental social events.

2. Industrial Zone:

The industrial zone is adjacent to the express road to Al Dakhla and encloses a power station, grain stores, etc.

What is required?

- Develop a detailed planning and a site design to contain the needed light industries (workshops, stores, garages, etc) pursuant to the approved master plan, together with

calculation of the most possible density for containing the largest number of light industries with priority for those sparsely existing in the city.

- Construction of roads and utilities for some regions that need them and planning, design and calculation of magnitude and costs of additional work, including surveys and soil investigation required for the best interest of the job.

- Tender documents should cover all details and specifications that facilitate the contractors bidding process and the full study of the submitted bids.

3. **Teachers Housing Zone:**

This area ranges from 15 to 20 acres, with herbs and rocky hills on the new city's edge adjacent to the desert.

What is required ?

- Use the models that are designed according to Architect Hassan Fathi style and which were designed by the users participation. An urban planning and design should be developed for the proper site (housing, services, etc). This should be done in a way that matches the architectural and urban spirit of the designed models, taking into consideration the site's desert nature and the surrounding environment.

  Besides, design and construction should use a popular participation method that conforms with the project's environment and the users social and economic aspects.

  The bidder should suggest the proper style/styles that will be applied in each of these locations with regard to development of the planning and design processes through popular participation and the implementation of site investigation and surveys.

Contract Term:

The time period for completion of the required designs is six months effective the date of signing the contract by the candidate architect and the city council.

Scope of Work:

1. Forming and equipping a work office in Al Kharga city council building staffed with needed architects, engineers and specialists from the city center's personnel, or delegated from the New Valley governorate.

2. Training the work team members in the work style to be applied, to be applied, to ensure the best implementation of the required work.

3. Monthly reporting to the city chief on the progress achieved with regard to the projects, training and the office contents inventory, including condition of various instruments and tools.

4. Developing the design processes, the constructional drawings and the tender documents for the said sites and projects using local capabilities and potentials.

5. All fittings for the office to be formed according to item (1) of this scope of work will be the property of Al Kharga city council.

6. Developing the tender documents' inventory and bills of quantities.

7. Setting time schedules for the design stages and the meetings to be held during that period for supporting the popular and administrative participation process.

8. Helping in the study of the bids received from the contractors. This is in case Al Kharga city council wants the architect to do that; a separate bonus to be defined by the architect for such task in his current proposal.

9. Coordinating the projects information and data in an information - bank style to facilitate the design and construction supervision operations and for easy reference when necessary.

10. Reporting to the city council, in case site surveys or soil researches imposed the necessity of resorting to high-cost designs that need the council's approval with regard to continuation of work. The report should include an estimate of such costs by each of the constructional items.

Architect's Obligations with Regard to the Scope of Work:

1. Uses most effort, intellect and experience for the best implementation of the required work, to ensure the characteristic urban, architectural and planning features.

2. Provides all required information and put all potentials and data related to the project at the disposal of AL Kharga city council (KCC).

3. Takes into consideration, during the design process, local resources, including appliances, materials and labor, to ensure the receipt of the largest number of bids.

4. Deals with the three projects as if they were one project with regard to technical aspects, accuracy of work and design spirit and considers them three projects with regard to documents and drawings. This makes it easier to ask for bids either on the three projects as one unit, or separately, according to Al Kharga city council's decision.

5. Observes the times fixed for the work stages and fully cooperates and coordinates with the city council. the governorate, and other concerned parties.

6. Refers to the city council (Development Department) on all matters that need the council's recommendations or approvals.

7. Modifies, when necessary ad without additional fees or bonuses, those designs needing such modification in order to conform with the existing circumstances.

Conditions for Bidding:

The bidder fills the attached forms, with additional information as necessary. The bid should be two parts: a technical proposal and a financial proposal in separate envelopes - the former in four copies, the latter just one copy. Both proposals should computer with the articles of law no. 9/1983 and its executive regulations.

Components of the Technical Proposal:

1. The bidding architect's experience (CV) - Form No. 1.

2. The size of projects and researches he has had developed during the previous three years - Form No. 2.

3. Similar projects and researches, which he developed through his career - Form No. 3.

4. Concept paper on his plan for carrying out the required tasks.

5. Description of the team he recommends to cooperate with him in completion of the required tasks (from city council or governorate's personnel), with optimization taken into consideration - Form No. 4.

6. The style he would apply in training the work team to ensure the needed level for implementation of work as to type and means.

7. A list of tools and instruments to be purchased, without any prices mentioned - Form No. 5.

8. Number of hours the architect needs to perform each portion of the design process - Form No. 6.

9. The project's tree showing relationship among the work team members and among the various administrative authorities (city council - governorate).

10. The style to be used by him in securing the popular and administrative participation at each site separately, together with the expected number of meetings to be held and the type of participants.

Components of the Financial Proposal:

The financial proposal consists of four parts. The bidder should fill the attached forms and pledge and sign them.

First Form: It covers the number of hours that the bidder needs to perform each portion of the design process and the rates he will charge for such portion, including all his personal expenses (housing, food, etc.)

Second Form: It covers the tools and instruments the bidder wants to purchase for helping in the design process.

Third Form: It shows the rates which the bidder will charge in case of additional work to be performed by himself that is not included in the contract. Besides, it includes any additional conditions he wants to indicate.

Fourth Form: This form represents the bidder's commitment to perform all the work at a total sum of money that includes all expenses and costs of purchases and furniture needed for the office to be established.

Conditions of the Financial Proposal:

1. **Technical Proposal:** The architect's rates should be fixed according to the required scope of work as included in his technical proposal.

2. **Rates:** Shall be defined as a fixed sum of money that is not subject to another variable.

3. **Additions and Modifications:** In case the city council requires any additions or modifications to the scope of work, the architect should technically and financially study the matter and submit a report to the council. In case of the council's approval, the report is signed by both parties, thus considered an integral part of he contract. The fees fixed in the architect's bid will be considered a basis for estimation of the costs of the additions and modifications.

4. **Work-related Taxes, Fees and Stamps:** The contracted rates include taxes, fees and stamps payable by the architect with regard to his performance of this work.

5. **Irrevocable Rates:** The previously indicated rates are irrevocable and may not be reconsidered for any reason (financial inflation, etc) throughout the contract's term and its annexes.

6. **Benefits:** The city council provides a 50% discount on two suitable rooms in Al Kharga tourist hotel for the use of the architect during the whole period of the project. Besides, the architect is entitled to a one-week vacation every forty five days with a return flight ticket to Al Kharga city, or on other means of transportation in case of no flights.

7. Bonuses for extraordinary efforts shall be paid by Al Kharga city council to the council's staff of architects and engineers, who work on the project, throughout the project's period.

System of payment for the Successful Bidder:

1. No advance payments for technical and engineering work.

2. Work should be completed according to the rates table submitted by the architect.

3. Payments are effected against cumulative monthly reports to be submitted by the architect, showing the work that was accomplished during the previous month, proportion of completion, its compliance with the time schedule and the total value of the operation according to the financial form No. 1.

4. An advance payment may be effected under the account of purchasing the fittings of the office, according to financial form No . 2, provided that an unconditional bank letter of guarantee is submitted to the city council - the remaining part of the price is payable after the delivery of the fittings which should prove fit for their purposes.

5. The council will retain 10 percent of the due technical and architectural rates, as defined in the bid, until the efficiency of the submitted designs and reports is proved. This 10 percent is payable after one-year guarantee period to ensure the good quality of the performed work and its compliance with the contract conditions.

6. All drawings, data, appliances and tools are technical or administrative property of Al Kharga city council. The architect is not entitled to withdraw or use them in any other place without the council's written permission.

7. The city council may withdraw the job in case the architect breaches his contract obligations, according to law No. 9/83 and its executive regulations.

New Valley Governorate
Al Kharga City

Form No. 1 - CV for Technical Proposal

Name:
Address:
Telephone: Marital Status: Married ( ) Single ( ) Birthdate:
Academic Qualifications (Secondary/University/Other)

Name of Institute	Study Subjects	Received Certificate	Date

Practical and Employment Experience

1. Mention your employment record for the previous three years.
2. Mention the basic salary only

Job Title	Name and Address of Employer	Work Period		Monthly Salary
		From	To	

Other experience in area of speciality, or consultation work for other parties (during previous three years)

Job Title	Name and Address of Employer	Work Period		Monthly Salary
		From	To	

Language Skills (Medium/Good/Excellent)

Language	Speak	Read	Write	Understand

I confirm my responsibility for the correctness and accuracy of the above information: Signature _____ Date: _____

New Valley Governorate
Al Kharga City

Form No. (3) - Financial Proposal

I, Architect / _____
hereby accepts the rate of LE _____ per hour, in case of completion of the contract term, or for any additional work outside the contract.

Conditions:

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____

Date: _____ **Signature**

_____

Syndicate Register No. ____

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New Valley Governorate
Al Kharga City

Form No. (4) - Financial Proposal

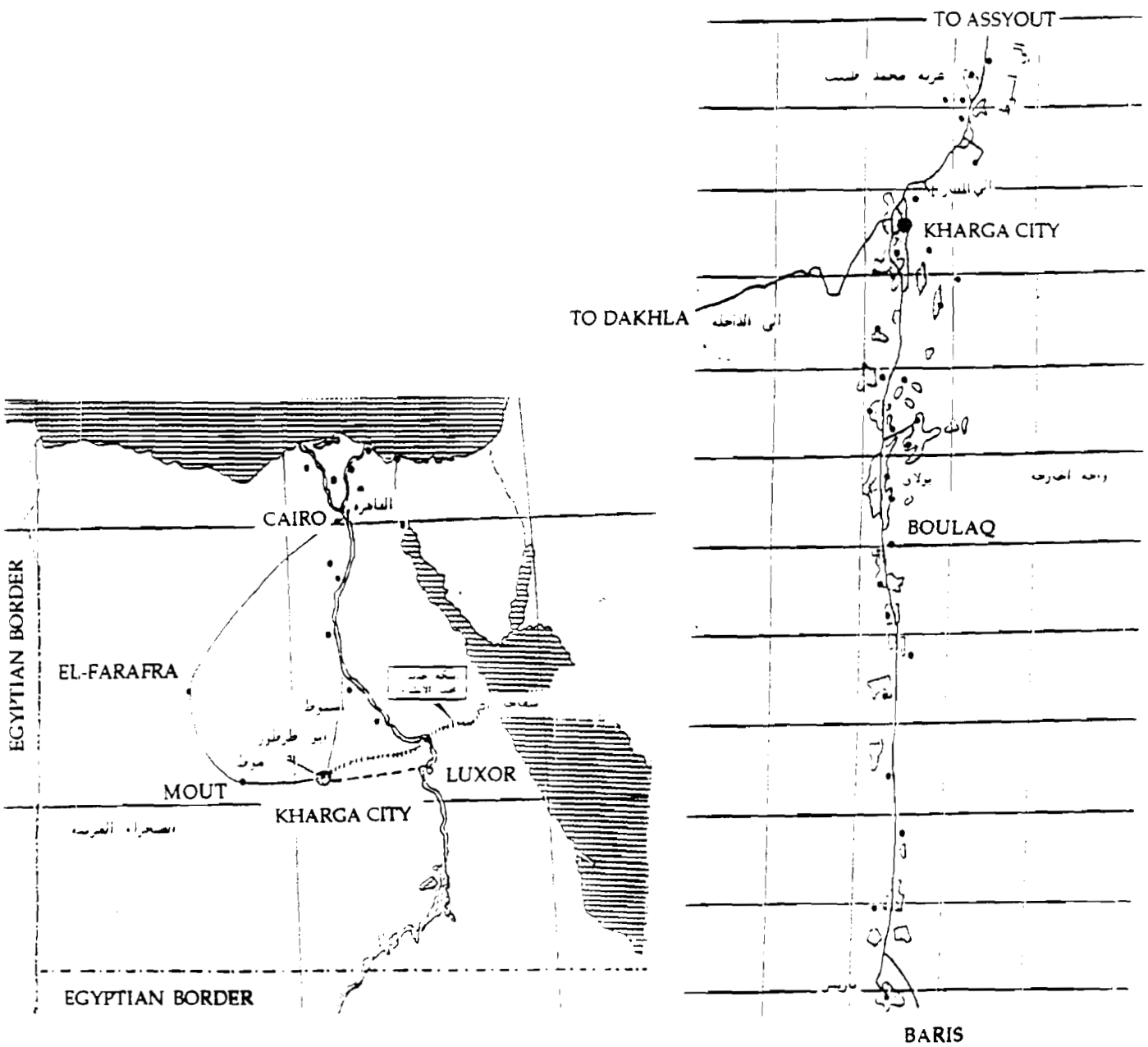
I, Architect / _____
hereby commit myself to the implementation of all work included in the conditions pamphlet and in my technical proposal, within the contract's term, at a total sum of money LE _____.

I hereby agree to be subject to the delay penalties defined in the conditions pamphlet in case of my non-commitment to the contracted time schedule.

Date: _____ **Signature**

Syndicate Register No. ____

Regional Determinates
Al-Kharga City, New Valley



•••• ROADS UNDER CONSTRUCTION

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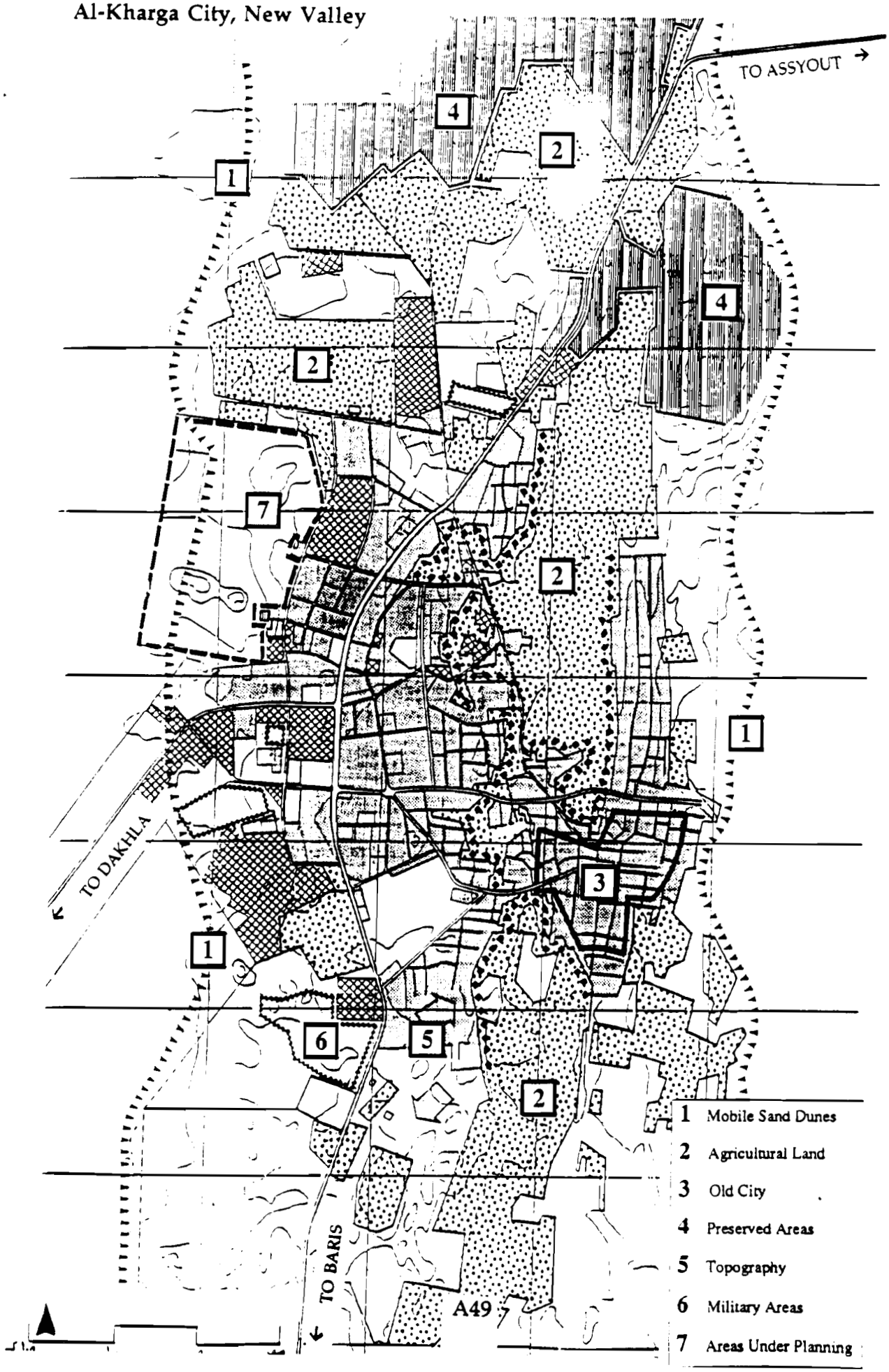
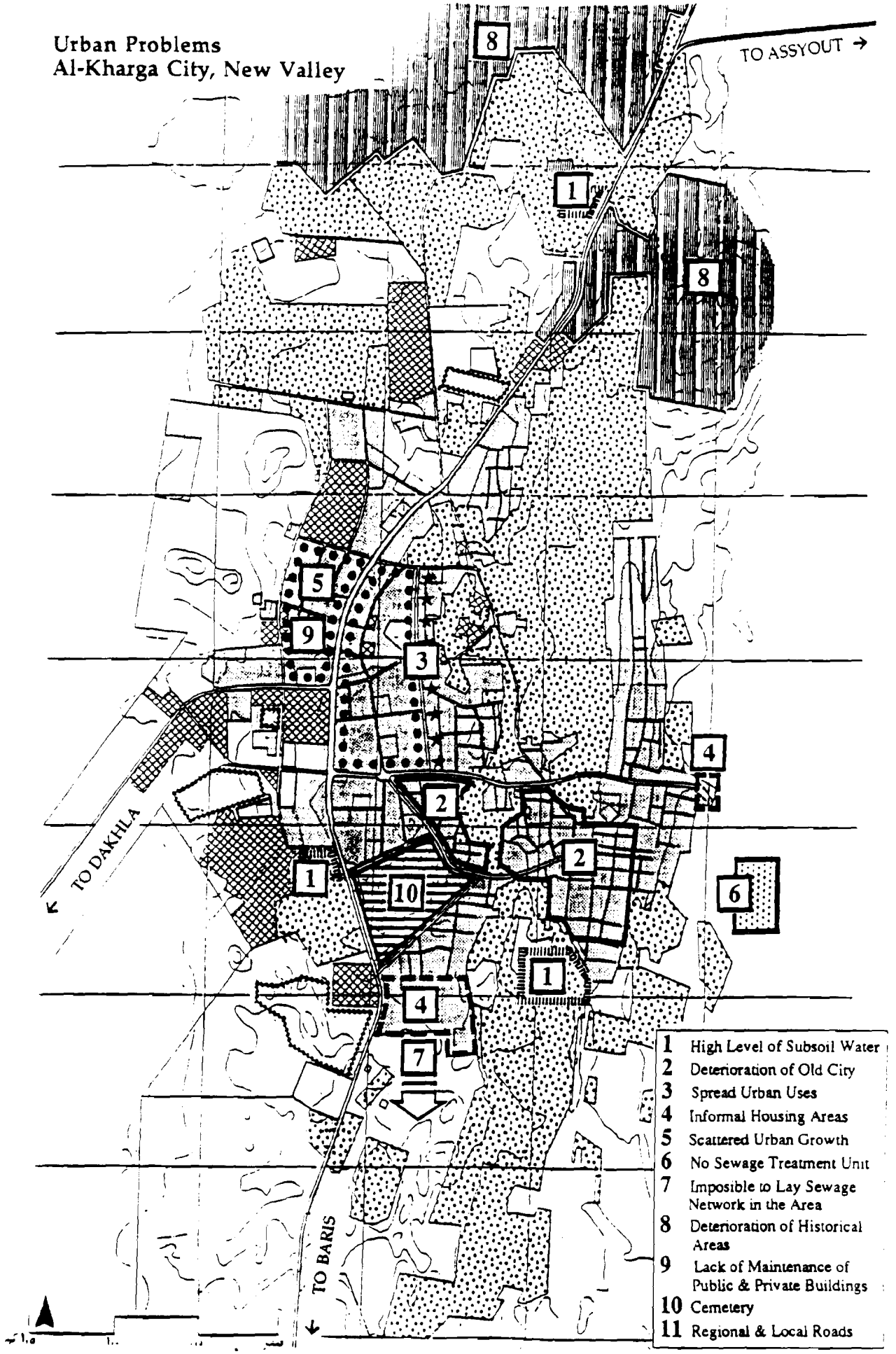
Urban Determinates
Al-Kharga City, New Valley





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