

# INCLUSIVENESS through PARTICIPATION

## The Case of Informal Areas in Greater Cairo

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Economic and Social Commission for Western Asia

**EGM on Bridging the Urban Divide in the ESCWA Region: Towards Inclusive Cities**

Beirut, 25-26 November 2010



## 50% of Greater Cairo residents live in informal areas

### 1. Core Villages 1950 (yellow)

6.7 km<sup>2</sup> - 0.4 million inhabitants

### 2. Growth 1950 – 1977 (red)

45.7 km<sup>2</sup> - 2.7 million inhabitants

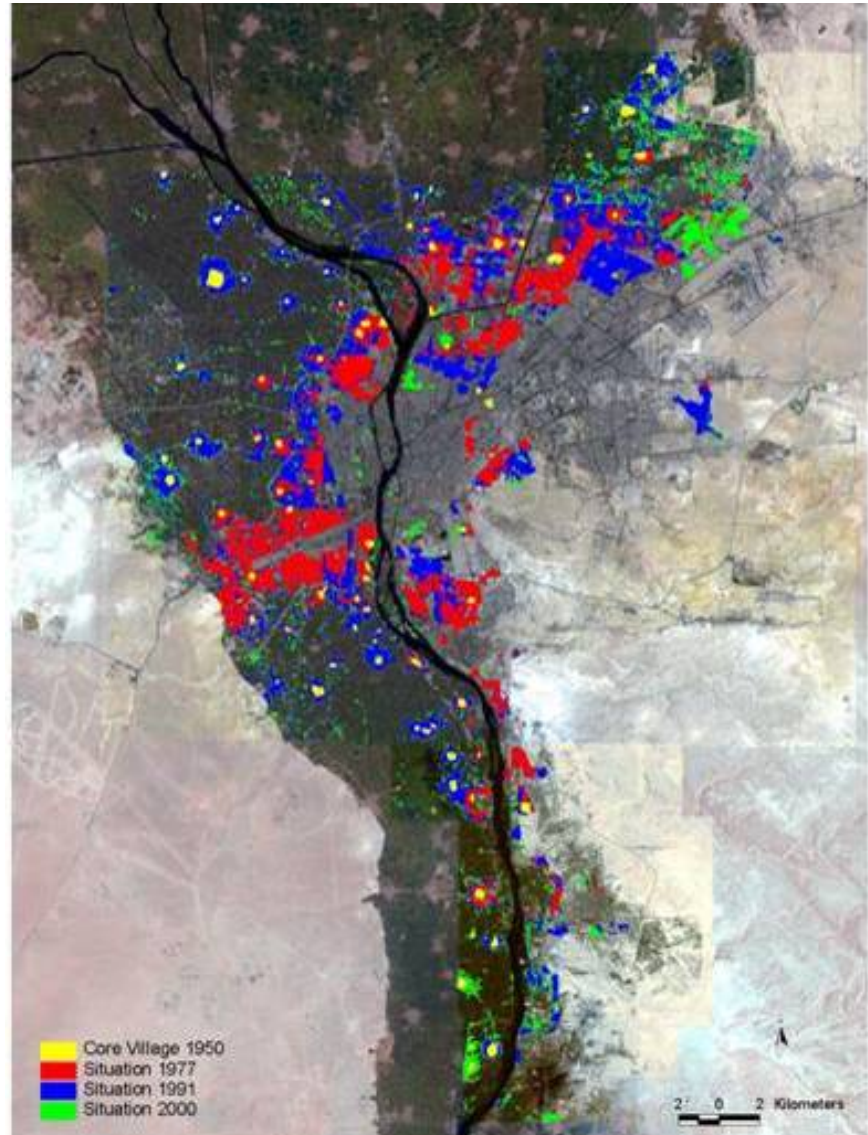
### 3. Growth 1977 – 1991 (blue)

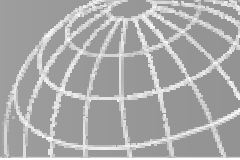
106.9 km<sup>2</sup> - 6.3 million inhabitants

### 4. Growth 1991 – 2000 (green)

140.1 km<sup>2</sup> - 8.3 million inhabitants

### 5. In 2006, informal areas in GCR represent 160 km<sup>2</sup> and host 9.5 million inhabitants





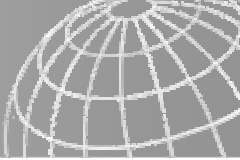
## 90% of informal areas in Egypt are consolidating, solid structures

Informal areas refer to a wide range of self-constructed shelters perceived as informal on the basis of their **legal status**, their **physical conditions** or both.

- Areas growing on agricultural land
- Squatter settlements on desert land







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## Official typology of informal areas & intervention strategies

### Unplanned Areas

2008 Building & Planning Law

- Re-planning
- Progressive upgrading
- Opening axes

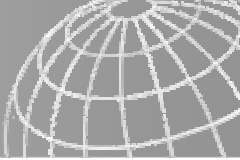
### Unsafe Areas

Informal Settlements  
Development Facility – 2008

- Relocation
- In situ redevelopment







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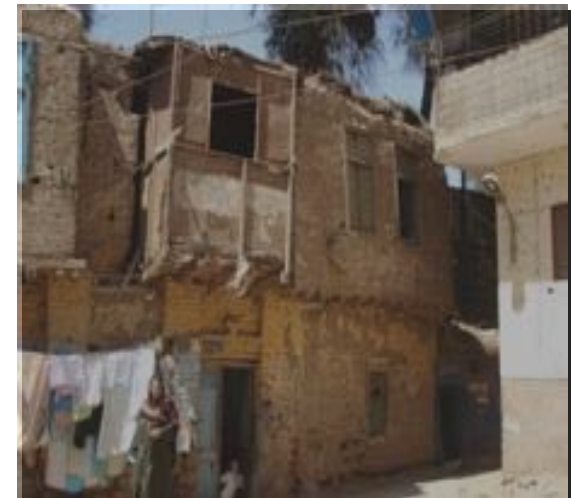
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## Realistic view of informal areas

POTENTIALS  
within informal areas:

- Economic Value
- Self-help Initiatives
- Use value

Huge investment in informal housing providing shelter to the poor & middle-income

In 1997, 8.5 million informal housing units valued 195 Billion US\$

Government investment in infrastructure until 2008 was 3.2 billion LE







## Realistic view of informal areas

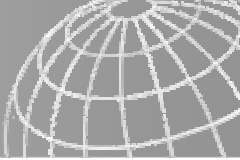
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NGOs & the informal sector  
provide lacking community  
& public services







## Realistic view of informal areas

POTENTIALS  
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- Economic Value
- Self-help Initiatives
- Use value

Dynamic use of space  
according to community  
needs

Walkability & proximity of  
amenities

Safety & community  
surveillance





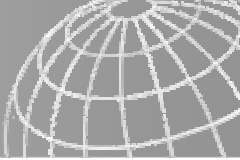
## Realistic view of informal areas

- Informal areas are a manifestation of wealth, not **poverty**
- The majority of informal areas are safe, not a **security** hazard
- **Social** (and political) **exclusion** is a society-wide phenomenon, although more acute in informal areas
- **Poor urban governance** and low quality of public services are affecting all urban areas, although more apparent in informal areas

i.e.

- Informal areas are not particularly subject to **exclusion**, but receive less attention and resources than formal parts of the city (**inequity**)
- Maintaining the status quo is part of ensuring **control** and manipulation





## **Main premise of the case study**

# **Upgrading informal areas** particularly through **participation of local stakeholders**

is the best way to achieve:

- Socio-economic and urban inclusion
- Good governance (transparency, accountability, partnership, etc.)
- poverty alleviation
- rights-based development (citizenship rights)



## Participatory Development Programme in Urban Areas

**A  
three-level  
approach**

### National Level

Replication by  
NGOs & private  
sector

Policy Advice on  
replication &  
support of  
participatory  
upgrading

### City/ governorate Level

Urban  
Upgrading Units  
in GCR  
governorates  
(their own pilots)

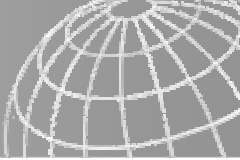
Institutionalization  
& capacity  
development for  
managing  
participatory  
upgrading tools

### Local Level

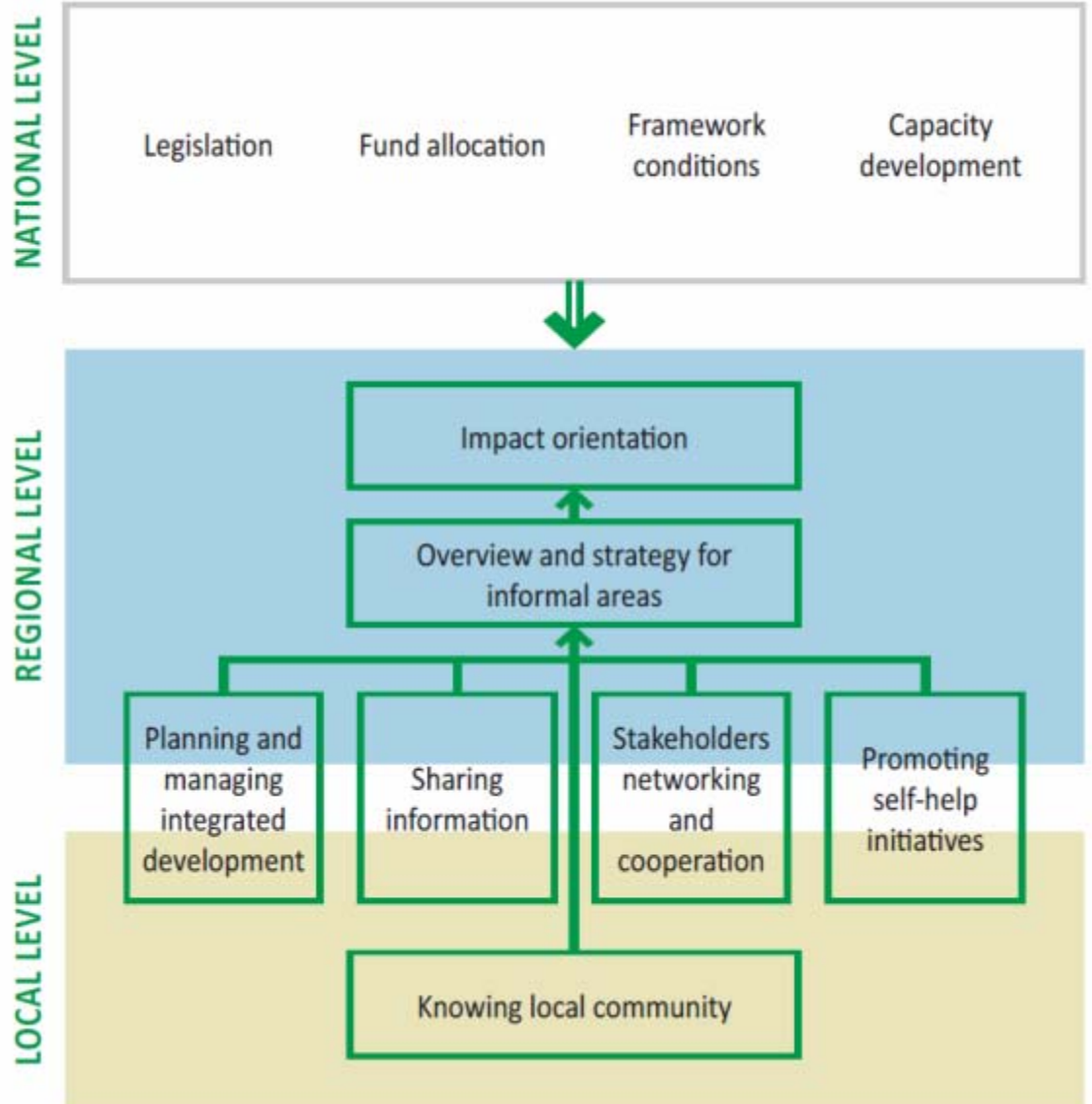
Pilot projects  
(BD & MN)

Applying  
participatory  
upgrading tools





## Participatory tools for upgrading informal areas





## Applying participatory tools in pilot areas

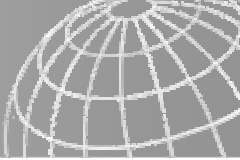
### KNOWING LOCAL COMMUNITY

- Participatory needs assessment (PNA)
- Organizational assessment (OA)



**Local communities can be actively involved**





## Applying participatory tools in pilot areas

### PROMOTION OF SELF- HELP INITIATIVES

- 204 small, tangible projects through 152 NGOs
- 2,532,000 beneficiaries
- Partnership & trust building



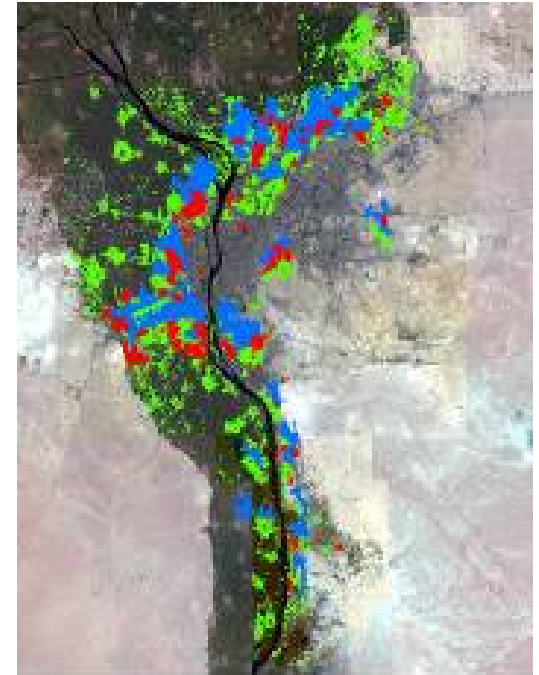
**Trust can be built**



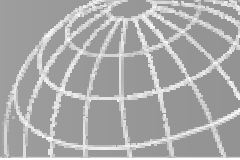
## Applying participatory tools in pilot areas

### SHARING INFORMATION

- Interactive, visual tool
- Stakeholders access information through data-sharing agreements
- Assist in decision-making and monitoring impacts



Available information can be visible and accessed by stakeholders



## Applying participatory tools in pilot areas

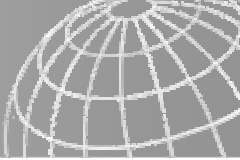
### PLANNING INTEGRATED DEVELOPMENT

- Public days: local administration meets residents
- Planning workshops
- Priority projects
- Negotiated local budgets



Plans and budgets corresponds to people's priorities





## Scaling up:

### Application of participatory tools by governorates

#### GCR Governorates:

- Establish Urban Upgrading Units
- train staff on tools
- replicate PNA by themselves

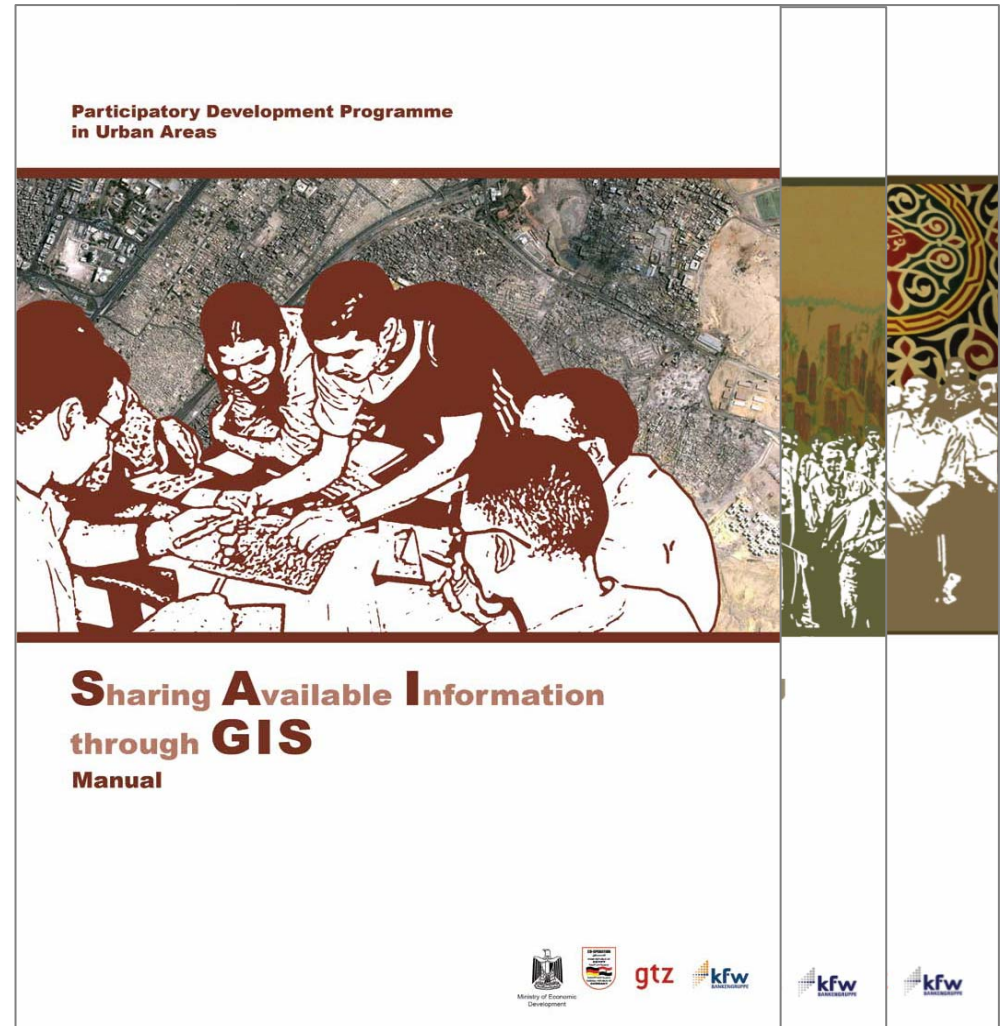


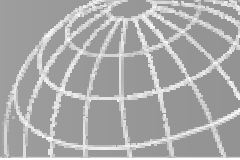


## Scaling up:

### Capacity development of local administration staff

- Manuals for on-job-training
- Training modules
- Advocacy material
- Experience exchange events





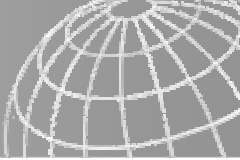
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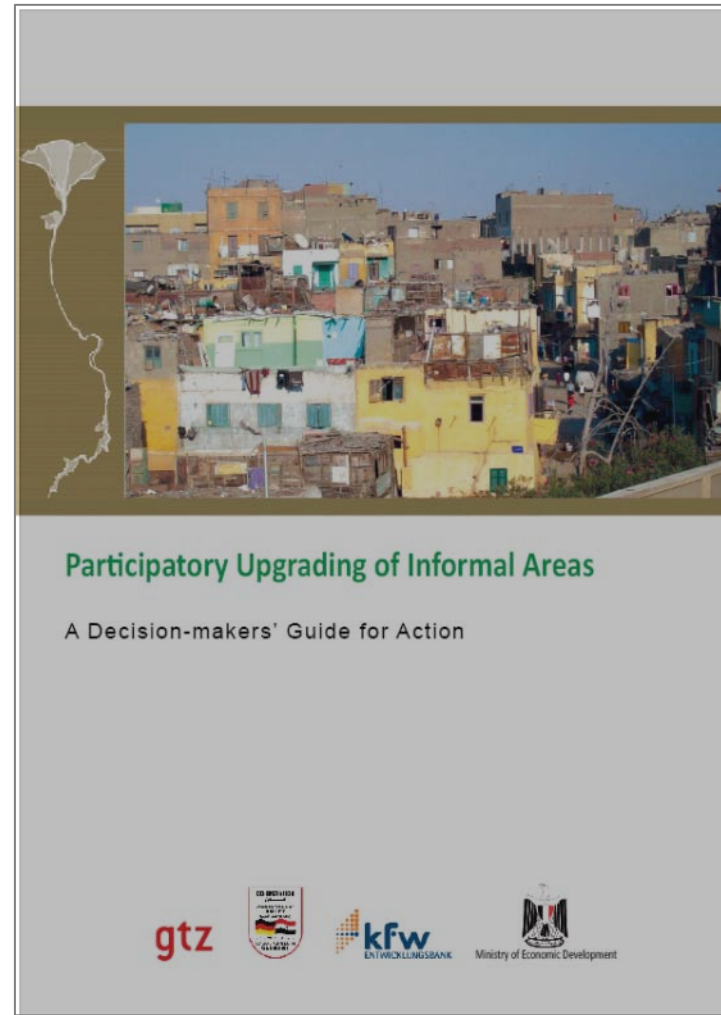




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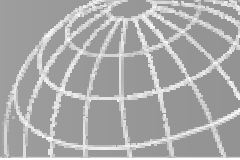




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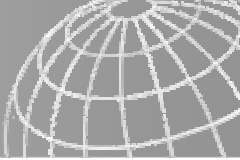


## Replication of participatory upgrading tools by civil society

Integrated Care Society  
(ICS) implements  
participatory upgrading  
in Helwan, Cairo, and  
gives political support to  
the approach (13 million  
US\$)







## Replication of participatory upgrading tools by private sector

Hong Kong and  
Shanghai Banking  
Corporation (HSBC)  
implements  
participatory upgrading  
in Dar El-Salam, Cairo,  
and sets a model for  
upgrading informal  
areas through social  
corporate responsibility  
(20 million US\$)





## Challenges for the participatory upgrading approach

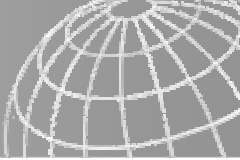
- Political will to proceed with participatory upgrading approach
- Need for institutional reforms of local government (TORs of departments, staff incentives, decentralization)
- Administrative culture constraints (redefining civil service, representation, technocratic approach)
- Capacity development and orientation of civil society and private sector



## **Lessons learnt and recommendations**

- A balanced view of informal areas can lead to practical strategies for dealing with them
- Informal areas cannot be dealt with properly unless tackling city-wide problems such poor governance, neoliberal orientation, etc.
- Participatory upgrading of informal areas has the potential of achieving inclusiveness & equity
- Consistent policies backed up with political support should guarantee no-going-back on institutionalizing participatory upgrading in local government





# THANK YOU

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[www.egypt-urban.com](http://www.egypt-urban.com)