

Towards Building a New System to Reform the Planning Process in Egypt

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Abstract— Planning in the Arab Republic of Egypt in the previous decades conspicuously followed the comprehensive central methodology that proved to be insufficient in responding to the needs and priorities of different stakeholders and different planning levels (economic regions, governorates, centers, cities and villages). Besides, the problems of integrated development are due to the loss of different levels of government to integrated plans that take into account the spatial aspect. This is in addition to the incompatibility of the outputs of strategic and detailed plans (proposed projects) at different levels with the process of preparing sectoral plans by various concerned ministries and their annual budgets. Moreover, local administrations do not care for participating in the preparation of the strategic and detailed plan. However, they only discuss and debate on land use and urban areas without being benefitted from the previous studies and recommendations that have resulted in these plans, which would greatly support the sectoral plans with an audited technical effort. Also, they waste the effort and resources specialized for preparing these detailed and strategic plans, which are reflected in the following:

- ✓ Lack of real coordination between sectoral plans, schemes and strategic and detailed plans
- ✓ Weak of actual participation of stakeholders in the planning process
- ✓ Lack of funds and financial resources allocated to projects, which ensures the implementation of projects on time.
- ✓ Lack of mechanisms to implement strategic and detailed plans

In view of the actual reality of the implementation of the strategic plans of cities in Egypt and the shortcomings and lack of clarity, the lack of implementation of the detailed strategic plans for cities in Egypt is a result of the non-organized relation between the main axes that have a great impact on the implementation process. However, in case there is a frame that regulates this relation, these plans are guaranteed to be in accordance with the local reality and the possibility of its efficient implementation.

Keywords—Urban Planning - Strategic Plans - Detailed Plans - Social and Economic Planning - Urban Legislation - Urban Management.

I. INTRODUCTION

Urban planning conspicuously plays an important role in the comprehensive development of new and current communities as it contributes to regulating the relationship

between different sectors within a framework of progress and development. Therefore, any imbalance in the planning process is followed by a stumbling in development which impedes the advancement of societies that undergo poor planning or re-planning. Among the imbalance in the planning process is the gap between planning theories and the mechanisms of their application, as well as the failure of those plans to take into account the current status of the cities prepared for planning. It is worth mentioning that to implement the urban plans, we must have a set of homogeneous and consistent elements that are aware of the purpose of the planning process that aims to complete the development process in order to transfer them from the planning stage to the implementation phase.

From what has been previously mentioned above and in light of the importance of the implementation process, this implementation process is one of the most important components of the strategic and detailed planning processes. Besides, it is one of the missing links necessary not only to complete the successive planning process. So, it becomes a process that means to achieve the objectives and reach the future vision aspired by the state and society together. However, the main problem is that after many years of adopting a strategic and detailed planning approach in the field of urbanization in Egypt, the outputs of these plans still suffer from lack of implementation due to the lack of clear regulation of the relationship between the elements influencing on implementation.

In this framework, the research aims to introduce a new system for reforming the planning process in Egypt so that its main objective is to achieve the implementation of strategic and detailed plans efficiently and effectively. The systematic framework of the implementation system consists of four main components, each of which includes a set of elements interact in a complementary relationship to implement the plan. The main elements of the proposed system include:

1. Identifying the basic steps and stages in the planning process
2. Identifying the parties involved in the planning process
3. Determining the key elements in the reform of the planning process

- An executive plan to push the implementation of the outputs of the planning process and control the transition from the strategic plan to the outline

The research methodology depends on a theoretical part dealing with sustainable urban concepts and policies. Besides, it depends on an analytical study of the successful local, Arab and international experiences in applying the program of strategic and detailed plans and their mechanisms to achieve an integrated and sustainable planning system. Then, this research finds out a set of implementation mechanisms, such as (Legislation - Management - Planning - Policy - Financing). Finally, the research concludes with a proposed system for reforming the planning process in Egypt to implement the outputs of the detailed and strategic plans.

1- Methodology of the Planning Process in Egypt

The planning method and the tools used are related to the planning system and the method of managing the planning process. The adopted planning approach is still on a standard pattern and depends, in the calculations of the plan, on accounting balances alone. This is due to the fact that the planning process was mainly directed to the government and public sectors. The planning process for development is achieved through two parallel systems; economic and social planning and strategic and detailed planning for urban development⁽¹⁾

1-1. Social and Economic Planning

The Ministry of Planning is responsible for preparing the economic and social development plan. Besides, the Ministry follows up the plan's implementation along with preparing, encouraging and developing investments in the Arab Republic of Egypt, whether local, Arab or foreign. It receives suggestions from ministries in the production, services and governorates sectors on the preparation of comprehensive planning for economic and social development.

1-2. Strategic and Detailed Planning for Urban Development

The General organization for physical Planning (GOPP) affiliated to the Ministry of Housing, Utilities and New Urban Communities, in accordance with Law No. 119 of 2008, develops the national program for preparing strategic plans for urban development at all levels and preparing strategic plans for urban development at the national and regional levels as well as the governorate and general strategic plans for cities, villages and their urban areas

1-3. The Role of Local Administration in Implementing Strategic and Detailed Plans in Egypt

Several bodies participate in the implementation of the strategic and detailed plans in accordance with the laws governing the urban, Unified Building Law 119 of 2008, the Law of Local Administration No. 34 of 1979, Law 70 of 1973, and the Law of Tenders and Auctions 89 of 1998 ... etc.

The Law of Local Administration stipulates that governors have to prepare the economic and social development plan for all cities and villages, which includes a set of service, investment projects and financial budgets required to implement. It is the plan required by law to be implemented, contrary to the general strategic plans for cities not obliged to be implemented. The following figure illustrates the process of preparing the local development plan in accordance with the Local Administration System Law No. 34 of 1979⁽²⁾

Table No. (1) Tasks and Roles for the Law of Ministry of Planning and Ministry of Housing

Affiliated Ministry	The Ministry of Planning	The Ministry of Housing
Law	Law No. 70 of 1973	Law No. 119 of 2008
Tasks and Roles	<ul style="list-style-type: none"> Reviewing and evaluating all proposed plans and projects submitted by the various ministries, which proved to be economically viable Collecting the projects agreed upon in a draft plan to be submitted with the draft state budget, which is prepared by the Ministry of Financial Development, and then presented to Parliament and approved, in this case it will be obliged to ministries and government agencies. 	<ul style="list-style-type: none"> Preparing strategic plans for urban development at the national, regional and governor levels as well as strategic plans for cities and villages Reviewing, approving and following up the implementation of the general strategic plans for cities, villages and their urban areas Developing mechanisms to implement the strategic plans of various levels as well as the detailed plans Evaluating and updating urban data and indicators in coordination with information centers at different levels

Source: The Researcher

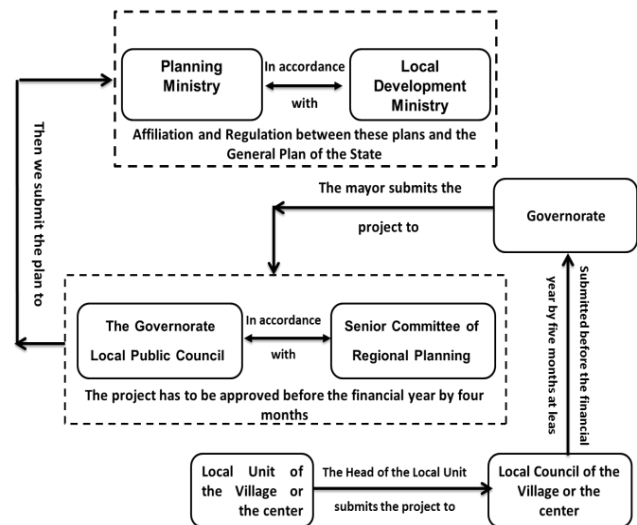


Fig (1). Procedures of Preparing the Local Development Plan according to the Local Administration System Law No. 34 of 1979

Source: The Researcher

1-4: The Current Relationship between the Local Administration Plan and the Outputs of Strategic and Detailed Plans in Egypt

There are many deficiencies in the relationship between the economic and social development plan, which is prepared from different local levels; the departments at the center level, then the directorates' level at the governorate level. Then, the approval of this plan is stated by the ministries at the central level. The integration between strategic plans and their different levels; village, city and governorate, leads to the lack of coordination or integration between strategic plans and planning and the reasons for the shortcomings are due to the following:

- Non-participation of the concerned parties, especially local administration, in the preparation of strategic plans for villages, cities and the governorate, which leads to lack of knowledge or identification of the existence of these plans at all, or lack of understanding in the case of their existence and reviewing them.
- Failure to consider the sources of funding and how to manage it, as well as the provision of land necessary for the implementation of any projects when

- preparing the strategic plan, which represents only a theoretical rather than a practical concept.
- Failure to finalize some city and governorate plans, and therefore there is difficulty in linking them with the annual plans.
- There is no legislation or administrative procedure that obliges the parties involved in the planning process to refer strategic plans when preparing annual plans.
- Weak relationship between the planning and follow-up department in the governorate and the urban planning department in the governorate, leading to two parallel non-meeting plans.
- The weakness of the planning and follow-up departments at the center level and the marginalization of their role in the planning process at the local level.
- Lack of legislative texts of planning laws that include coordination between the preparation of strategic plans and the preparation of the economic and social development plan, or the existence of an administrative procedure that obliges the parties involved in the planning process to refer strategic plans when preparing annual plans⁽³⁾

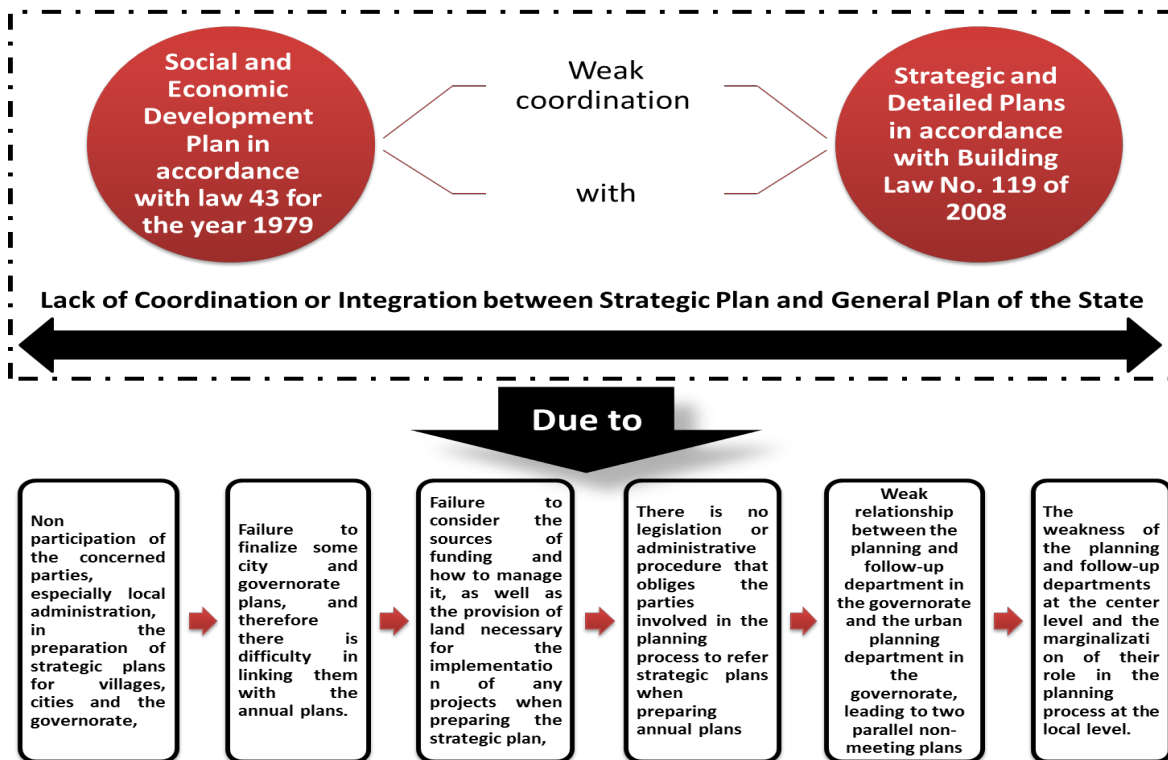


Fig (2). The Reasons for the Lack of Coordination or Integration between Social and Economic Development Plans and Strategic and Detailed Plans for Cities Source: The Researcher

2- Studying and Analyzing the Methodology of the Planning Process in Egypt

Through studying the planning system in Egypt, it was found that the planning process of development takes place through two separate approaches:

2-1. The First Approach

It is the comprehensive planning (within the framework of the social and economic plan of the State). Besides, it limits the role of local planning bodies with the help of local units in the development of projects of economic and social development plans and detects investment opportunities in each unit proposes to allocate resources to local needs according to their actual priorities (as for decision making, it is taken centrally)

2-2. The Second Approach

It is the strategic and detailed planning followed in the preparation of strategic plans as stated in the Unified Building Law No. 119 of 2008 and its executive regulations and amendments without being linked to the outputs of the social and economic plan.⁽⁴⁾

Table No. (2) shows an analytical comparison of the methodology used in the planning process in accordance with the laws in Egypt. Also, it is in terms of the content of the plan, its time stages, the leader of the planning process

the role of development partners in the planning process, the level at which needs are identified and the level at which integration occurs between the proposed projects. Besides, it determines when linking occurs between the process of preparing the plan and preparing the budget and when the plan is approved and adopted.

Table. (2) An Analytical Comparison of the Methodology Used in the Planning Process according to the Laws in Egypt

An Analytical Comparison of the Methodology Used in the Planning Process according to Laws in Egypt		
	Building Law No. 119 of 2008	Planning Law No. 70 of 1973
Contents of the plan or chart	The strategic plan defines the future vision of urban development and shows the objectives, policies and plans of economic and social development and the urban environment necessary to achieve sustainable development. Besides, it determines the future needs of urbanization, the use of different lands, programs, priorities and mechanisms of implementation of funding sources at the planning level (Article No. 2).	It determines the economic and social objectives of the long-term plan, medium-term plans and annual plans within the framework of the general objectives of the State. These objectives are determined at the level of the total national economy and at the level of sectors and the main economic and social activities as well as at the regional level (Article 4).
Types of Plans and its Time Stages	National Strategic Plan Regional Strategic Plan Strategic Plan for the Governorate General Strategic Plan of the City Village Strategic Plan Detailed Plan The general and strategic plan of the city shall be reviewed and updated every five years at most	The general plan for economic and social development of the country (long-term, medium-term and annual plans) shall include medium-term and annual plans, regional and local plans in a way that achieves the coherence and consistency of these plans within the framework of the general national plan (Article 3).
Who is leading the planning process?	Consultants mainly manage it.	Executives mainly manage it.
The role of partners of development in the planning process	Greater focus is on the involvement of the private sector and civil society organizations.	Limited participation of public councils and very weak participation of civil society organizations and the private sector
What is the level at which the needs are determined?	The needs are determined according to each level separately, such as village level (included in village plans) and cities (included in city plans) and governorates (and included in district plans).	The needs are determined according to each level of villages, cities, districts and centers are included in the draft plans for these local units and then collected at the governorate level in the draft plan of the governorate
What is the level of integration between the proposed local projects?	Integration of proposed local projects takes place through village, city and governorate schemes In practical reality: Strategic plans have an excellent ability to spatial integration between the proposed projects and programs	Integration occurs at the central level in the framework of the preparation of the draft of the social and economic plan In practical reality: the plan's ability to integrate local projects is very weak
Is there a link between plan preparation and budgeting?	The preparation of strategic plans is not related to the process of preparing budget projects for different local units (villages - cities - centers).	There is a link between the planning process and the preparation of the budget and the text of the law that the draft budget should be discussed within the framework of the draft plan submitted to the various local units.
Adoption of the plan and the approval of plans	- The adoption of plans at the level of the governorates, regions and national plan is through the Supreme Council for Planning and Urban Development - Approving the general strategic plan for cities and villages by the Minister of Housing or his authorized representative - Approval of the detailed plan by the Governor In practical reality: it takes a long time to approve the plans.	The adoption of the plan is centralized (through the People's Council and fast because it relates to the fiscal year.

2-3. Current Status of the Planning Process in Egypt

Through the study and analysis of the adopted planning methodology (social and economic planning and general detailed strategic plans of Egyptian cities and identifying the problems of the current situation, it is found that the problems and deficiencies experienced by cities are complex and diverse. Moreover, it is not due to one reason, but many factors are accumulated to contribute to the emergence of the current situation and the deteriorating conditions of urban environments. The most important factors that have made it difficult to implement the detailed and strategic plans of the Egyptian cities are as follows:⁽⁵⁾

- ✓ The Local Administration Law stipulates that the governorates have to prepare the economic and social development plan for all cities and villages in it, which includes a set of service and investment projects and financial budgets needed to be implemented.⁽⁶⁾ Unlike the general strategic plans for cities, which were not required by the local building units law. Consequently, this resulted in a gap between the methodology used in Egypt, which led to the difficulty of applying the detailed and strategic plans outputs for different planning levels

- ✓ Multiple and overlapping entities based on urban management with the lack of coordination between them (Ministry of Defense, Ministry of Tourism, Ministry of Agriculture, Ministry of Housing, Utilities and Urban Development, Ministry of Local Administration and Ministry of Environment)⁽⁷⁾
- ✓ Centralized providing of funding through the governorate to include some services and infrastructure projects as a part of the state's plan. The law does not allow the plan and its projects to be directly and essentially included in the state budget, with the inability to provide alternative and non-traditional sources
- ✓ Due to the actual reality of the implementation of strategic and detailed plans for cities in Egypt and the shortcomings and lack of clarity, the lack of implementation of strategic and detailed plans for cities in Egypt is the result of the unorganized relationship between the main axes that affect the implementation process.⁽¹¹⁾

Figure No. (3) shows the main obstacles to the implementation of strategic plans and detailed plans along with the obstacles affecting the implementation process.

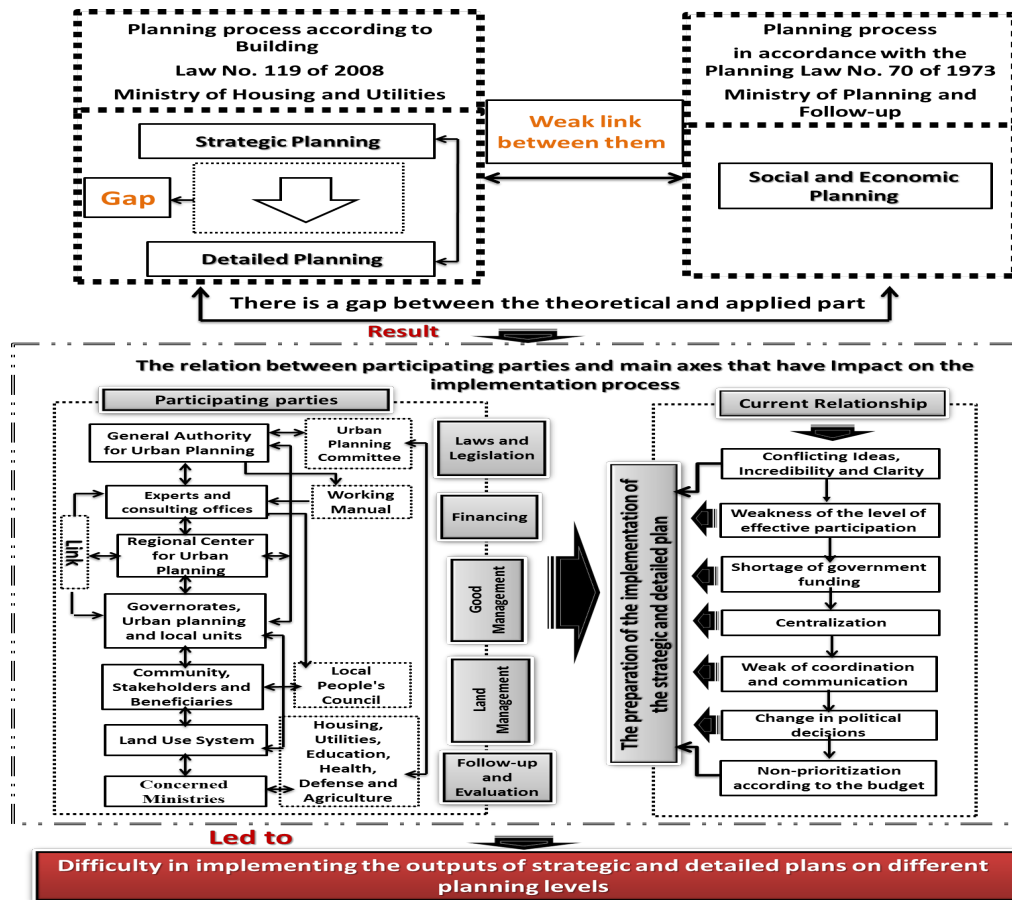


Fig (3). Current Status of the Planning Process System in Egypt" Source: The Researcher

2-4. *The Main Challenges of the Planning Process in Egypt*^{(8),(9)}

From what has been previously studied, the detailed and strategic plans faced a severe difficulty when applied on reality where they face many obstacles that prevent them from implementation as the planners have developed a solution to the urban problems in the Egyptian cities. Moreover, the planning process in Egypt faces a set of challenges and the challenges of the planning process system can be addressed through five main components are:

2-4-1. *Challenges of Inputs to the Planning Process and its Preparing*⁽¹⁾

- Inaccurate databases available for different sectors and levels
- Lack of strategic visions for development and the weak link between different planning levels.

2-4-2. *Challenges of the Planning Process*⁽¹⁾

- Duplication of the methodology used for the local development planning process

- Weak participation of different parties

2-4-3. *Challenges of the Outputs of the Planning Process and its Applicability to Implementation*⁽¹⁾

- Decentralization in making decisions
- Lack of mechanisms to implement strategic plans
- Defective state land management system
- Weak institutional capacity and mobilization of financial resources at the local level
- Lack of clarity and coordination between the different roles to follow the process

2-4-4. *Monitoring and Evaluation Challenges*

- Failure to establish a framework for operational procedures to follow up and evaluate urban development programs in the city and implementing projects⁽¹¹⁾

2-4-5. *Challenges of Updating the Planning*

- Failure to activate the law in updating the plans every five years at most according to the new variables

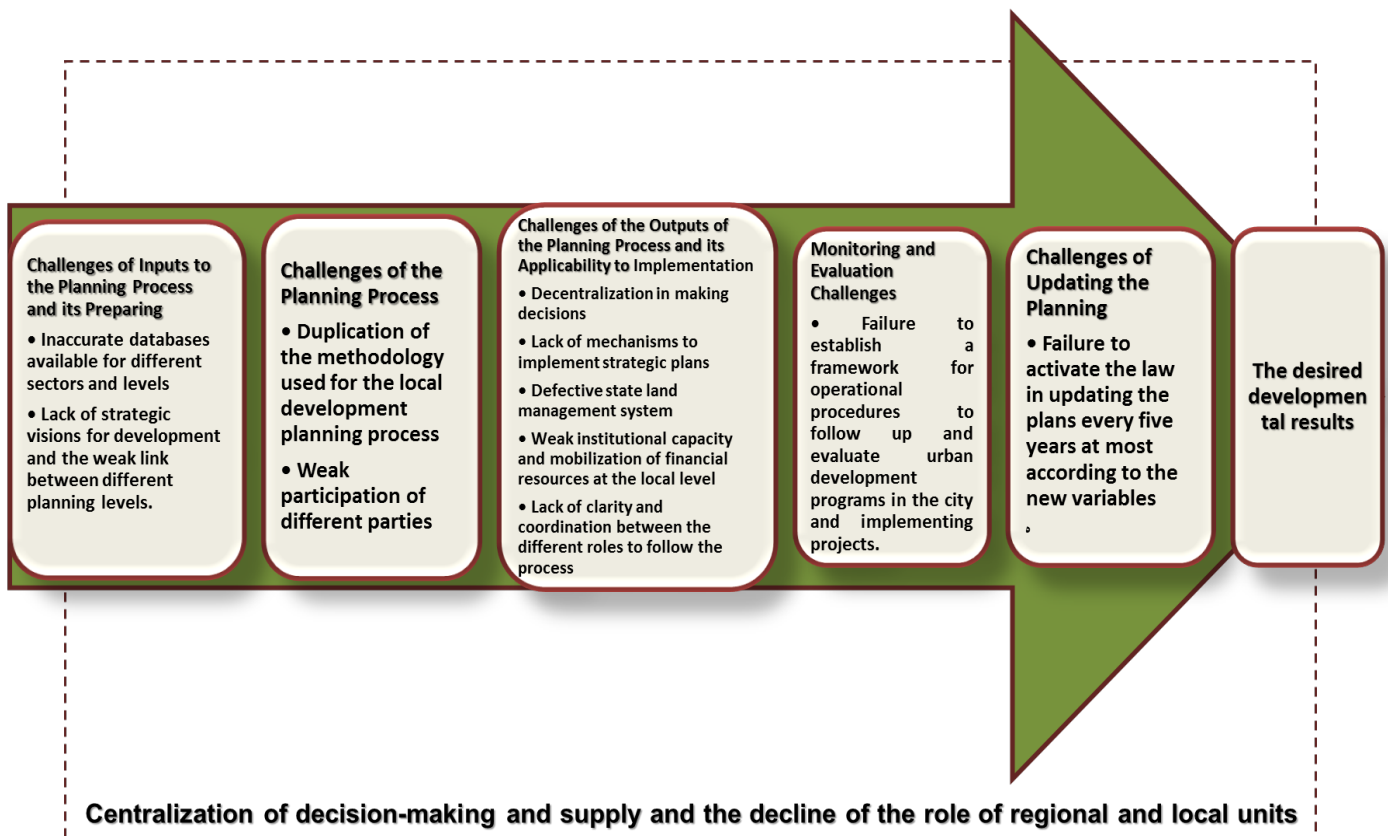


Fig (4).shows the main challenges of the development planning system Source: The Researcher

3- Studying and Analyzing International and Arab Experiences in Dealing with Strategic and Detailed Planning

The evaluation of any experience helps to measure the success of this experience. Besides, strategic and detailed planning is used as a way to determine a vision for the future with the formulation of strategies that lead to the realization of this vision where the analysis of these experiences is through a set of different elements that have been identified throughout the research, and link these elements to all issues related to the main implementation process including management, participating parties, legislation, funding, follow-up evaluation, etc. This is in addition to arranging them in a way that contributes better to achieve the objective of the research related to the effectiveness of the implementation processes and the efficiency of strategic and detailed plans of Egyptian cities to emerge from these experiences more clearly with the criteria, mechanisms and tools that can be useful in the field of research in order to contribute to the construction of a new system of urban planning in Egypt.

3-1. Methodology of Experimental Analysis

Due to the multiplicity of experiments to be analyzed and each experiment has a way to implement and implement the plan, this part represents the preliminary step of the process of analyzing and studying models of global Arabic experiences in preparing and implementing development plans in general, and strategic and detailed in particular.⁽¹⁰⁾

3-2. European Experience

It is one of the old experiences that began in the eighties and received great acclaim. Moreover, it was a role model; after transferring its experience to many countries of the world, where it sought to evaluate and develop continuous performance.⁽¹¹⁾

3-2-1. Success Factors of the Strategic and Detailed Planning

Europe has been concerned with the success of the strategic and detailed planning through the following:

- Activating community participation and using different techniques to motivate different parties, such as using a three-dimensional representation system to enable participants to imagine the future of their city
- Defining institutional frameworks for decision-making processes, developing a clear picture of the executive form and describing each stage
- Emphasizing the importance of financial and administrative reform to achieve good urban governance from decision-making to responsibility, equality and efficiency in performance⁽¹¹⁾

The Barcelona experience stands as a powerful model due to its continuing work towards presenting visions for the future, anticipating new challenges, while preventing potential

threats; thus strengthening its international authority. It works under the premise of broad consensus and participation from the public and private sectors. It is a meeting point for thinking among the territories, institutions and organizations that promote and contribute to the economic ideas and social development of the capital area

3-3. The Latin American Experience

Latin American countries have gone, and still goings, through many political and economic problems that have affected various development processes. However, it was strongly able to experience the experience of strategic planning at the level of a number of cities with administrative levels, sizes and diverse economies and being a number of countries in the developing world that suffer from problems thus, it is necessary to address what they reached in the implementation of strategic and detailed planning⁽¹²⁾

3-3-1. Success Factors of the Strategic and Detailed Plan

The results have been positive in terms of contributing to better focus and directing the investments as well as changing the culture of planning in many institutions. The experiences of the nine cities indicated success in the process of strategic and detailed planning of cities depends on:

- Political support of the mayor and local executives gives the impetus, but not enough.
- The force of law and legislation can ensure continuity in updating and implementing the scheme.
- Institutional framework and support for decentralization and partnership of main powers.
- Focusing on specific topics and objectives to be agreed upon.
- Using urban indicators as an essential tool for monitoring and follow-up
- Effective partnership processes, levels and technical processes used
- Technical capacity of participating parties to coordinate and follow up⁽¹³⁾

3-4. The American Experience

It represents the real beginning of the use of strategic thinking in the field of urbanization since the end of the seventies, and despite the great difference between the nature of this experience and the situation in Egypt, it is not possible to address strategic urban planning without referring to it⁽¹⁴⁾

3-4-1. Success Factors of the Strategic and Detailed Planning

It stressed that the implementation of the strategic and detailed plan requires a great effort including:

- Consensus dialogue among stakeholders who will play an important role in implementation

- Establishing clear rules of conduct and respecting the roles of different parties in the planning, implementation, monitoring and reviewing processes
- Emphasizing on supporting existing decentralization as a basic approach to develop and implement strategies⁽¹⁵⁾

it to go on its plan as it was drawn up and then the implementation of the urban plans through the following⁽¹⁷⁾

- The need to provide local authorities with mechanisms and systems for participatory strategic planning and implementing local development plans, these systems include training and institutional capacity-building support of those who are responsible for the planning process
- Using performance monitoring and control systems through applying national indicators, effectively managing and mobilizing human and financial resources⁽¹⁸⁾
- Promoting political dialogue at the national level, involving all local development parties to support reform processes and ensure that those responsible for future reforms know and experience local expertise and capacities, consequently, it is important to move beyond political dialogue and to develop mechanisms that allow for regular consultation of all local development parties; these mechanisms aim to build consensus to guide future reforms⁽¹⁹⁾

3-5. Arab Experience

It is considered one of the recent experiences in the field of strategic planning, and due to the great similarity in many natural, physical and socio-economic conditions among the countries of the Arab Region, it was necessary to point out what the Arab world reached in this area⁽¹⁶⁾

3-5-1. Success Factors of the Strategic and Detailed Planning

Dubai's experience has been at the forefront of success, in the current phase of the plan, to benefit from the global experiences that preceded it in this area. This is in addition to providing the continued political support of the ruler who played a key role in this success. However, the scientific and methodological foundations on which Dubai is going enables

Table. (3) Factors of Success of the Strategic and Detailed Plan of the Global and Arab Experiences

Experience	Success Factors
European Experience	<ul style="list-style-type: none"> •Activating community participation and using different techniques to motivate different parties, such as using a three-dimensional representation system to enable participants to imagine the future of their city •Defining institutional frameworks for decision-making processes, developing a clear picture of the executive form and describing each stage •Emphasizing the importance of financial and administrative reform to achieve good urban governance from decision-making to responsibility, equality and efficiency in performance <p>The Barcelona experience stands as a powerful model due to its continuing work towards presenting visions for the future, anticipating new challenges</p>
Latin Experience	<ul style="list-style-type: none"> •Political support of the mayor and local executives gives the impetus, but not enough. •The force of law and legislation can ensure continuity in updating and implementing the scheme. •Institutional framework and support for decentralization and partnership of main powers. •Focusing on specific topics and objectives to be agreed upon. •Using urban indicators as an essential tool for monitoring and follow-up •Effective partnership processes, levels and technical processes used •Technical capacity of participating parties to coordinate and follow up
Arab Experience	<ul style="list-style-type: none"> •The need to provide local authorities with mechanisms and systems for participatory strategic planning and implementing local development plans, these systems include training and institutional capacity-building support of those who are responsible for the planning process •Using performance monitoring and control systems through applying national indicators, effectively managing and mobilizing human and financial resources •Promoting political dialogue at the national level, involving all local development parties to support reform processes and ensure that those responsible for future reforms know and experience local expertise and capacities, consequently, it is important to move beyond political dialogue and to develop mechanisms that allow for regular consultation of all local development parties; these mechanisms aim to build consensus to guide future reforms
American Experience	<p>It stressed that the implementation of the strategic and detailed plan requires a great effort including:</p> <ul style="list-style-type: none"> - Consensus dialogue among stakeholders who will play an important role in implementation - Establishing clear rules of conduct and respecting the roles of different parties in the planning, implementation, monitoring and reviewing processes - Emphasizing on supporting existing decentralization as a basic approach to develop and implement strategies
The Experience of Asia	<p>Urban plans have been implemented successfully through the following:</p> <ul style="list-style-type: none"> •Strong control as an important tool for development and activation of plans •Clear measurement indicators defined by realistic time programs •Providing a stable regulatory framework that is transparent as well as enforcing standards and laws

South America Experience	•Clarity and coordination between the different roles to follow the implementation process
	South America has been interested in the success of strategic and detailed planning, especially the Brazilian experience through: •Mechanism of participation and civil society activity, whether in the development of plans and selection of projects or funding, implementation and follow-up •Achieving the principles of good urban governance from dependency and centralization where the City Council of Brazil is elected, in addition to equity, justice, efficiency, accountability and transparency

Source: The Researcher

3-6. Proposed Approaches and Mechanisms Extracted from Various Experiments to Implement the Plans

From what has been mentioned above and from the study and analysis of different experiences in the application of strategic and detailed planning, all experiences agree on the following

- All experiences agreed that planning is not based on mechanisms alone, but it must base its rules on collective values and agree on a vision of the city.
- The European experience was characterized by the activation of community participation through using different techniques, such as the use of three-dimensional representation to enable participants to imagine the future of their city.
- The Latin and American experience succeeded in activating the societal power and its role in decision-making and following up its implementation, through effective partnership processes and levels with the technical capacity of the participating parties to coordinate and follow up.
- The issuance of the necessary laws and legislation is a common factor among all experiences, the power of law and legislation can ensure continuity in the modernization of the plan and implementation.
- Emphasizing the importance of the institutional framework and supporting decentralization and the partnership of main powers as a key element common to all experiences.
- Using a critical monitoring and evaluation system through urban indicators as an essential tool.
- Providing funding for the implementation of the plans through government support, in addition to the partnership between the private and public sector, besides, the Latin American has provided funding through the plan and put its projects to the local and international partnership
- It is not possible to come up with a single model that can be generalized as an ideal model for reforming the planning system. However, we can benefit from the successes of these countries in the development of urban planning system in Egypt.

Through the study and analysis of different international experiences and the comparison of their results, it was possible to draw a list of the proposed approaches according to the tools and mechanisms extracted from the different experiments that are responsible for the success of preparing and implementing the strategic detailed plans of the Egyptian cities according to table 4.

Table. (4) Proposed Approaches according to the Mechanisms Extracted from International and Arab experiences **Source:** The Researcher

Approach	Proposed Approaches and Mechanisms Extracted from Various Experiments
Legislative Approach	<i>Modifying the urban legislation and linking the building law with the local administration and the Ministry of Planning</i>
	<i>Simplifying expropriation and transfer procedures for public services</i>
	<i>Linking the outputs of the proposed strategic plans with the projects of the directorates of the different ministries</i>
	<i>Simplifying procedures and enabling local bodies to have a greater role in drafting these plans</i>
	<i>Benefiting from international and Arab legislative experiences to prepare legal modifications that support the implementation of the plan</i>
Administrative and Institutional Approach	<i>Effective coordination and communication between the parties</i>
	<i>Establishing clear institutional mechanisms / entities to integrate all parties and local entities in the decision-making process</i>
	<i>Consolidating the approach of participation in the formulation of strategic plans for cities and taking decisions</i>
	<i>Effective involvement of local parties in the process of drafting these plans</i>
	<i>Existence of an institutional structure for the implementation, monitoring and evaluation process</i>
Financial Approach	<i>Simplifying the procedures for the outputs of the plans</i>
	<i>Linking the implementation mechanisms of the scheme with the mechanisms and available sources of funding locally</i>
	<i>Benefiting from global experiences in providing long-term non-traditional sources of funding from different sources</i>
	<i>Prioritizing actual projects</i>

	<i>Providing the necessary funding, and involving civil society in funding, management and control</i>
	<i>Introducing the necessary modifications to link the urban plans with the socio-economic plan and the land use plan</i>
Technical and Planning Approach	<i>Guidelines for the implementation of strategic and detailed plans outputs</i>
	<i>Making modifications to the reference manuals for the preparation of strategic and detailed plans in order not to separate the implementation phase from the preparation phase</i>
	<i>Linking the theoretical needs of studies with the real needs of relevant things</i>
	<i>Drafting the implementation manual of the detailed and strategic plans, including specifically the tasks of all parties and entities related to implementation</i>
Following and Evaluating Approach	<i>Activating the role of the Urban Observatory through building a strong and effective urban planning information system</i>
	<i>Providing comprehensive, accurate and realistic indicators on the different sectors in the city</i>
	<i>Periodic updating of strategic plans for cities and villages</i>
	<i>Strengthening information systems in local administration units</i>
Procedural or Organizational Approach	<i>Drafting training and qualification programs for local cadres at all executive, administrative and technical levels</i>
	<i>Reducing the time period since the completion of the strategic plan and start preparing the detailed plan</i>
	<i>Activating the effective participation of the concerned parties, especially the service, the private sector and civil society in the planning process</i>
	<i>Raising the technical competence of the leaders and cadres of local bodies</i>
	<i>Establishing mechanisms for the free flow and circulation of information between all parties involved in the process of drafting strategic and detailed plans</i>
	<i>Defining the periods of preparation of strategic plans, reviewing and approving them</i>
	<i>Activating the role of cadres and competencies properly in the preparation and implementation of strategic and detailed plans</i>

4- Building a Proposed System for the Planning Process in Egypt

Through the study of the theoretical part as well as the study and analysis of various experiences in applying strategic and detailed planning for Arab and international cities and identifying the most important tools and mechanisms that helped in the success of planning in these cities, we can ask the following question:

"Why do we need to develop the planning system in Egypt?"

This question can be answered in the following points

4-1. The main axes in the reform of the planning process in Egypt, which begin with building the system

The list of proposed main axes includes a number of points that try to overcome the main problems and challenges facing the urban planning system in Egypt and prevent its effectiveness in achieving sustainable urban development of Egyptian cities; the most important of these points are the following:⁽²⁰⁾

- Structural reforms adopted by Egypt since the beginning of the 1990s did not deal with the methodology and planning system for economic and urban development
- Sustainable development and the need to link social, economic and environmental aspects⁽²¹⁾
- The imperative of decentralization in planning, implementing and giving broader powers to sub-central levels

- The importance of establishing and strengthening economic blocs and groupings and orientation towards regional specialization
- It is imperative to involve the private sector and civil society organizations in the planning process.
- Involving citizens in the planning process as part of the democratization process

4-2. Basics for Reforming the Planning Process

The appropriate approach to advancing the implementation of strategic plan projects can be done through developing an integrated system of policies and mechanisms at all levels (national, regional, local) in different aspects (procedural / organizational - administrative - institutional - financial - legal - technical). It depends on the participatory approach between the central government and regional and local governance bodies on the one hand and between the public and private sectors and civil society on the other. This is carried out within the framework of integration, flexibility and transparency in the decision-making process and in order to formulate, implement and evaluate strategic plans, there are general fundamentals represented in:

- Making information transparent to the population, and consolidate and making available data on resources and development sectors
- Modifying legislation and laws related to building, land and ownership to conform to the new Egyptian constitution
- Linking and matching annual plans with the outputs of strategic plans

- Simplifying procedures for preparing annual plans and saving time for preparation
- Participation of stakeholders and civil society in the planning process
- Determining the periods of preparing strategic plans, reviewing and approving them
- Linking the outputs of the plans to prioritize projects and providing funding and land.
- Involving the service agencies in the development of (services plan) in general strategic plans
- Updating and developing plans in line with socio-economic and demographic developments⁽²²⁾
- Real coordination between sectoral plans and projects of strategic plans so that their outputs are reflected spatially in the strategic plans of urban development
- There is a clear mechanism to follow up the implementation of the outputs of these plans and measure their impact⁽²³⁾
- Good coordination between sectoral plans and strategic plans projects so that their outputs are reflected spatially in the strategic plans for urban development⁽²⁴⁾

Linking the outputs of the plans to prioritize projects and providing funding and land

Involving the service agencies in the development of (services plan) in general strategic plans

Updating and developing plans in line with socio-economic and demographic developments

Real coordination between sectoral plans and projects of strategic plans so that their outputs are reflected spatially in the strategic plans of urban development

There is a clear mechanism to follow up the implementation of the outputs of these plans and measure their impact

Good coordination between sectoral plans and strategic plans' projects so that their outputs are reflected spatially in the strategic plans for urban development



Making information transparent to the population, and consolidate and making available data on resources and development sectors

Modifying legislation and laws related to building, land and ownership to conform to the new Egyptian constitution

Linking and matching annual plans with the outputs of strategic plans

Simplifying procedures for preparing annual plans and saving time for preparation

Participation of stakeholders and civil society in the planning process

Determining the periods of preparing strategic plans, reviewing and approving them

Fig (6). Basics for Reforming the Planning Process Source: The Researcher

4-3 Pillars Needed to Reform the Planning Process in Egypt

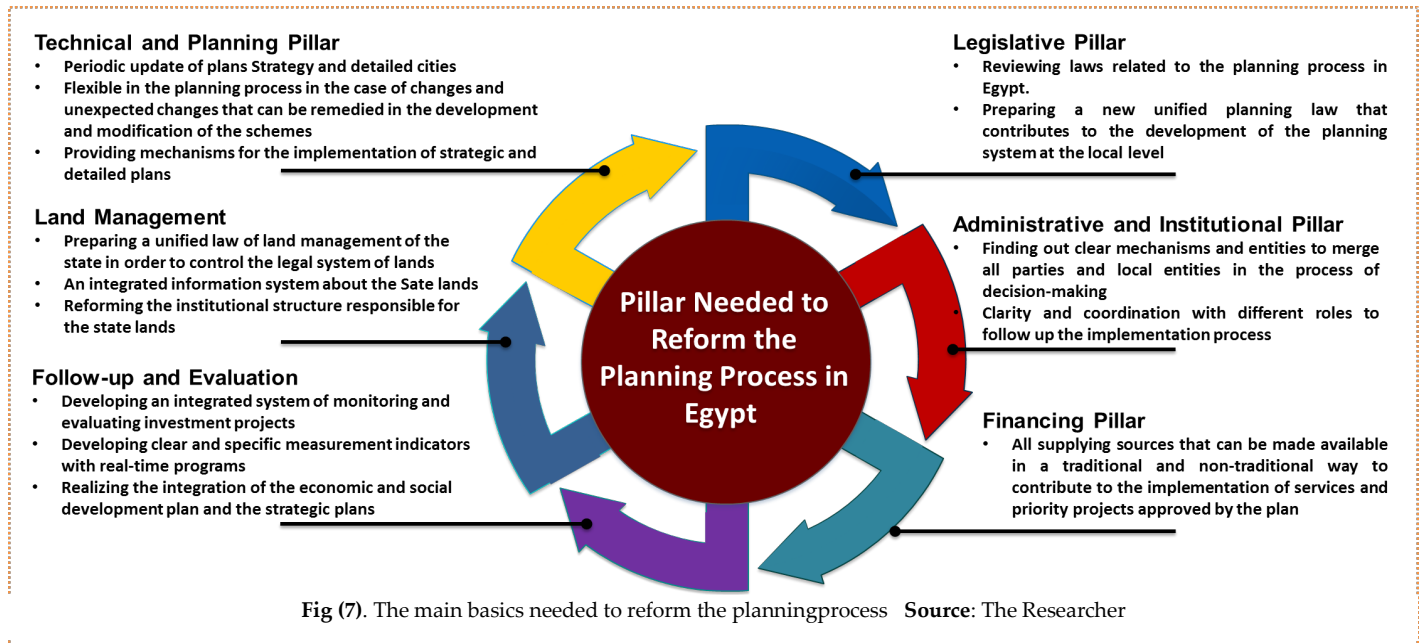
The research mainly aims to build a sustainable system of the planning process and push the implementation of its outputs to achieve the sustainability and effectiveness of urban strategic and detailed plans. This is in light of the general frameworks, specific policies and trends of local development in the future stage, and up to the stage of dealing with the developmental, economic and social dimensions through using participatory methods and mechanisms. Besides, access to an integrated system or package of reforms can be the compromise between the continuity of planning, programs and projects and the response to the pressures of sustainable development⁽²⁵⁾

The system is designed to contribute to the achievement of an interdependent local community, whose governmental and non-governmental entities participate in the planning and

management of sustainable and comprehensive local development. Besides, it is capable of cooperating with the central government and practicing its decentralized powers, assessing the returns of local development and correcting its paths, deepening the culture and mechanisms of community accountability, and making sure that society and citizens benefit from the development return.⁽²⁶⁾

The basics of the reform system of the development planning process are achieved through six basic pillars: (legal and legislative pillar - administrative and institutional - financing - technical and planning - land management - monitoring and evaluation).

4-4. The Comprehensive Methodological Framework of the Main Elements of the Proposed System for the Planning Process in Egypt



The system is the planned relationships between parts, components or elements. The most important references and meanings of this word is the objective for which these relationships exist, or the objective that the system works to achieve and reach. The general theory of the system derives its existence from this objective; it must be built around it and cannot reach it without specific planning. One of the most prominent definitions of the system is that it is a group of compounds and parts depending on each other according to a specific planning in order to help them to reach specific objectives.^{(26), (27)}

This definition sheds light on the main characteristics of the system, the most important of which are:

- Building the system to achieve a specific objective (s); the existence of the system must be linked to a predetermined objective to achieve it, and does not conflict with the objectives of any component of the system, and this objective must be the main focus of all sub-systems
- Interconnection and interdependence of components and functions; the system must have an organization or building that includes its subcomponents in an order that determines the priorities and level of interaction among them. Interdependence is achieved by the interdependence of subsystems in such a way that they are interdependent in the performance of their functions to achieve the objectives of the system.
- Integration of all components, which expresses the comprehensiveness of its performance from the functions of its subcomponents to produce its

outputs, depending on the way in which the overall system is built to operate in order to integrate its activities to achieve its main objective.⁽²⁸⁾

Methodology for Preparing the Methodological Framework for the Proposed System

The preparation of building an integrated system for the implementation of strategic and detailed plans for Egyptian cities adopted the following four methodological steps:

First: Studying theoretical references

It is the study and analysis of the Egyptian experience with a review of many references related to strategic and detailed thought, its stages and its relationship to urbanism. This is in addition to the study of the implementation phase and its tools and mechanisms and identify the main issues, this step has come to a set of conclusions and challenges that led to the difficulty of implementing the outputs of these plans.

Second: Studying and Analyzing International and Arab Experiences

Through the previous criteria, the experiments included different models of the world and the analysis ended with a list of factors that helped in the success of these experiments.

Third: Formulation of the Main Components of the System

The systematic framework of the implementation system consists of four main components, each of which includes a set of elements interacting in a complementary relationship to implement the plan:

- 1- Determining the basic steps and stages in the planning process
- 2- Identifying the parties involved, the activities and tasks of each party and the governing framework for the relationship form (tools and mechanisms for the implementation of the plan). Committees are required so that their main objective is to achieve the implementation of strategic and detailed plans efficiently and effectively.
- 3- Identifying the basic elements in the reform of the planning process and include the following elements: (the basics necessary to reform the planning process - pillars of the reform of the system - factors of success of the implementation of the schemes derived from different experiences.

- 4- An executive plan is to push the implementation of the outputs of the planning process and control the transition from the strategic plan to the detailed plan. The proposed executive plan includes a set of activities and objectives relate to a time frame to be implemented (on the long-run and in the short-run) along with demonstrating the parties co-operate in implementing. The following elements are: (Description of the constraints - actions taken - solutions approaches - responsible - time frame - indicators to measure the implementation of the plan - follow-up and control of the proposed plan). The following is an overview of the comprehensive methodological framework of the main elements of building the proposed system in accordance with **Figure No. (8)**

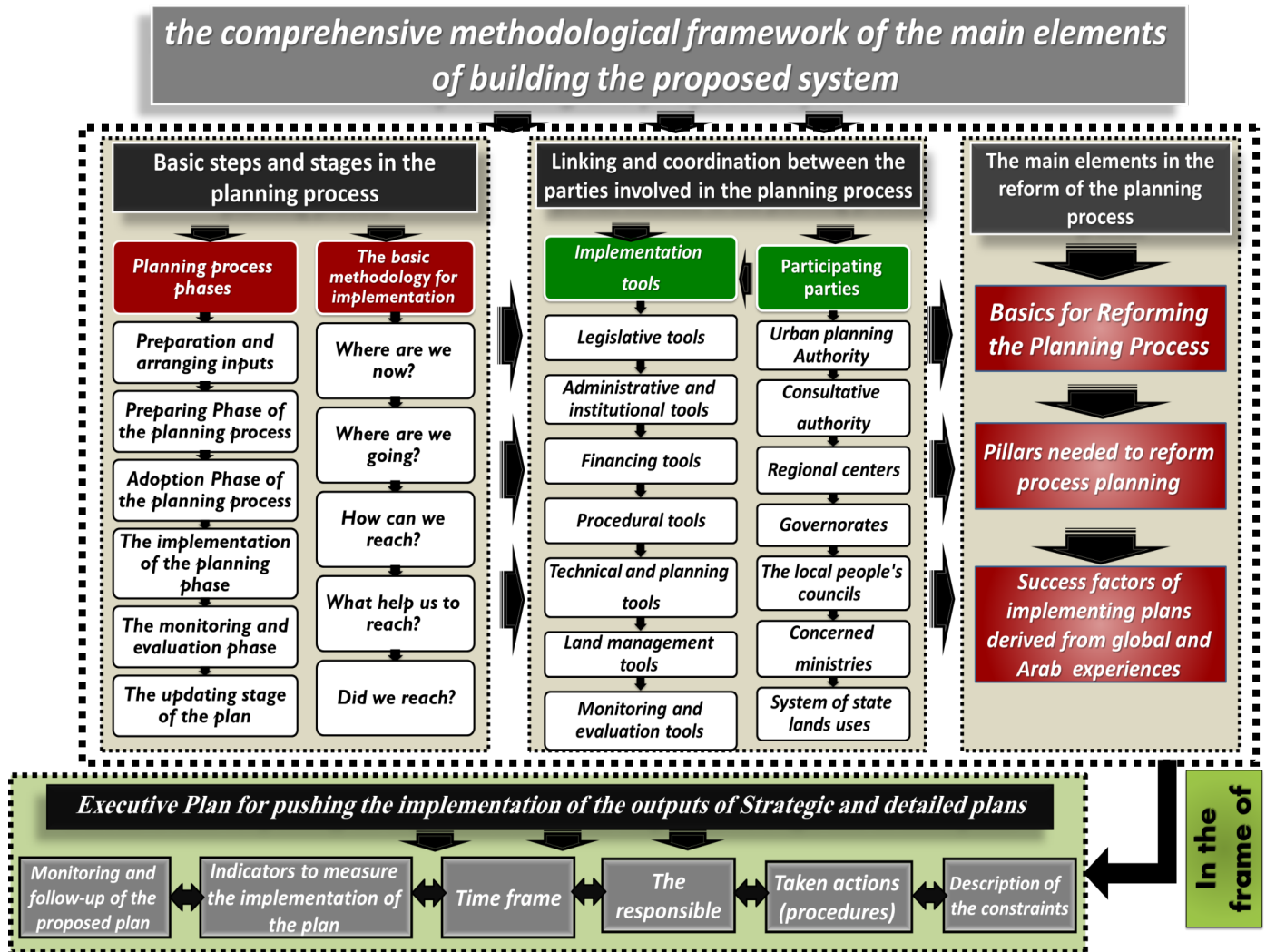


Fig (8). Proposed methodology for pushing the implementation of the outputs of strategic and detailed plans of Egyptian cities (Source: The Researcher)

II. CONCLUSIONS AND RECOMMENDATIONS

Due to the long time-range of the activation of the strategic and detailed plan, the unit becomes responsible for activating the strategic and detailed plan for cities. Besides, it should review strategies and recommendations of the strategic detailed plan. This is in addition to the possibility of many developments and changes, whether in the emergent needs of citizens or political and security conditions, and technological developments or internal and external economic transformations. This is done on three axes:

- Eliminating the strategies and recommendations that have been implemented and which prove to be ineffective for transformations in circumstances or for emergent variables
- Modifying some strategies and recommendations in light of the new developments to make them effective, logical and active
- Adding new strategies and recommendations imposed by emergent developments or called for by the activation process and not included in the recommendations of the strategic plan of the city
- The planning process, including the executive part, can be successful only with political, administrative and technical support and a balanced budget.
- Raising the efficiency of the departments concerned with the implementation of the schemes through training courses that allow understanding and application of the schemes in a proper manner
- Working to build a complete database of charts containing all the outputs and data that are updated periodically to serve as the basis for periodic follow-up and continuous evaluation of policies
- Identifying the roles and responsibilities in the evaluation plan and follow-up of urban plans through activating the role of the Urban Observatory and doing the necessary coordination with local bodies
- Supporting and developing the financial resources, authorities and powers of the local authorities, which ensure their ability to implement the directions and projects contained in the urban development plans of cities, within the framework of a general decentralization policy through which the roles, powers and budgets of the central and local authorities are defined
- Paying attention to the periodic evaluation of the development plans of cities in their various stages, the stage of preparing the plan, the implementation phase, and the post-implementation stage, taking into account the unification of evaluation criteria and so that they are diverse, comprehensive and balanced in accordance with the wishes of development partners
- Strengthening information systems in local administration units, and establishing mechanisms

for the free flow and circulation of information among all parties involved in the process of formulating strategic and detailed city plans

- Fully link planning mechanisms with locally available funding mechanisms and sources through binding legal texts
- The need to make modifications to the reference manuals for the preparation of strategic plans in order not to separate the stage of implementation from the preparation and the existence of an institutional structure for the implementation, follow-up and evaluation specifically, and annexed by the guidelines for the mechanisms of implementation of the outputs of the strategic plans
- The need to activate the role of the National Urban Observatory at the General organization for physical Planning (GOPP), through the construction of a powerful and effective urban planning information system that provides and introduces a comprehensive, accurate and realistic picture along with indicators of the various economic sectors and areas, so that the city's development strategy in all its aspects becomes measurable elements to provide policy makers of development and decision-makers to contribute to the preparation and development of national urban policies
- Reviewing laws related to the planning process in Egypt, such as Planning Law No. 70 of 1973, Local Administration Law No. 43 of 1979, Building Law No. 119 of 2008, Preparation of the State Budget Law No. 53 of 1973, and Presidential Decree No. 153 of 2001 related to the establishment of the National Center for Planning the Uses of State Lands
- There is flexibility in the planning process in making changes or unexpected events that can be remedied in the development and modification of the proposed schemes

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