

# Urban Regeneration project for Historic Cairo

## SECOND REPORT ON THE ACTIVITIES

July 2012- November 2014





## Urban Regeneration Project for Historic Cairo

### FINAL REPORT ON THE ACTIVITIES

July 2012-November 2014



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This report presents the main outcomes of activities undertaken by the Urban Regeneration Project for Historic Cairo (URHC) between July 2012 and November 2014. It was prepared by the URHC project team, with contributions from the external consultants involved in the project.

We would like to express our gratitude to the many individuals and organisations that have supported the project to date and made this report possible. In particular, the team would like to thank the following Egyptian authorities for their considerable time and support:

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- The Awqaf Authority that participated in the training activities with dedicated staff

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# FINAL REPORT ON THE ACTIVITIES

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## List of Acronyms and abbreviations



*ADAA - Al Darb Al Ahmar*

*AFESD - Arab Fund for Social and Economic Development*

*AKDN - Aga Khan Development Network*

*AKTC - Aga Khan Trust for Culture*

*APUR - Atelier Parisien d'Urbanisme*

*ARCE - American Research Centre in Egypt*

*AUC - American University in Cairo*

*CAPMAS - Central Agency for Public Mobilization and Statistics*

*CCBA - Cairo Cleaning and Beautification Agency*

*CIERA - Italian-Egyptian Centre for Restoration and Archaeology*

*COM - World Heritage Committee*

*CSDHC - Centre for Studies and Development of Historic Cairo*

*DAI - Deutsches Archaeologisches Institut*

*ESA - Egyptian Survey Authority*

*FWP - Framework Plan*

*GIS - Geographical Information System*

*GOPP - General Organization for Physical Planning*

HC - *Historic Cairo*

HCRP - *Historic Cairo Rehabilitation Project (operated By the Ministry of Culture, through the Supreme Council of Antiquities in the years 1999-2002)*

HUL - *Historic Urban Landscape*

IAURIF - *Institut d'Aménagement et d'Urbanisme de la Région Île-de-France*

ICOMOS - *International Council of Monuments and Sites*

IFAO - *Institut Français d'Archéologie Orientale*

MoA - *Ministry of Antiquities, Egypt*

MoC - *Ministry of Culture, Egypt*

MoH - *Ministry of Housing, Egypt*

MoT - *Ministry of Tourism, Egypt*

NMEC - *National Museum of Egyptian Civilisations*

NOUH - *National Organization for Urban Harmony*

OUV - *Outstanding Universal Value*

SCA - *Supreme Council of Antiquities*

SOUV - *Statement of Outstanding Universal Value*

UNDP - *United Nations Development Program*

UNESCO - *United Nations Educational, Scientific and Cultural Organisation*

URHC - *Urban Regeneration Project for Historic Cairo*

WH - *World Heritage*

WHC - *World Heritage Centre*

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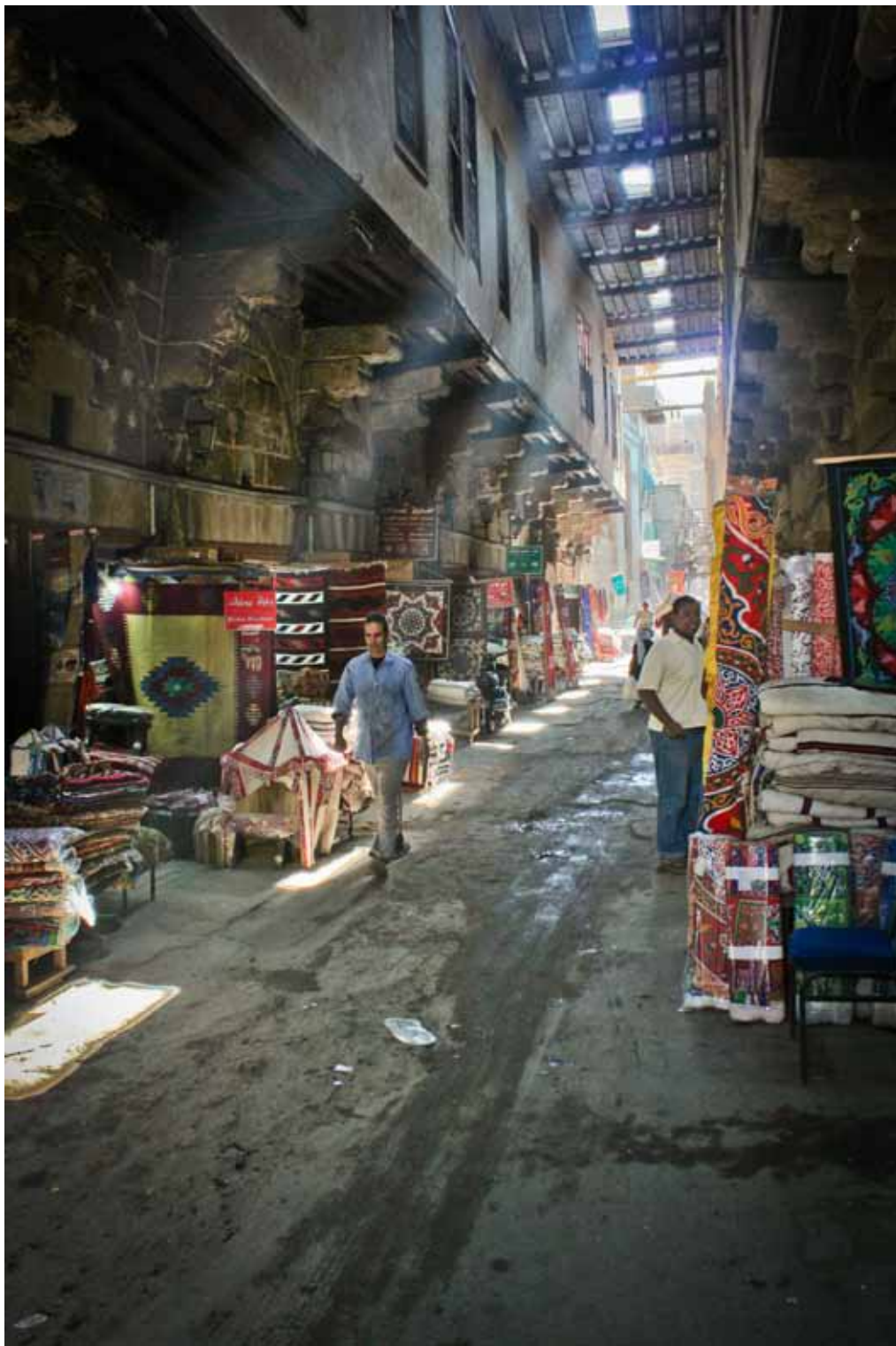
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*Shari Al-Khayameya, early morning. Photo © Seif Eldin Allam, April 2012*

## Introduction

Cairo hosts a variety of historically significant districts and monuments, ranging from the ruins of Al-Fustat, the Fatimid nucleus of Medieval Cairo, the Citadel and its surrounding Mamluk palaces, to its urban domestic architecture, mausoleums, and bazaars, as well as its Nilometre and other inventions related to the human use and mastery of the River Nile.

All serve to demonstrate the wealth of Cairo, not only as a historic capital of the Islamic World, but equally as a marvel of the human urban experience throughout its history. As such, the site of Historic Cairo was inscribed on the World Heritage List in 1979 in recognition of its “absolutely unquestionable historical, archaeological and urban importance”.

However, the site’s delimitation and protective measures for maintaining its urban and architectural values have remained unclear or lacking altogether, despite its inclusion on the World Heritage List for over 30 years. After having been requested for many years by the World Heritage Committee, an initiative for developing conservation/management tools for Historic Cairo was begun in 2009, when the Egyptian authorities and UNESCO agreed to develop joint activities aimed at protecting and revitalising the urban heritage of the World Heritage Property (WH Property).

Since 2010, the Urban Regeneration Project for Historic Cairo (URHC Project) has been working with local authorities in the framework of a larger UNESCO program of technical assistance to the Egyptian Government entitled “Safeguarding of Cultural Heritage in Egypt”, through a UNESCO Special Account.

The objectives of the URHC Project can be summarised as follows:

- To outline a conservation and rehabilitation strategy based on a clear definition of the WH Property and its buffer zone, with the goal of preserving and enhancing the heritage values and regenerating the physical and socioeconomic environment;

- To establish a management system for the WH Property with the contribution of all the relevant administrations, based on a new and more effective institutional set-up and legal framework;
- To create an appropriate and shared information platform for urban conservation;
- To launch public awareness-raising activities.

The URHC Project is based on the premise that establishing a Conservation Plan necessarily requires a shared vision for the future of Historic Cairo’s architectural heritage and urban fabric among and within the Egyptian institutions.

Consequently, it is essential to develop a strategy for protecting and rehabilitating the whole WH Property, not only as a spatial and functional entity, but also as a cultural and socioeconomic asset. The project is based on the assumption that the tangible heritage of the WH Property can only be preserved if life is kept in it. Therefore, the regeneration strategy aims to preserve heritage features while simultaneously favouring all potentially compatible interventions that could serve to improve the living conditions of the population and revitalise the urban fabric with new functions and uses.

The URHC Project therefore hopes to ensure that the WH Property is recognised and protected, in a dynamic fashion, via an efficient, comprehensive and sustainable management system and strengthened by effective coordination between the different institutions involved.

In the first two years, between July 2010 and June 2012, the activities focused on conducting studies for a consistent delimitation of the WH Property and for assessing its urban heritage values. An initial version of the Statement of Outstanding Universal Value (SOUV) for the property was drafted. Also, a preliminary outline of protective measures (conservation zoning regulation) was prepared, as was a proposal to launch awareness-raising activities.

Additionally, specialised consultants working with the URHC Project carried out a series of preliminary sector studies aimed at:

- Producing an in-depth evaluation of the factors af-

fecting its living conditions, as well as the physical and environmental conditions within the area;

- Highlighting the urgent issues to be addressed when defining a conservation strategy for Historic Cairo.

The URHC team prepared a report<sup>1</sup> on the activities carried out in this first biennium and shared it with the Egyptian authorities involved with the site's management, and also within the academic network, receiving positive reactions. Furthermore, discussions with ICOMOS and ICCROM<sup>2</sup> and their positive feedback on the project's methodology and results encouraged us to continue the activities according to the project programme.

Unfortunately, the unrest and institutional instability experienced by the country in the last few years have made it necessary to revise the project's implementation strategy and schedule. In particular, due to a lack of continuity in dialogue and relations with the different institutions involved, the conditions necessary for defining a management system and outlining a Management Plan were not met.

The URHC team therefore decided to concentrate its efforts on one of the activities planned in the original project proposal: outlining an Action Project that would address—in a pilot area, and within a limited time frame—some major issues affecting the property's state of conservation and its Outstanding Universal Value (OUV). The intent of this was to establish a methodological sample, thereby setting up tools and procedures for urban rehabilitation and regeneration that could be extended to the rest of the Historic Cairo WH Property through a Management Plan.

This report chronicles the activities carried out over the past two years (2012–2014), including the proposal of a management system and the identification of the pilot study's area and objectives as part of the Action Project. It then summarizes the results of the specific field studies that made it possible to propose an over-

all strategy for intervening in the identified area.

The Inventory of the components of the historic residential fabric presented in this report represents the first nucleus of the Conservation Plan that could be developed for Historic Cairo. The main institutions involved in managing the historic city (the Supreme Council of Antiquities, the Governorate of Cairo, the National Organisation for Urban Harmony, the Central Agency for Public Mobilisation and Statistics, the Ministry of Endowments) directly participated in taking this Inventory, which included on-the-job training for some selected technical staff. In this framework, guidelines were prepared and are now available for continuing the work in the future.

Finally, the second phase of the project also involved promoting awareness-raising and participatory initiatives, intended to affirm the World Heritage brand through campaigns and tools focused on different target audiences: inhabitants, tourists, the academic world, etc.

The Management Plan is not an end unto itself—rather, it is a means to fulfil the World Heritage Committee's requirements<sup>3</sup>—but it should be considered the starting point and a toolkit for stopping and reversing Historic Cairo's degraded state of conservation, doing so by involving all the institutions that play key roles in its transformation. Efficient management provides tools for protecting heritage while at the same time promoting the revitalisation of the local socio-economic context.

The URHC team hopes that the Project's approach and results will be beneficial to all stakeholders, laying the foundation for the future work of the "Agency for Historic Cairo", the technical unit for the WH Property recently identified by the Inter-ministerial Committee for Historic Cairo.<sup>4</sup> This future work will constitute a fundamental step towards establishing an appropriate, consensually agreed upon management system at the national level with clear responsibilities for the WH Property.

<sup>1</sup> See "First Report on the Activities, July 2010–June 2012", URHC, July 2012, Digital Annex II.1.

<sup>2</sup> The International Council on Monuments and Sites (ICOMOS) and the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) are Advisory Bodies of the World Heritage Committee.

<sup>3</sup> See Annex I.1, World Heritage Committee, Decision 37 COM 7B.49, adopted at its 37th session (Phnom Penh, 2013).

<sup>4</sup> Decision communicated by the Prime Minister on September 6th, 2014, during the first session of the Inter-ministerial Committee for Historic Cairo.

## Chapter I

### TOWARDS A MANAGEMENT SYSTEM

- 1.1 Revised delimitation of Historic Cairo WH Property*
- 1.2 Institutional relationships*
- 1.3 On-the-job training activity: a pilot experience of cooperation*
- 1.4 Proposed Management Framework*
  - 1.4.1 An effective management mechanism*
  - 1.4.2 The URHC proposal for a management structure*
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- 1.5 Additional studies*
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  - 1.5.4 Egyptian legislations in relation to the rehabilitation of Historic Cairo*
- 1.6 The website: a shared information tool*

#### 1.1 REVISED DELIMITATION OF HISTORIC CAIRO WH PROPERTY

When the “Islamic Cairo” site was inscribed on the World Heritage list in 1979<sup>1</sup>, the technical review prepared by ICOMOS requested clarifications about the administrations responsible for it and about juridical data related to it, and also raised questions about the geographical information provided. Due to the very significant presence of listed buildings in the site, the administration responsible for the site was identified as the Supreme Council of Antiquities (SCA), at that time under the Ministry of Culture (MoC).

Since then, the World Heritage Committee has repeatedly encouraged the Egyptian government to formalise the limits of the historic city and has pointed out the need to strengthen coordination among the institutions involved in protecting it. Over the years, increasing urban development in and around the WH Property – which represents a severe threat to the preservation of the heritage values for which the site was initially inscribed on the World Heritage list – has

made it ever more urgent to create new mechanisms for an efficient management of the site.

The first question addressed by the URHC Project had to do with the identification of the site, given the necessity of regarding conservation as an urban policy issue; it also had to do with defining appropriate boundaries for the WH Property and its buffer zones between the Moqattam and the Nile. The need for a wider and more comprehensive perimeter was pointed out and agreed upon in initial meetings with the representatives of the various institutions. In 2011, the URHC Project team proposed a delimitation based on a detailed study of the original Nomination File on the one hand and, on the other, on the continued existence of the historical urban fabric throughout the different phases of the city’s development.<sup>2</sup> Additionally, buffer zone boundaries were proposed in order to prevent developments that would harm the visual integrity of the Historic City and its relationship with its geographical setting.

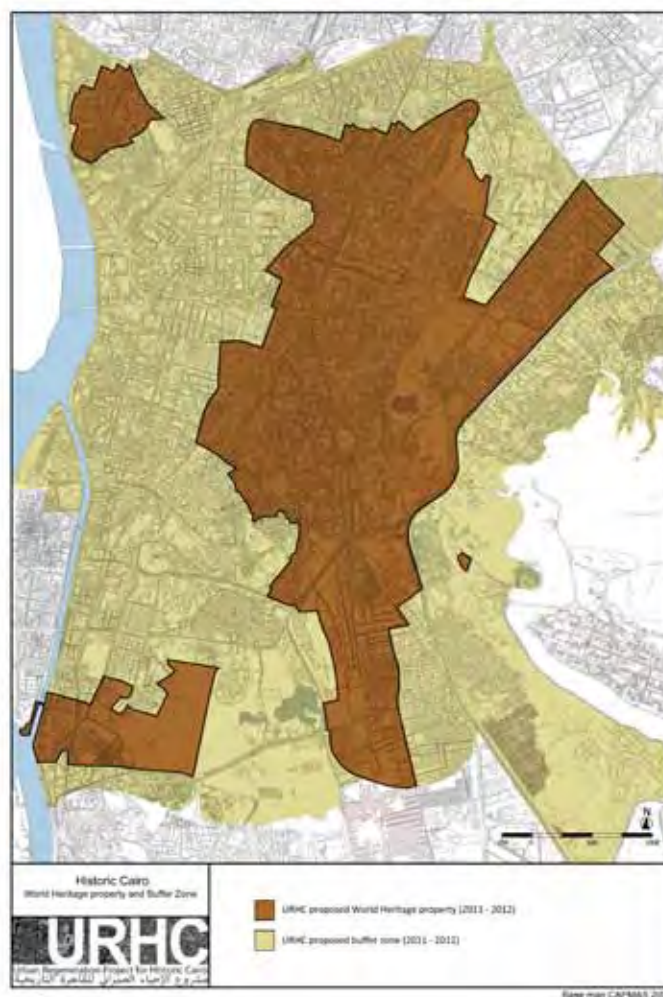


Fig.1 Proposed World Heritage Property and its Buffer Zone (URHC, 2012)

<sup>1</sup> Upon request of the Egyptian authorities, the official name of the WH Property of “Islamic Cairo” was changed to “Historic Cairo” in 2008.

<sup>2</sup> See “First Report on the Activities, July 2010-June 2012”, URHC, July 2012, Digital Annex II.1.



Despite some technical discrepancies, these boundaries were consistent with those established by a September 2009 decree (n° 04/07/09/8) as “areas of peculiar value”.<sup>3</sup>

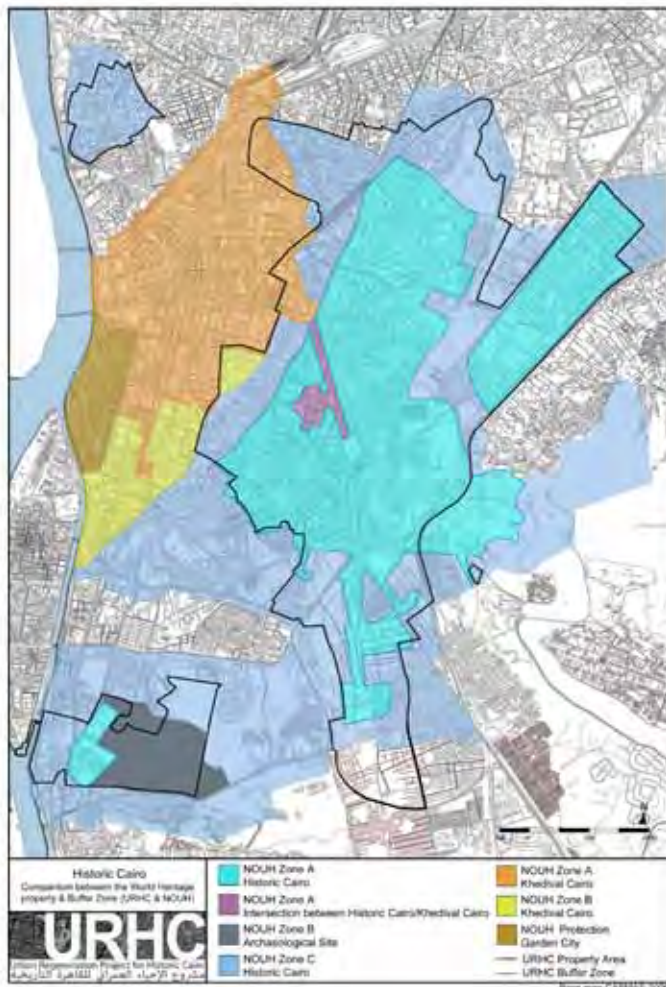


Fig.2 A comparison between the proposed WH property and the official Boundaries of Historic Cairo and Khedivial Cairo's "Areas of Peculiar Value"

In 2012, the completion of URHC's study on the historic cemeteries of Cairo led to a slight revision of the previously proposed boundaries.<sup>4</sup> Some additional sections were included, not simply for the historical value of the listed monuments located in these areas, but also to emphasise the integrity of the cemeteries<sup>5</sup> as historic heritage ensembles and to acknowledge the city's important connection with the Moqattam Hills. Recognising that these elements contributed to the OUV of the site made it necessary to include them in the

<sup>3</sup> Identified by the NOUH, according to the "Building Law" of 2008.

<sup>4</sup> See Annex I.2 : Map of the final proposed World Heritage Property boundaries inclusive of modifications.

<sup>5</sup> See "Historic Cemeteries component of the Urban Regeneration Project of Historic Cairo", May al-Ibrashy, January 2013, Digital Annex III.5.

final proposed boundaries. The multiple locations of the WH Property as described in the draft of the SOUV were subsequently modified.<sup>6</sup>

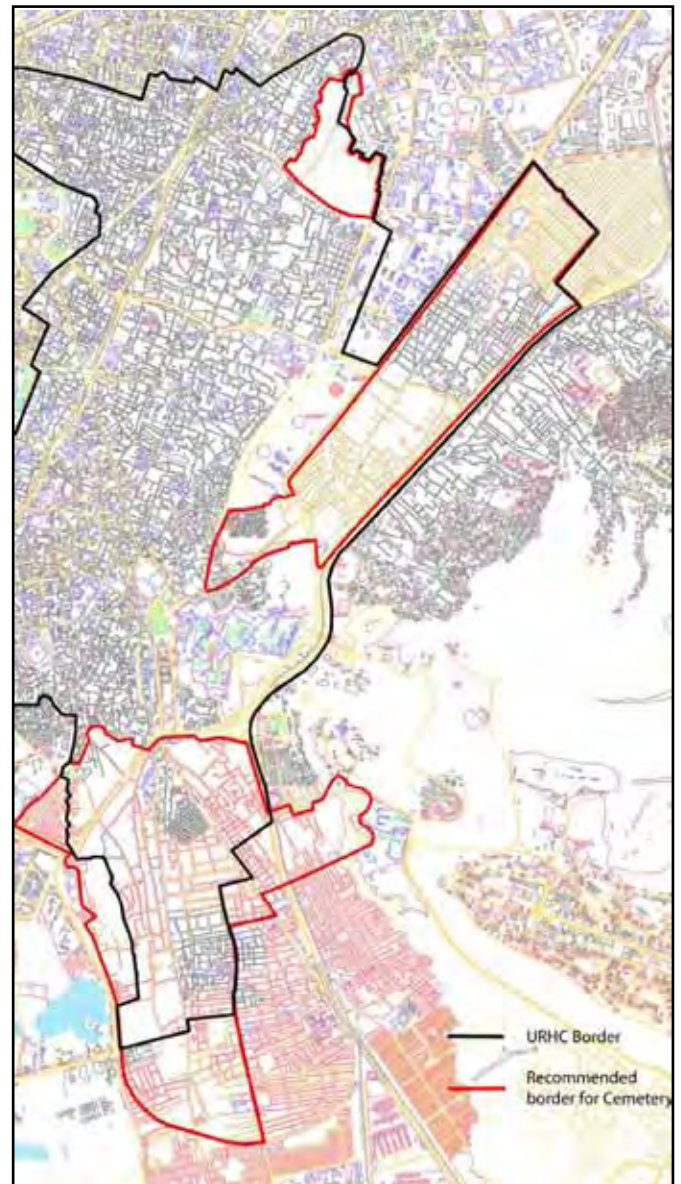


Fig.3 Some modifications made to the delimitation of the cemeteries to emphasise its integrity. Extract from "Historic Cemeteries component of the Urban Regeneration Project of Historic Cairo", May al Ibrachy, January 2013. Digital Annex III.5

The boundaries proposed by the URHC Project for the WH Property of Historic Cairo were discussed with the relevant institutions. They were initially presented to the executive staff members of the SCA and the Historic Cairo Development Project of the MoA, in their capacities as organisations officially in charge of managing the WH Property. After the separation of the SCA from the MoC in May 2011, a long period of instability made it impossible to continue the dialogue necessary

<sup>6</sup> See Annex I.3: Statement Of Outstanding Universal Value brochure drafted by, URHC.



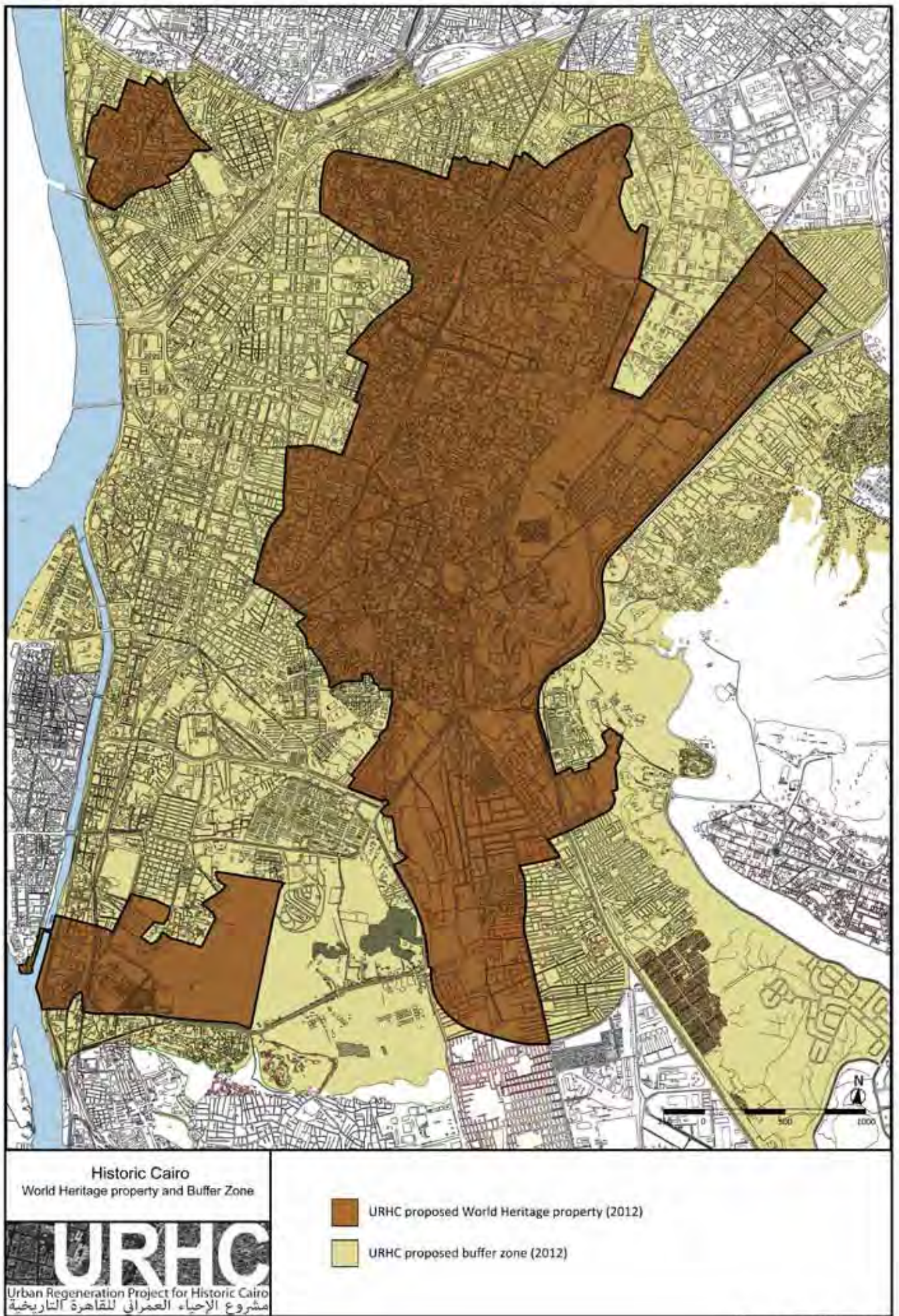


Fig.4 Proposed World Heritage Property (URHC, 2013)



to finalise the transfer of information and for the MoA to adopt a clear position regarding the proposed documents. In June 2013, the SCA transmitted the SOUV drafted by the URHC Project team to the World Heritage Centre, but requested that it not be submitted to the World Heritage Committee in its then-current form. It was rather declared that the document would only be officially submitted after the WH Property's stakeholders approved it. The corresponding map, with revised boundaries, has in fact never been submitted, despite requests from the World Heritage Committee.<sup>7</sup>



Fig.5 Cover of the SOUV drafted by URHC, 2012

At this juncture, the problem of a lack of a management system appears in full force. The official responsibilities of the MoA for Historic Cairo are limited to the listed monuments and archaeological areas.<sup>8</sup> The Ministry therefore has no decision-making power regarding the identification of “urban heritage areas”. There is no effective mechanism in place for coordinating with other institutions with different responsibilities. In particular, to mention only the main direct stakeholders, legislation regarding urban areas with “peculiar value” falls under the responsibility of the National Organisation of Urban Harmony (NOUH)-MoC, but it is the Governorate of Cairo that must issue permits and approvals for building activity (e.g. construction, demolition, extension, renovation, shop licenses, etc.).

## 1.2 INSTITUTIONAL RELATIONSHIPS

One of the main objectives of the URHC Project was to collaborate with the Egyptian authorities on establish-

ing a new institutional setup and legal framework, with the contribution of all the relevant administrations, in order to more effectively manage the site.

In early 2010, the URHC Project launched a consultation with all identified stakeholders in order for them to understand and be able to share the Project's objectives. It needs to be clearly underlined that, while the various institutions individually showed direct interest in being involved in the Project, the URHC team noted undifferentiated resistance to cooperation/exchange between these same institutions.

After January 2011, the difficult local context made the web of institutional relationships very volatile. As already mentioned, the Project found it very difficult to establish a network linking the different stakeholders, due to a lack of continuity caused by turnover among institutional representatives.

In the second half of 2012, the URHC Project team attempted to organise a stakeholders' workshop to present and discuss the progress made, with the goal of obtaining the endorsement of the various institutions involved about the approach set up for continuing the project. The expected results were:

- To reach a common understanding and shared vision of what constitutes the Historic Cairo WH Property, and to encourage the relevant authorities to officially adopt its boundaries and the SOUV as requested by the World Heritage Committee.
- To establish a framework for creating a comprehensive Management Plan, based on a shared understanding of key heritage values, a common identification of priorities, and an appropriate institutional framework for the preservation and improvement of the urban values of the WH Property.
- To come to an agreement about possible modifications to the current regulatory framework, and to adopt urgent protection measures for the preservation of the urban fabric, in order to satisfy the requests of the last World Heritage Committee Decision.

The workshop was cancelled once it became clear that the circumstances were not yet ripe, and it remained

<sup>7</sup> See Decision 36 COM 7B.51 and Annex I.1, World Heritage Committee Decision 37 COM 7B.49, adopted at its 37th session (Phnom Penh, 2013).

<sup>8</sup> Law n° 117/1983 (“Protection of Antiquities”).

impossible to reschedule it until September 2014. However, relationships with the stakeholders continued in a positive fashion on a bilateral basis.

Attempts to reach a common understanding with the representatives of different departments within the MoA on the URHC Project's urban conservation approach for Historic Cairo have not been very fruitful.

Outside of meetings with MoA, the URHC Project's relationships with the other main stakeholders were formalised through the signature of Protocols of Cooperation.<sup>9</sup> The terms of the cooperation were made with each institution according to the specifics of their mandates.

The Central Agency for Public Mobilisation and Statistics (CAPMAS) provided the URHC Project with basic geographical and statistical data required for the creation of a first nucleus of the information platform and for supporting the different sector studies.

A thorough discussion of the definition of the WH Property's boundaries was conducted with NOUH, which compared the URHC proposal with the areas of "peculiar value" that had previously been identified. Existing and proposed legal provisions were also analysed, showing the discrepancies and possible needed adaptations.

The Governorate of Cairo, a primary stakeholder in controlling urban building activities, has shown a great interest in the approach proposed by the URHC Project. From a technical standpoint, the main elements developed within the project (including a GIS information platform) would find a natural functional use in the daily activities of the Governorate. A Cairo Heritage Preservation Unit was created within the Governorate in 2013. The URHC team provided a training period for the staff, and the possible handover of URHC material and equipment to this unit at the end of this phase of the project was discussed with the Governorate at the beginning of 2014. However, new institutional changes temporarily postponed any decisions. In the meantime, the Governorate has organised several awareness activities in Historic Cairo that have

used URHC materials (ex. visitor maps, leaflets) and has in some ways reproduced the experiences developed by the Project in its community work<sup>10</sup>.

In April 2014, a Prime Minister Decree was issued<sup>11</sup> for the creation of an Inter-ministerial working group on the subject of the Historic Cairo WH Property. In its initial formulation, the Minister of Antiquities chaired this working group, but during the summer of 2014 the Prime Minister decided to chair it personally. This step, together with the decision to create a technical unit (made during the working group session on September 6th) is in perfect alignment with the direction suggested for several years by the URHC Project on how to create a management system, which is presented further on in this chapter.

### I.3 ON-THE-JOB TRAINING ACTIVITY: A PILOT EXPERIENCE OF COOPERATION

Absent the conditions necessary for developing a joint management approach at the political level over the course of the last two years, the URHC team decided to launch an initiative that would involve the various stakeholders by focusing on technical aspects, bearing in mind the future management requirements of the Historic Cairo WH Property.

In April 2013, a number of Egyptian institutions involved with Historic Cairo were invited to participate in a possible training activity organised by the URHC team for their staff members. Almost all reacted positively and showed interest in selecting staff qualified to participate according to the defined requirements (Architect/Engineer/GIS expert with minimum informatics skills and working knowledge of English).

Together, the team of trainees was composed of 12 staff members from:

- The Cairo Governorate (4 members);
- MoA (3);
- The Ministry of Endowments (2);
- NOUH, (2);
- CAPMAS, (1).

<sup>10</sup> See Chapter III, Section 4 for more details about the Awareness Activities.

<sup>11</sup> See Annex I.4: Prime Minister Decree n° 627/2014, amended by a Prime Minister Decree n° 1420/2014.

<sup>9</sup> Protocols of Cooperation signed: CAPMAS, September 8th, 2011; NOUH, June 12th, 2012; Governorate of Cairo, April 18th, 2013.



Fig.6 The URHC team and trainees from various Egyptian institutions

The trainees participated in various activities over the course of a year: on-site architectural and socio-economic surveys, GIS data organisation, and various lectures given by URHC team consultants on different aspects of urban conservation and management. Moreover, team-building workshops were organised alongside the lectures and field activities. The working groups were organised in such a way as to encourage the staff from different institutions to work together. The URHC office provided the equipment and supplies required for these activities.

In their feedback on the training experience, participants showed themselves to be very positive, having reached common ground among the five different institutions, in addition to the methodological and technical aspects of the training. Particularly usefully, opportunities for sharing knowledge and information about the role of each institution involved in the Historic City and problems faced in daily practice were also evaluated. In an ideal future situation, these trainees would constitute the core of a unified body for the management of Historic Cairo.

The training also resulted in the development of a manual, in English and Arabic,<sup>12</sup> for how to survey the Historic City. The guidelines aim to support the people trained in these sessions in disseminating the concepts within their respective institutions, and to serve as a tool for future developments.

<sup>12</sup> See "Guidelines to the survey of buildings and open spaces", URHC, 2013, Digital Annex II.3.



Fig. 7a In-office activities



Fig. 7b Fieldwork

## 1.4 PROPOSED MANAGEMENT FRAMEWORK<sup>13</sup>

### 1.4.1 An effective management mechanism

Beginning in 2005, the Operational Guidelines for the Implementation of the World Heritage Convention made it mandatory for all properties inscribed on the World Heritage List to have adequate long-term legislative, regulatory, institutional and/or traditional protections and management mechanisms to ensure that they are safeguarded. These protections should include adequately delineated boundaries.<sup>14</sup>

The URHC Project was launched in July 2010 after obtaining approval from the Egyptian Government for a detailed technical assistance proposal to prepare Conservation and Management Plans.

Involving all the relevant administrations in the proj-

<sup>13</sup> A major contribution to this section comes from the study entitled "Urban Conservation in Historic Cairo: An Analysis of challenges and opportunities, and lessons learned from urban conservation in Historic Cairo and the UK", Seif el Rashidi, October 2012, Digital Annex III.2.

<sup>14</sup> See "Operational Guidelines for the implementation of the World Heritage Convention", UNESCO, World Heritage Centre, 2011.



ect was considered vital for its success. In particular, it was considered vital to ensure that the management system did not become a simple formality, but that it remained a strong instrument for effectively protecting urban heritage values. An efficient management system provides tools for protecting heritage, and at the same time favouring all potentially compatible interventions aimed at revitalising the local socio-economic context and improving the population's living conditions.

An effective management system should include the following:

- a) a shared understanding of the property by all stakeholders;
- b) cycles of planning, implementation, monitoring, evaluation and feedback;
- c) the involvement of partners and all stakeholders;
- d) the allocation of necessary resources (human, technical and financial);
- e) capacity building;
- f) accountable, transparent descriptions of how the management system functions.

By definition, the Management Plan is a strategic partnership document that provides guidance for organisations and individuals operating within the WH Property. It represents the consensus view of the members of an established political and technical governance body, and should be developed in consultation with the relevant organisations and agencies and with the local community. The most successful best practices show that effectively implementing the Plan and achieving its goals will depend to a large extent upon participation and partnership.

Therefore, the Management Plan should be prepared and implemented with the involvement and support of all relevant institutional partners. It is essential to institute a shared "vision", to establish an Action Plan with clear objectives and priorities, to set up an efficient decision-making mechanism, and to provide technical structures that are adequate for undertaking the various tasks involved in a long-lasting and complex process.



Fig. 8 Diagram showing the mechanism for a management system proposed by URHC

#### 1.4.2 The URHC proposal for a management structure

Decisions about how to manage the Historic Cairo WH Property need to involve extensive debate in order to reach some sort of consensus. Moreover, these decisions require adequate capacities for enforcement based on solid administrative and technical tools. To this end, the URHC Project team outlined a clear structure based on the experiences of World Heritage cities worldwide.

The following steps were suggested for setting up an efficient management structure for the Historic Cairo WH Property:

- **Creation of a Steering Committee.** Under the patronage of the Prime Minister, the Steering Committee would notably include the Ministers of Antiquities, Culture, Housing, and Endowments, as well as the Governor of Cairo. It is intended to position the



Historic Cairo World Heritage Project as a “national commitment” of primary importance for Egypt and for the international community. The Committee’s main task would be to define the “vision” and ensure the Project’s political guidance, in order to facilitate the Management Plan’s implementation at the highest level. It should meet annually to give guidelines for the Action Plans, particularly as regards priorities to be addressed, and to secure funding for implementing them.

- **Creation of a Management Committee.** This Committee would be responsible for coordinating and delivering the activities necessary for implementing the plan. Its members would include the Chief Executives and Chairpersons of the main implementing bodies of stakeholder organisations, e.g. the SCA, NOUH, General Organization for Physical Planning (GOPP), the Governorate and other agencies or institutions identified by the Steering Committee. This group could meet quarterly to plan and evaluate the activities carried out by the different stakeholders with reference to issues of common interest.
- **Appointment of a WH Property Coordinator.** Nominated by the Management Committee, s/he would be responsible for implementing the Management and Action Plans; driving or coordinating initiatives detailed in those documents with the support of a dedicated technical structure; liaising with key stakeholders and local communities, but also with national and international academic and cultural institutions; and compiling and updating annual Action Programs drawn from the Action Plan.
- **Organisation of a WH Property (WHP) Office.** This office would include highly qualified senior and junior staff recruited from the institutions and agencies represented in the Management Committee. It would work under the guidance of the WH Property Coordinator, carrying out research and documentation, developing action projects, performing field surveys and listings, and liaising with the relevant administrations about building activities when necessary according to the Action Plan. The WHP Office should be an autonomous structure, funded by the stakeholders with a dedicated budget as well as (potentially) by international donors. The URHC Project

Office could be used as a reference, giving advice and support during the establishment of the initial core of the Historic Cairo WH Office, and in doing so contributing both expertise and equipment.

A vertical structure is indispensable for guaranteeing political support for the Management Plan. The steering committee should be quite limited in number to facilitate effective decision-making. As for the Management Committee, it is essential to only involve representatives from those bodies that by law are involved in the management of the Historic City.

The WH Property Coordinator is the head of the technical office and has to lead and make decisions on its daily activity. As an integral part of the technical unit, s/he has to report back to the Management Committee on the achievements/actions that are or are not implemented.

The WH Property Office should be structured like an architecture/urban planning practice, in which the outputs are the result of teamwork, with one person facilitating the implementation of tasks by coordinating with the various actors inside and outside the office. Depending on the way the work plan for preparing the Management Plan is defined, the different roles and tasks (staff, qualifications, etc.) should be identified incrementally. Capacity building for the Office staff is fundamental for the system’s success. Other than technical issues, it must also involve training and the study of other management plans in order to successfully draft a Management Plan on its own.

The Management Plan is to be drafted by the WH Property Coordinator with the help of the technical unit. It consists of a planning document covering a timeframe of 5 to 10 years that strictly follows the activities proposed by the Management Committee, which are in turn inspired by the vision/objectives/priorities defined by the Steering Committee.

The Action Plans are flexible executive planning tools that work within a 1 to 2 year planning perspective. They are drafted by the WH Property Office to address elements identified in the Management Plan. In practice, the Action Plans are tools that make it possible to implement the planning objectives outlined in the Management Plan on a step-by-step basis.

A group of external senior technical advisors could be composed to help direct the Office's technical work. Also, a system for consulting with civil society (pressure groups, NGOs, professionals) as well as one that involves local communities has to be identified in the decision-making scheme.

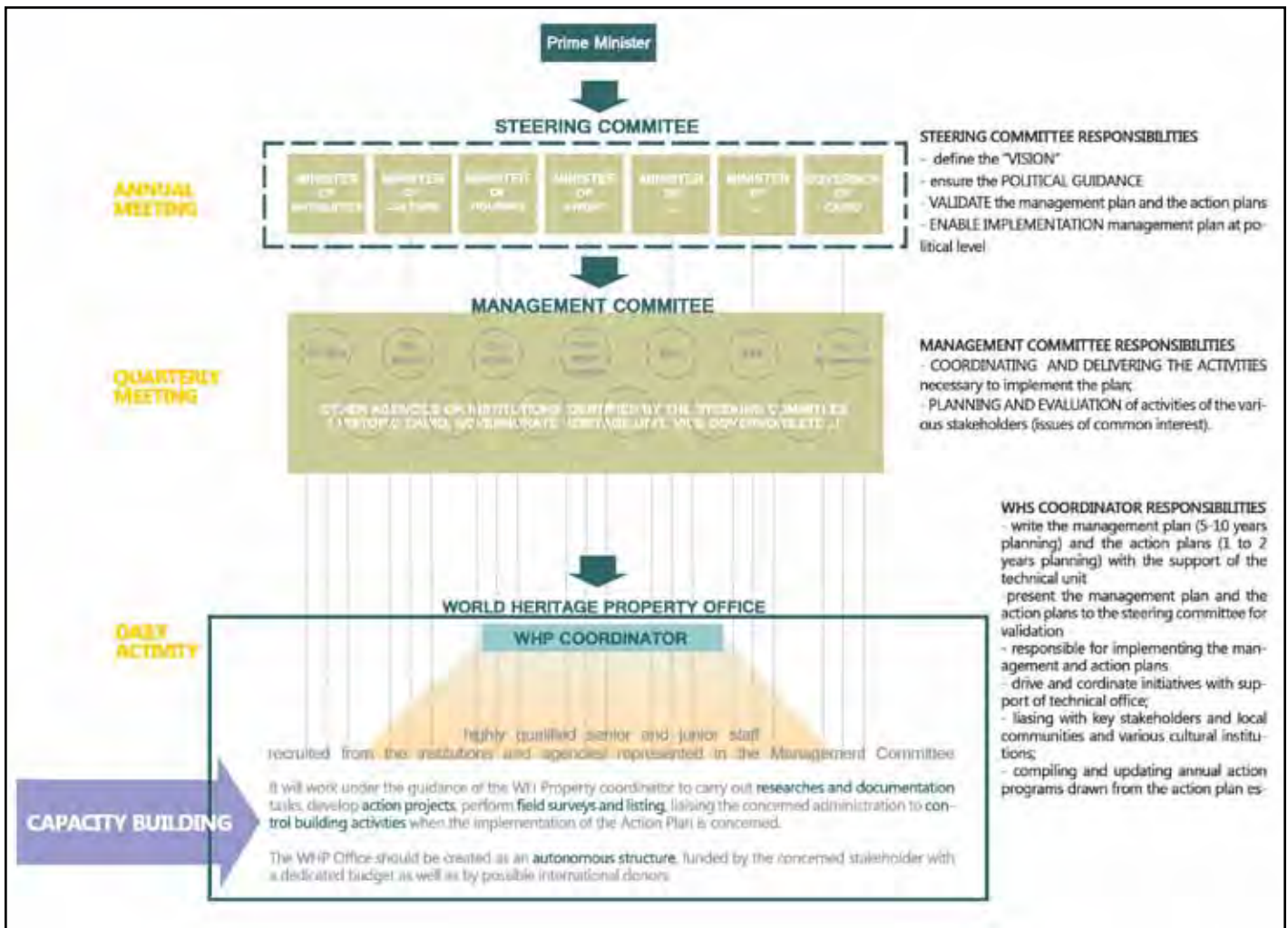


Fig. 9 Diagram showing the management structure proposed by URHC for the management of the Historic Cairo WH Property

### 1.4.3 The nascent system

In 2013, this proposed structure was shared with the main stakeholders, i.e. the Governorate of Cairo and the MoA. While it succeeded in focusing the institutions' attention on management issues, the various initiatives that resulted cannot yet be qualified as constituting a comprehensive vision for the preservation and revitalisation of Historic Cairo in the framework of a coordinated approach.

As was previously underlined, the Prime Minister's Decisions in the summer of 2014 regarding the Inter-ministerial Committee and the technical unit dedicated to Historic Cairo represent a fundamental step towards achieving the required coordination. Great steps still have to be made towards recognising the importance of creating a shared vision with well-informed goals

and objectives. The full extent of the site's OUV has to be kept in mind when drawing up strategies so that all the factors that contribute to the site's value are protected and enhanced. The usual monumental approach and the multitude of urban challenges often lead to key aspects of the WH Property (e.g. the visual impact, its intangible values) being overlooked.

A committee is ineffective unless it has the authority, the initiative, and the means to take things forward and make them progress. The structure of the outlined Inter-ministerial Committee is one in which most of the different stakeholders and interests are represented – which is fundamental – but it can only be effective to the extent to which it has a vested interest in achieving its goals, and if it has the tools for implementing them. Financial resources are not the only tools needed; much of what is required for an effective Management

Plan consists of well thought-out policies and ways of implementing them.

The work of the URHC Project should be beneficial to all stakeholders. In particular, it could lay foundations and represent an important asset for the future work of the WH Property's technical unit. For this to happen, it will be necessary for all issues identified by the URHC team to be taken forward within the Committee and principally within the new administrative body, the "Agency for Historic Cairo".

According to information received by the URHC Project team, this Agency – created as a joint entity transcending the boundaries of each individual organisation – will consist of staff from at least the MoA, the Governorate of Cairo and the Ministry of Housing (MoH). The clear definition of the Agency's tasks and its tools for implementing them should be prioritised. Capacity building for officials would help establish the sustainability and effectiveness of this Agency in protecting and enhancing the WH Property.

Another key point is the importance of selecting a qualified and motivated WH Property Coordinator. This person's responsibility would be to bring the stakeholders together on issues related to the WH Property as an overall entity and to guide the technical autonomous structure. The Inter-ministerial Committee would therefore have somebody capable of supplying it with information, requesting its responses, and creating a loose structure that could deal with joint issues related to the Property.

## 1.5 ADDITIONAL STUDIES

Several sector studies were carried out in the first phase of the URHC Project to evaluate factors affecting the living conditions as well as the physical and environmental conditions within the WH Property. The main results have already been presented in the first report, which identified the need for deeper insight on specific items. The following is a short presentation of additional studies carried out to provide information on various elements with the intent of enriching the corpus of background knowledge needed for preparing a Management Plan.

The studies carried out as part of the URHC Project are not meant to be comprehensive; rather, they offer an overview of various aspects that must be taken into consideration in managing the area. The circumstances in which the URHC Project operated made it impossible to cover a number of fundamental issues, including traffic, real estate and the housing market; environmental issues beyond waste disposal; infrastructural networks (drinkable water supply, sewage and drainage systems, power distribution systems); and possible funding options and financial aspects of urban rehabilitation. General studies on these elements are still lacking and should be a priority for the preparation of a Management Plan. Of course, the future daily management of the site will require more thorough studies and more detailed information about specific purposes, in narrowly delimited areas, following the example of the Action Project area's methodology.<sup>15</sup>

### 1.5.1 Preliminary study of waste disposal management in Historic Cairo<sup>16</sup>

This report collects and organises existing available information. It provides an initial description of the different types and modalities of public service provision and community practices for waste disposal currently in use; it also outlines critical issues. It ends by tracing the outlines of comprehensive study programme for Historic Cairo with the goal of designing a waste disposal system as part of Historic Cairo WH Property management.

Tackling Solid Waste Management (SWM) problems in Cairo involves methodological problems. Some elements revealed by the SWM study include data shortage, a lack of readability and the involvement of multiple actors. The method proposed therefore stresses the need for ground-level observation and investment in the field approach (actors, observation, etc.) to facilitate the development of a SWM action plan for Historic Cairo via the following:

- The identification of specific technical problems;
- The categorisation of problematic zones per prob-

<sup>15</sup> See Chapter III for details about the Action Project area's methodology.

<sup>16</sup> See "Preliminary study of the waste disposal management in Historic Cairo", Lise Debout, June 2012, Digital Annex III.1.

lem type (collection, generation, capacity to be served, etc.);

- The review of solid waste management stakeholders in Historic Cairo, including their statuses, activities and potentials (as regards equipment, knowledge, etc.);
- A comprehensive approach to the problems faced per area;
- The financial resources available from public authorities, private actors, and inhabitants;
- Information on community habits.

The SWM Plan for Historic Cairo should combine the various resources and potential skills of stakeholders. To guarantee the project's durability, it has to be built hand-in-hand with local stakeholders (public authorities, private companies, communities, the informal sector, etc.). Different forms of cooperation can be imagined to bring together the local community, assessing its opinions and providing public information.

The Action Plan should be organised both geographically and per sector (i.e., considering recycling issues at the scale of the entire area; incorporating different levels of organisation, both at the supra-local level and with community-level committees; and solutions designed for both the overall and community scales).

### **1.5.2 Frozen assets study<sup>17</sup>**

Contrary to prevailing impressions about Historic Cairo, significant portions of the area suffer from low population density. This study focuses on housing rehabilitation issues in Historic Cairo, highlighting the need to maximise the value of frozen and underused assets.

A considerable number of existing properties consist of either empty plots of land full of rubbish and debris, partially ruined structures, or empty buildings. This misuse of existing resources hinders the urban revitalisation of different neighbourhoods, since most of these properties are either owned by multiple owners or by governmental agencies that are not interested in effectively using them. For this reason, the study focused on dilapidated areas in Historic Cairo, conducting a plot-by-plot survey for in-depth information in

two pilot areas: Arab Al-Yassar and Boulaq Abul-Ela.

The potential for housing rehabilitation in Historic Cairo and for investment in inner-city development continues to go untapped. Using this resource would benefit the city of Cairo at large, since it would contribute to the revitalisation of the centre's social, economic and cultural vitality. Interviews conducted with various groups in the two study areas show that housing rehabilitation is the first and utmost priority for the vast majority of respondents, including business owners. However, this long-term process will need to involve well-coordinated and integrated efforts, complex institutional frameworks, the cooperation of different governmental and non-governmental entities, and most importantly, accounting for Historic Cairo's inhabitants as the main partners and driving force behind it.

It is also clear that significant parts of Historic Cairo suffer from misuse, underdevelopment and low population and activity densities for a number of reasons. However, underdevelopment should not be seen solely as an obstacle but also as an opportunity. Such conditions need to be addressed on the planning level to identify concentrations within these areas and to create locally adapted revitalisation plans for each one, including financial mechanisms and legal measures necessary for expropriating properties if applicable. This process should allow the owners of these properties to become shareholders in such development schemes. Some of these properties could be also used to provide necessary neighbourhood services in different areas of Historic Cairo.

The study suggests some measures for both pilot areas, which if implemented could serve as models for developing such areas, and also for the whole of Historic Cairo later on.

### **1.5.3 Sustainability of commercial and productive activities<sup>18</sup>**

This report focuses on the consequences of the uncontrolled spread of formal and informal commercial and productive activities into public spaces and their ef-

<sup>17</sup> See "Study on frozen assets, Historic Cairo", Karim Ibrahim, December 2012, Digital Annex III.3.

<sup>18</sup> See "Living and working in Historic Cairo: Sustainability of commercial and productive activities", Dina Shehayeb, December 2012, Digital Annex III.4.

fects on the liveability of Historic Cairo. It analyses how this process affects the urban fabric with regard to heritage values, residential and non-residential uses, mobility and accessibility, and environmental conditions and risks. Using in-depth qualitative data analysis, it outlines different forces currently in action and the constraints on existing potentials, with the goal of understanding the basis upon which local community members weigh trades-off, make decisions, and act.

The report analyses the network of productive activities in a case study area as well as the morphological transformation and dynamics that have affected it. Recommendations are made at different levels.

If local development is left without intervention, the built environment will eventually be completely transformed to accommodate higher building and residential densities. Semi-public space will become more public and will suffer a decline in quality; pedestrian dominance will decrease, and commercial activities catering to the local population may displace traditional workshops, which will become harder to operate as it becomes more difficult for them to sustain their productive activity networks and the mobility required to reach them.

The Management Plan needs to include a strategy for redirecting the demand side if any impacts on or changes to the current dynamics are to be sustainably made. Changing the acceptable quality of the demand in living and working conditions would positively influence the dynamics of the local development process and its outcomes. Changing the acceptable quality of the demand for handicraft products from Historic Cairo workshops would help maintain high quality products that would in turn sustain heritage values, especially for traditional crafts. Changing the quality of the demand side can only occur by raising awareness of local development and the benefits of heritage conservation. Aside from revising regulations and efforts to raise awareness, the Management Plan should include a list of short-term and long-term actions. Examples are included in the report's recommendations for the study areas, which are intended to serve as an example of a methodological approach that could be extended to the rest of Historic Cairo.

#### **1.5.4 Egyptian legislation in relation to the rehabilitation of Historic Cairo<sup>19</sup>**

This very detailed analysis of the current institutional and legal framework provides an overview of Egyptian laws that play important roles in, influence or sometimes hinder the protection of the WH Property of Historic Cairo.

The report is organised into the following chapters:

- Legislation concerning construction, demolition and existing buildings;
- Laws regulating the relation between landlords and occupants;
- Legislation related to the ownership of properties;
- Legislation concerning land uses and laws regulating shop activities;
- Laws related to environmental issues;
- Other legislation affecting the protection of Historic Cairo;
- Building violations and penalties.

During the development of the URHC Project, it became clear that there is no awareness of how certain regulations may adversely affect the historic fabric and related conservation policies, nor do the various institutions involved share knowledge of the diverse legal aspects of these regulations and legislation. A revision of the legal framework and specific training for all staff involved in the site's management must be considered top priorities.

#### **1.6 THE WEBSITE: A SHARED INFORMATION TOOL**

The need for an information platform for urban conservation was identified at the beginning of the URHC Project. To meet this need, the project developed two different tools.

First, it created a first nucleus of a GIS, to be used in future collaboration by the various institutions and agencies involved. This involved creating a database on the building stock and the urban, architectural and

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<sup>19</sup> See "Egyptian legislations in relation to the rehabilitation of Historic Cairo", Hassan Fahmy and URHC, July 2013, Digital Annex III.6.



archaeological heritage of Historic Cairo.<sup>20</sup>

Second, a website on the project was created to provide information on all URHC activities and research work as part of the URHC's awareness campaign. The website "urhcproject.org" contains:

- URHC Project documents and reporting, in both English and Arabic;
- Surveys for the assessment of urban heritage values in Historic Cairo. An interactive map gives access to the survey results and the respective assessed values, as well as supporting photographic documentation that offers a unique image of the site in 2011;
- Full reports of the Sector Studies done as part of the project;
- A visitors' map of Historic Cairo, including information on the area's outstanding attributes: architectural ensembles and masterpieces, main pathways, landmarks, museums and cultural centres. The map also provides details on festivals, markets, craft workshops and traditional shops.

In targeting different groups, the website aims to promote the involvement of the general public in spreading information and increasing awareness about the project's goals and objectives, and about the actions both planned and undertaken during the different phases of its development.

When it becomes the responsibility of the technical unit for Historic Cairo, this kind of tool should be developed into an interactive documentation centre (or "Historic Cairo Urban Centre"). As such, it could serve as the hub of information exchange between the group responsible for managing Historic Cairo and the outside, with dedicated sections for different target groups:

- other stakeholders, including inhabitants;
- professional groups and the academic world;
- and, finally, tourists.



Fig. 10 Homepage of URHC website

<sup>20</sup> See Chapter II for more details about the database.

## Chapter II

### TOWARDS A CONSERVATION PLAN

#### II.1 Conservation Zones and Sub-Zones in the Property Area

##### II.1.1 General Protection Measures for the WH Property

#### II.2 The Inventory of the historic fabric

##### II.2.1 Cartographic base

##### II.2.2 The survey

#### II.3 Classes and categories of interventions of Buildings

##### III.3.1 Heritage value of the buildings

##### III.3.2 Classes of buildings

##### II.3.3 Categories of interventions

#### II.4 Classes and categories of interventions of Open spaces

##### II.4.1 Heritage value of the open spaces

##### II.4.2 Classes of open spaces

##### II.4.3 Categories of interventions

### II.1 CONSERVATION ZONES AND SUB-ZONES IN THE PROPERTY AREA<sup>1</sup>

Conservation policy for Historic Cairo cannot be based on localised restoration projects for buildings and delimited areas, even when these projects cover the length of a street or the perimeter of a square. The restoration of monuments or complexes and the improvement of infrastructures remain partial efforts in the conservation of the historic urban fabric and its heritage values. A broader regulatory and planning framework must be established and enforced to control the transformation process and the changing role of the historic core, listed as belonging to World Heritage.

To this end, URHC's 2011 assessment of Historic Cairo's urban heritage values<sup>2</sup> demonstrated the presence of different historic layers and different urban fabrics and

highlighted the need for a diverse range of protection measures. It identified sub-zones that were assigned higher or lower degrees of protection as well as "sensitive areas"<sup>3</sup> within the WH Property.

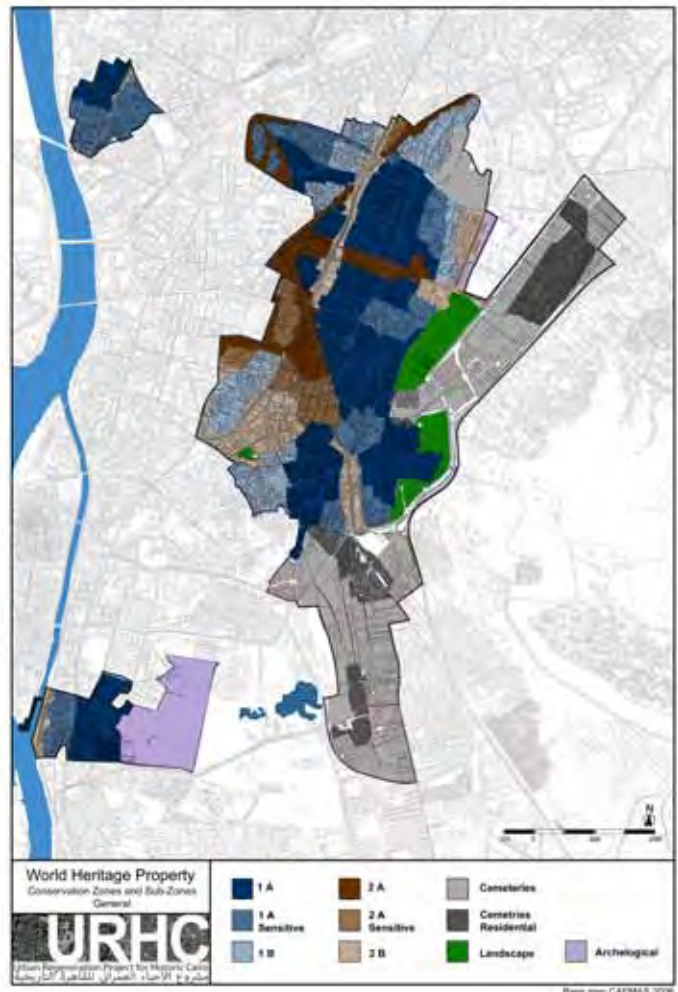


Fig.1 Conservation zones and subzones drafted by URHC, 2011

The conservation zoning initially proposed for the WH Property was structured as follows:

- Zone 1: Pre-modern protected urban areas, including the "pre-modern" urban fabric, where the anchors and the street pattern dating to prior to the 19th century have been preserved.
- Zone 2: Transitional urban areas, including the "modern" fabric created after the 19th century predominantly by street cuts and the filling of canals and lakes in the "pre-modern" fabric.
- Zone 3: The monumental cemeteries, including the northern and southern necropolises.
- Zone 4: Archaeological areas, including Al-Fustat archaeological site, and the excavated parts of the historic city walls.

<sup>3</sup> Shiakhas that don't fulfil all the criteria for heritage values, or that score highly only in one of the five aforementioned criteria are considered to be sensitive areas.

1 For more details, see "Chapter III: the proposal of protection measures for the WH Property" in the "First Report on the Activities, July 2010-June 2012", Digital Annex II.1.

2 Based on a preliminary field survey that took into account five assessment criteria meant to evaluate the physical integrity and intangible values of the historic urban fabric. These five criteria are: architectural heritage, street alignment, land subdivision patterns, compactness of the built-up fabric, and activities/uses of the urban spaces. The sum of the grades assigned to the criteria defined the heritage value of each shiakh.

- Zone 5: Parks and landscape protection areas, including parks in the site, and undeveloped areas surrounding the Citadel.

### II.1.1 General Protection Measures for the WH Property

Based on the urban heritage values assessment carried out by the URHC Project, it was possible to establish general protection measures for non-listed buildings,<sup>4</sup> as well as for new construction on vacant plots and ruins. These proposed measures were meant to allow the relevant administrations to improve the environment and liveability of the site while enhancing heritage values.

The following general protection measures proposed in 2011 were meant to reinforce the framework outlined by the Decree on “areas of peculiar value”, taking into account the requirements of the WH Property:

- No new street cuts or widening should be undertaken to improve vehicular traffic. Only interventions such as maintenance, paving and landscaping should be allowed, and these to improve pedestrian mobility. However, the creation of small parking lots can be allowed on empty plots with no heritage value.
- Total demolitions, partial demolitions or reconstructions should not be allowed for listed buildings registered by the SCA, nor for “buildings of peculiar value” identified by the Governorate and the NOUH. Only conservation interventions that consider the historic building in its entirety should be allowed. For this reason, existing regulations should be revised to ensure adherence to international standards.
- The demolition of non-registered buildings in the Property should only be allowed on the basis of the Conservation Plan, or other approved planning tools, and this according to procedures established by the Management Plan. Before these tools are established, a body created by competent local authorities (such as the NOUH or the Cairo Governorate) must approve the demolition, following a detailed study of the building. To this end, all de-

crees allowing demolitions in the property area should be temporarily suspended.

- No demolitions should be allowed without reconstruction that respects guidelines established in the conservation plan, or in approved planning tools. All interventions, whether reconstruction or new buildings, should be subject to the limitations proposed for the conservation zones and sub-zones. The maximum building height, in particular, should consider the urban context (i.e. street width, average height of adjacent blocks, and the presence of monuments).
- Basic architectural regulations should be applied to ensure the blending of new interventions with the historical fabric, and the use of compatible traditional building techniques and materials.
- Only limited redevelopment interventions should be allowed, while regulating the maximum surface area and the number of plots that can be merged or subdivided (no more than two or three plots).
- Land use measures should be enforced to avoid activities that endanger the urban fabric and worsen its liveability, such as large-scale or polluting industries and wholesale activities. The adaptive reuse of monuments, listed buildings, and other buildings in the site should be encouraged for activities that are compatible with the historic urban context.
- Archaeological areas should be classified as “non-aedificandi”;<sup>5</sup> where further construction and infrastructural interventions should be avoided, except for the purposes of research and presentation.
- Parks and landscape protection areas that provide a view over the monuments and the skyline of the city should also be classified as “non-aedificandi”. They should not be affected by construction and infrastructure, except for reasons of pedestrian accessibility.

Furthermore, specific protection measures were assigned to the subzones of the conservation zones in the WH Property.<sup>6</sup>

<sup>5</sup> A zone or a pathway in which construction is forbidden.

<sup>6</sup> For more details, see “Chapter III: the proposal of protection measures for the WH Property” in the “First Report on the Activi-

<sup>4</sup> According to Law n° 144/2006, interventions concerning the reconstruction of non-listed buildings should be submitted to the NOUH.

## II.2 THE INVENTORY OF THE HISTORIC FABRIC

Protection measures for conservation zones and sub-zones provide a framework for interventions in listed and non-listed buildings, open spaces and urban areas of the WH Property; they need to be complemented with detailed analysis and tools. The preparation of an appropriate and non-arbitrary regulatory scheme to control building activities must be grounded in detailed knowledge of the elements that make up the urban fabric. This is made possible through the creation of an Inventory.



Fig.2 Map showing the areas covered by the survey conducted for the inventory

As a pilot experience, the Inventory conducted in this phase of the project covers some areas within the perimeters of the Action Project, selected for various reasons as being highly representative of the most dilapidated residential historic fabric.<sup>7</sup>

Through a series of field surveys, the Inventory built up a comprehensive information platform.<sup>8</sup> The latter allows for the definition of different degrees of protection within the conservation zones and sub-zones. It also makes it possible to identify potential interventions that take into consideration a building's specific characteristics, conditions, and its relationship with the surrounding context.

Moreover, the information collected through the field survey made it possible to construct a database on

the buildings and open spaces in the areas indicated above. This represents an important tool for the analysis and implementation of planning and development policies.

On one hand, making the Inventory represented an opportunity to carry out capacity building at institutional level for the technical staff of various governmental bodies.<sup>9</sup> The assessment process helped the staff develop the ability to recognise and evaluate heritage components and their values, and to use electronic tools for mapping and organising this information. On the other hand, it was also an opportunity to raise awareness among inhabitants and to receive feedback from their perspectives. This awareness campaign was initiated through outreach events in the area targeting different social, gender and age groups.

Additionally, the Inventory was used as a framework for other activities, field surveys and studies.<sup>10</sup> For example, the sector study on awqaf properties and their management used the Inventory to analyse the situation by cross-referencing various data, such as ownership data overlapped with information on architectural value, state of conservation or usage and to produce the subsequent maps.<sup>11</sup>

The map update and the survey described below should be extended to the whole site and continued with systematic updates to the information (maps of transformations/demolitions or new construction, and information on buildings and open spaces). This would constitute the information platform necessary for implementing the Conservation Plan for Historic Cairo.

<sup>9</sup> The on-the-job training session for twelve employees from four different governmental bodies, all involved in the management and protection of the Historic City: Cairo Governorate. See Chapter I.

<sup>10</sup> A study on awqaf properties and management, a study on the monuments listed in the Action Area, a study on craft activities, a study on solid waste management, etc.

<sup>11</sup> Within the URHC Project, two types of data representation were chosen for the GIS: the "single mode" and the "integrated mode". The "single mode" is the drafting of thematic maps representing the information stored in a single record of the database. The "integrated mode" is a cross-sectional representation of data stored in different records of the database. The integrated mode normally comes after a first reading of the thematic maps produced with the single mode, thus after the identification of critical points or single data that need to be compared.

ties, July 2010-June 2012", Digital Annex II.1.

<sup>7</sup> See Chapter III, Section 2.3.

<sup>8</sup> Conducted between May 2013 and May 2014.



## II.2.1 Cartographic base

In this framework, taking the Inventory required the preparation of a detailed and up-to-date digital map<sup>12</sup> of the site to be used as a basis for the Geographic Information System. Because of their accuracy and scale, the cadastral maps (dating from the 1930s) purchased from the Survey Authority were selected as base maps. An update recording the changes that have taken place in the urban fabric from the 1930s to the present was carried out in a preliminary field survey.

The changes recorded were quite dramatic. They include:

1. Systematic interventions – e.g. the merging of several plots, the subdivision of a plot, and demolition or reconstruction with setbacks or extensions of individual buildings – that have had an impact on a broader scale in relation to their density;
2. Disruptive changes that abruptly changed the pattern of the urban fabric, such as opening of new streets inside a plot, or the infill of major ruined or vacant areas.



Fig.3 Two examples of disruptive modifications in Al-Khalifa and Darb Al-Hosr: the infilling of areas previously marked as ruins in the 1930s cadastral map.



Fig.4 In this example, the vacant open area behind Hamam Al-Atareen, set at the level of the Bath's roof, was gradually filled with informal construction and separated by a wall from the neighbouring plot of a mosque-madrassa.

12 The paper format of the cadastral map was scanned and inserted as a raster image in the GIS. It was rectified and geographically referenced to a general map (a 2006 CAD-referenced format provided by CAPMAS). The modifications were drawn directly in the GIS from notes taken in the field.

### II.2.2 The survey

The retrieval of data for the Inventory took place in the field by means of visual analysis, carried out from the street and some high observation points, normally without entering the buildings or interviewing the residents. It consisted of three main types of data:

- Records of the relevant physical and functional features;
- An evaluation of the state of conservation, the architectural quality and other relevant aspects, which implies a judgement based on pre-established criteria;
- The relation of buildings or areas to their surroundings.

The survey forms on which the required information was collected were designed and structured to enable the direct entry data into the GIS system.<sup>13</sup> This includes codified fields that refer to two types of urban objects:

1. Buildings
2. Portions of open spaces

While the “building identification” refers to single structures and elements in the urban fabric, the subdivision of the streets and open spaces was subject to number of factors:

- Changes to the cadastral name of the street/open space;
- Changes in the physical dimensions of the space;
- The relation of buildings or areas to their surroundings.
- Significant changes to the function of the street or the open space.

Each object identified in the GIS and surveyed for the purposes and goals of the Inventory was documented with photographs.<sup>14</sup>

<sup>13</sup> Two different survey forms were drafted for the two objects of the analysis (buildings and open spaces) to investigate factors that influence the heritage values and the preservation of each of the urban objects. See “Building survey form and open space survey form” in “Guidelines to the survey of buildings and open spaces”, URHC, 2013, Digital Annex II.3.

<sup>14</sup> This photographic documentation represents a very important digital photographic archive of buildings and open spaces that can later be used as a visual reference for the assessment of future transformations.



Fig.5 Photo documentation of samples of the buildings surveyed for the Inventory

This fieldwork was followed by many hours in the office dedicated to the digitisation and organisation of the retrieved data.<sup>15</sup>

The specially designed forms are divided into parts.<sup>16</sup> Each section documents and addresses issues and characteristics that will be needed to implement building regulations and the Conservation Plan, with an evaluation that results from the set of questions in the forms. The final section of each form synthesises the general evaluations of all the previous sections.

<sup>15</sup> The logistics of the in-field survey and of data work in the office should be assessed according to the number of technical staff available, and according to their skills.

<sup>16</sup> See “Guidelines to the survey of buildings and open spaces”, URHC, 2013, Digital Annex II.3.



Each building analysis survey form includes:

1. Building General information. In this section, the surveyors collected overall information about the building. The building was to be surveyed from the exterior in order to collect any information readable from its façade.
2. Building layout. This section was meant to identify the overall appearance of the building being analysed. This included categorising its volume, its occupancy and its relation with the street front, as well as with the street boundary lines.
3. Building functions. This section identifies the types of uses and activities present in the building.
4. Structure of the building. In this section, the surveyors were called to investigate in further depth the characteristics of the building as regards its materials, its structure and its overall state of conservation.
5. Architectural value and integrity. This section appears at the end of the building survey form and asks the surveyor to investigate the integrity and urban context of the building.
6. Overall architectural value. The last section of the form assesses the building's comprehensive evaluation by attributing a class to it. The class refers to a cross-appraisal of several factors that lead to a univocal label for the building.

Open spaces analysis survey form:

1. Open space/street general information
2. This section of the survey form collects overall information regarding the streets/open spaces. All information available on site was to be documented and filled in on the survey form. However, some information was also to be retrieved from cadastral maps, especially names and the typology of streets and some open spaces.
3. Use and Users. In this section, the use (i.e. function) of the open space/street was to be indicated. Furthermore, all the possible users of the open space or the street were to be identified.
4. Material. In this section, information regarding the surface materials was to be collected and their state of conservation evaluated.
5. Open space/Street general quality. The final section of the survey form has to do with an overall

evaluation of the open space. This evaluation is a synthesis of the previous sections of the survey.

The surveyors needed to have a common outlook and shared criteria for recognising and assessing heritage features in order to produce a reliable and objective Inventory of the urban elements, based on clear and verifiable evaluation criteria. For this reason, the URHC Project produced guidelines in English and Arabic for filling in the survey forms and for recognising and assessing the features of buildings and open spaces. The guidelines were and are meant to be a tool to be used by the surveyors both on-site and in training sessions. They were successfully used as supporting reference materials for on-site training.



Fig.6 Cover of the guidelines to the survey of buildings and open spaces drafted by URHC, 2013

The Inventory data created in the GIS can either be integrated into or compared with other GIS used by the various governmental bodies.<sup>17</sup> However, to integrate it into other existing databases, it will be necessary to account for consistency across different data systems (as regards data type and structure).

<sup>17</sup> See "GIS system for the management of the UNESCO property, Final Report", Luca Lanzoni, February 2014.



## II.3 CLASSES AND CATEGORIES OF BUILDING INTERVENTIONS

### II.3.1 Heritage value of the buildings

The data collected and analysed made it possible to identify two sets of values used for a building's classification: the heritage values (building focus) and the contextual value (relation with the environment).

Regarding heritage values, the following parameters have been taken into account:

- The architectural class is the overall assessment provided by the survey form for buildings. It is a cross-appraisal of several factors leading to a univocal label for the building. In attributing the class, the following factors are taken into account: typology (quality and diffusion), construction techniques, and representativeness of historic era or cultural group (being significant or adding character to the neighbourhood or immediate surroundings).
- The listing status is an important factor because it has management and preservation implications as defined by law.

Regarding contextual values, the following parameters have been taken into account:

- The alignment of the building front with the street line is symptomatic of the building's integrity, and the respect of the original urban morphology.
- The building's integrity is expressed through the modifications that have occurred to the overall building. Considering that the integrity of single buildings affects the integrity of the urban fabric as a whole.
- Additional factors on the relationship of the building to its context include: being a cultural or visual landmark, and being in contrast or not with the urban setting. The value of the building lies in its relation to its context and in its homogeneity with or disturbance to the historic urban fabric.



*Sabil-Kuttab, Bayn al-Syareg street*

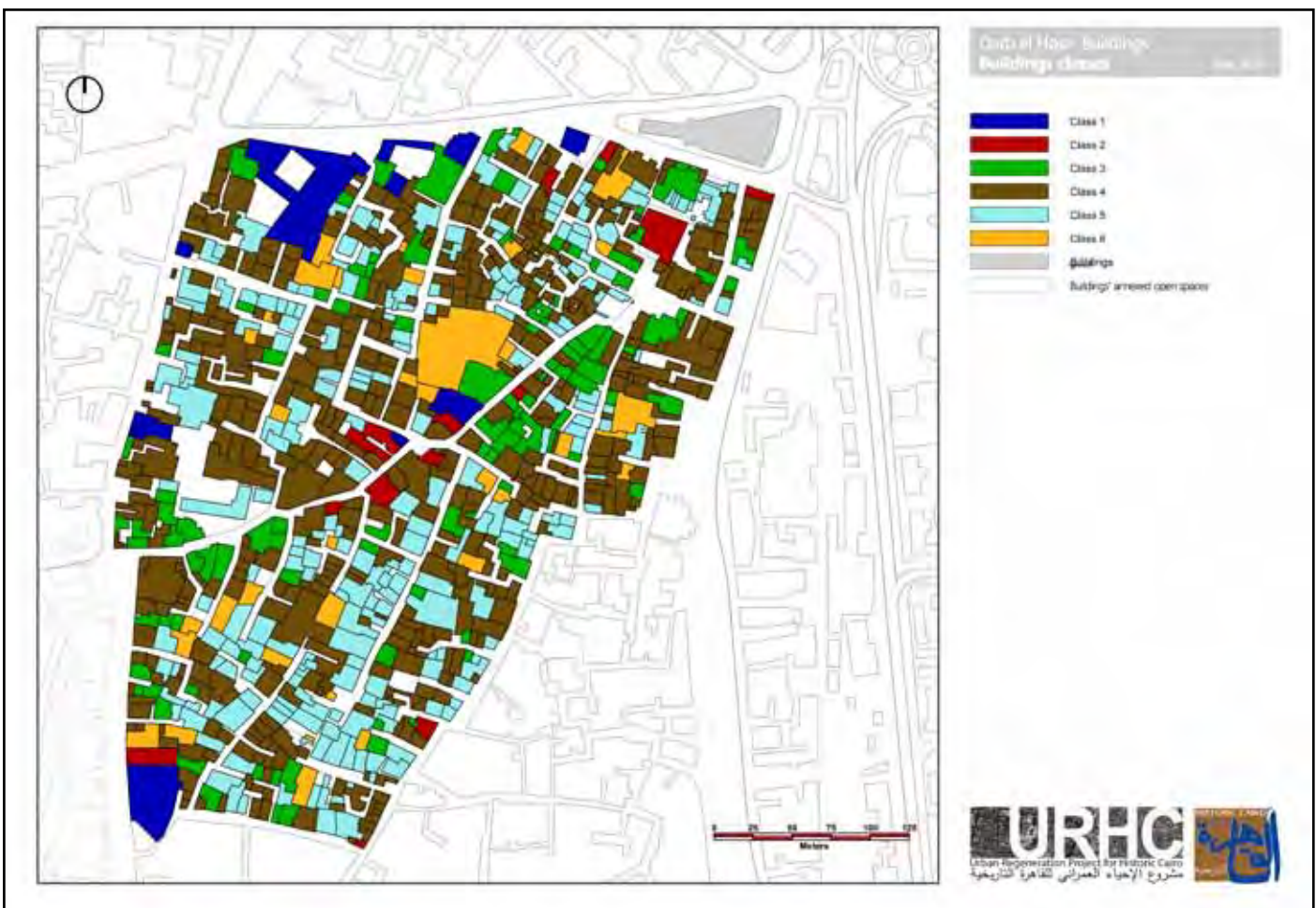
### II.3.2 Classes of buildings

The classification of buildings is a fundamental step towards assigning defined protection measures and controls on the building's activities, each based on each building's value and that of the zone in which it is located. The classification undertaken was based on the outcomes of a detailed field survey, and took into consideration the aforementioned set of values and the building footprint.<sup>18</sup> This led to the identification of 48 building sub-classes. These sub-classes, although different in their particular combinations of values, can be grouped into 6 macro classes, each corresponding to buildings of equivalent heritage interest that can be subject to similar types of interventions.

Class	Heritage interest
Class 1 VERY HIGH	<ul style="list-style-type: none"> <li>Includes those buildings of <u>outstanding or high</u> architectural value that become landmarks in the cityscape because of their exceptional architectural features and their uniqueness.</li> <li>These buildings are <u>registered</u> in the national inventories according to the "Protection of Antiquities" Law n° 117/1983 and Law n° 144/2006.</li> <li>They generally present <u>continuity with the street alignment</u> and have good level of <u>integrity</u> in their features. <u>Some overall modifications</u> might have occurred without altering the uniqueness of the building, the characteristics of the typology and/or the relationship of the building with its surroundings.</li> <li>To this end, <u>partial ruins</u> and <u>buildings under transformation</u> that are listed in the national inventories due to their <u>high or outstanding value</u> are also included in this category.</li> <li>Due to the consistent transformations of the overall urban environment these buildings might appear to be in contrast with their overall setting, but they have embedded in them the features and scale of the city during past historic phases.</li> </ul>
Class 2 HIGH	<ul style="list-style-type: none"> <li>Includes <u>not listed</u> buildings of <u>outstanding or high</u> architectural value,</li> <li>Buildings of <u>fair</u> architectural value but <u>registered</u> in the national inventories according to Law n° 144/2006 are also included.</li> <li>They can represent <u>visual or cultural landmarks</u> in the neighbourhood and in the city.</li> <li>Also includes <u>buildings under transformation</u> that are <u>not listed</u> but with high <u>architectural value or registered as being of peculiar value</u>.</li> <li>They generally have footprints <u>contiguous to the street alignment</u>, although some extensions or setbacks might be present. All the buildings must have a good level of <u>integrity</u> in their features. <u>Some overall modifications</u> might have occurred without altering the uniqueness of the building, the characteristics of the typology and/or the relation of the building with the surroundings.</li> </ul>
Class 3 FAIR	<ul style="list-style-type: none"> <li>Includes those buildings of <u>fair</u> value that individually contribute to making up the general neighbourhood character and the general historic character of the city. The character is shown in the building materials and techniques, in relevant typological features and architectural elements.</li> <li>These buildings are mainly <u>not registered</u> in national inventories, with the exception of certain buildings of <u>peculiar value</u> for which the architectural value is fair.</li> <li>They can be <u>continuous</u> or <u>extended/set back</u> from the street line.</li> <li>Similarly, both <u>modified and non-modified buildings</u> are included.</li> <li>The <u>buildings under transformation</u> that exhibit the aforementioned characteristics are also included in this class.</li> <li>The <u>partial ruins</u> with <u>fair</u> architectural value (<u>listed or unlisted</u>) are included in this class, regardless of their modifications and/or their alignment with the street.</li> </ul>

<sup>18</sup> To create a comprehensive classification, the set of values were analysed in relation to the building footprint status: built, partial ruin, under transformation, under construction, makeshift, total ruin, un-built.

<p>Class 4 ORDINARY</p>	<ul style="list-style-type: none"> <li>Includes those buildings of <u>low</u> architectural value, <u>not registered</u> in national inventories, which constitute an integral part of the urban fabric. These buildings do not hinder the perception of the historic ensemble nor do they add value to it.</li> <li>They can be <u>continuous</u> or <u>extended/set back</u> from the street line.</li> <li>Similarly, both <u>modified and non-modified buildings</u> will be included.</li> <li>Also, those buildings classified as <u>no architectural value</u> that nonetheless respect the street alignment and are not in contrast with the urban settings are included.</li> <li>Buildings of Class 4 cannot be defined as being in harmony with the urban environment due to one or more of the following factors: their typology, building techniques, materials, etc. Nonetheless they do not hinder the overall perception of the urban landscape, by respecting height and visual connections.</li> <li>The <u>buildings under transformation</u> that exhibit the aforementioned characteristics are also included in this class.</li> <li>The <u>partial ruins</u> with <u>low</u> architectural value and which are <u>not listed</u> are included in this class, regardless of their alignment with the street.</li> </ul>
<p>Class 5 INCONSISTENT</p>	<ul style="list-style-type: none"> <li>Includes all those <u>buildings</u> or <u>buildings under construction</u> with <u>no architectural value</u> whose features disturb the overall historic urban landscape.</li> <li>The disturbance occurs due to the height of the building, its features, its materials or its land-use.</li> <li>This category includes those buildings and partial ruins with no architectural value, <u>not registered</u> in any national inventory, regardless of their street alignment and any eventual overall modifications that have occurred to them.</li> <li>The makeshifts are included in this building class.</li> </ul>
<p>Class 6 UN-BUILT</p>	<ul style="list-style-type: none"> <li>Includes empty plots that exist either because of a total demolition or because originally un-built, that represent a rupture in but also a potential for the urban fabric.</li> <li>They are not listed and have no architectural value.</li> </ul>





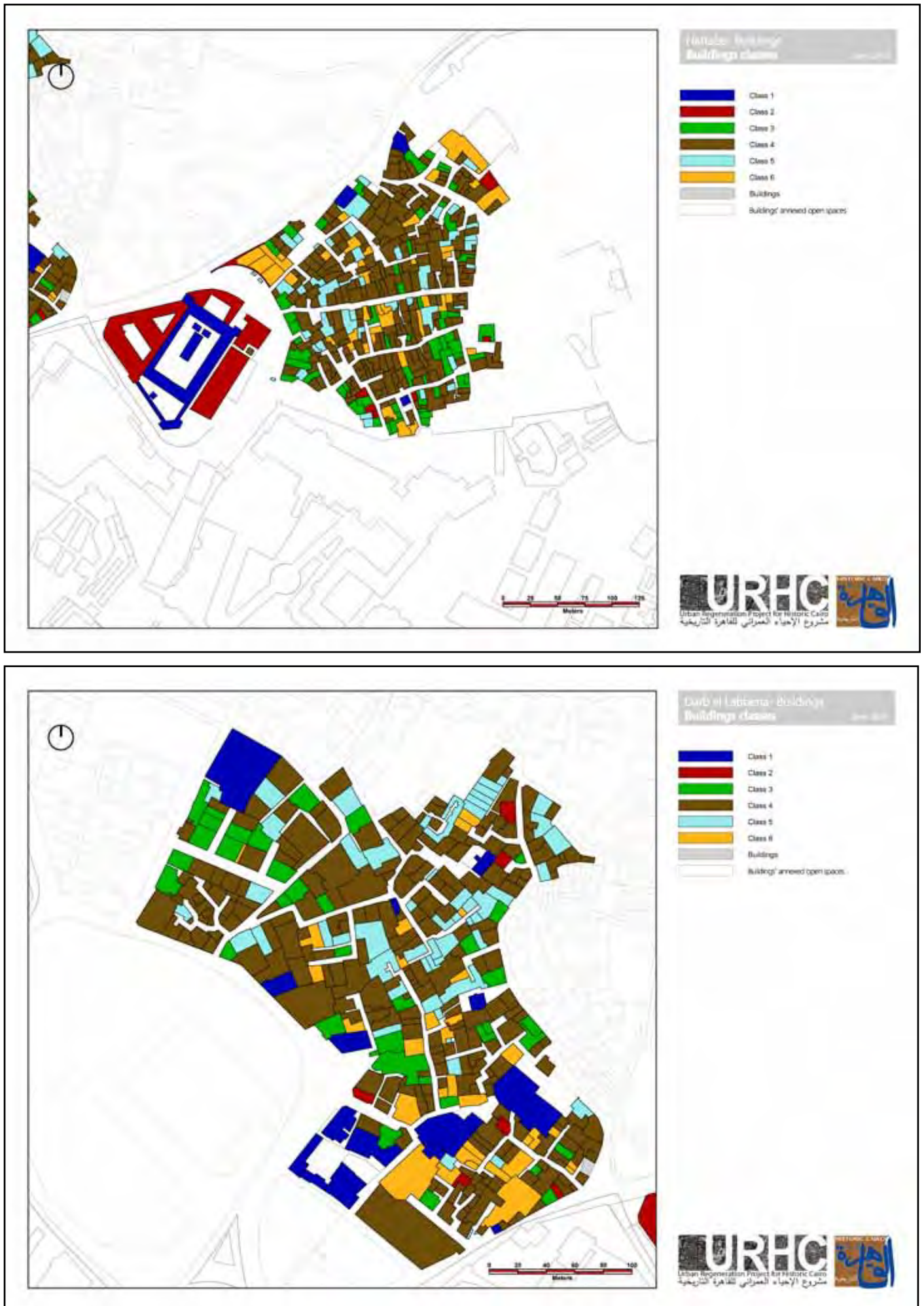


Fig.7 Maps showing the Classes of Buildings in Darb Al-Hosr, Al-Hattaba and Darb al-Labbena

### II.3.3 Categories of interventions

Interventions on the built environment<sup>19</sup> can be grouped into two categories: conservation or transformation, each comprising several sub-categories. The application of either of these categories is related to the class of the building as defined in the aforementioned Inventory.

#### **a. Conservation Interventions**

These interventions aim to protect the heritage features and to result in the preservation of their architectural features with no or few changes to their volume and height. Functions can be changed according to the principles of “adaptive reuse”. The following types of conservation intervention can be identified:

1. Restoration
2. Rehabilitation
3. Upgrading

These types of interventions should apply to any building of any heritage interest (not only listed or to-be-listed buildings), according to its architectural value. The latter should to be identified and classified based on a specific survey, following the example of the sample study undertaken in the Action Area, and aiming to recognise typological characteristics (architectural and structural characteristics, architectural elements, and all the other features that may be relevant to a conservation policy).

1. Restoration: According to current international standards, this type of conservation intervention refers to the act of returning the existing building to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

As stated in the Venice Charter, “the contribution of all relevant periods to the layout of the property and the architectural structure and appearance of the buildings must be respected. If a building includes the fabric of different historical periods, the choice to reveal the fabric of one period at the expense of another can only be justified when what is removed is of less cultural significance than the

fabric which is to be revealed.” To this end, anastylosis is allowed within the limits of the Venice Charter.

No demolition, removal, deformation or alteration is allowed in any form without the written approval of the competent authorities. In any case, no modification is allowed to the existing height, volume and footprint. Changes to present uses are allowed only within the scope of compatible activities as defined by the Conservation Plan.

2. Rehabilitation: This type of intervention aims to make the properties and buildings available for previous uses or for new uses, when the latter are compatible with the preservation of their spatial characteristics and architectural features. The intervention implies the adaptive reuse of existing volumes and structures with no major transformations. This type of intervention also implies the preservation and the reconstitution of the typological layout, the architectural structure and the decorative elements of the buildings. No transformation is allowed to modify the following elements:

- Articulation and layout of the volumes, including building heights;
- Building alignments;
- Façade composition and architectural elements, including the type and the shape and the roof and the openings;
- Façade decoration and finishes;
- Traditional materials and character of the construction.

In this type of intervention, existing inconsistent structures and additions have to be removed and replaced with structures that are consistent with the traditional character of the layout and building, following the above prescriptions. Furthermore, minor additions and alterations are permitted in order to make new uses possible, and to provide the necessary services and facilities, but only when allowed by the Conservation Plan. These transformations have to be integrated within the volume and the layout of the building, forming a consistent ensemble and using compatible building materials and techniques.

<sup>19</sup> These categories of interventions are applied when a Conservation Plan or other planning tools with legal value are in place, such as the detailed plans mentioned in the “Building Law” n° 119/2008.



1. Upgrading: An upgrading intervention implies the possibility of improving previous uses, and/or making the building available to new uses without its complete demolition, when these new uses are compatible with the preservation of traditional spatial characteristics and architectural features. Major changes to the building's layout, volume and height are allowed, with the removal and replacement of inconsistent structures and the construction of vertical and horizontal additions within the limits of Conservation Plan regulations.

Any and all interventions must be consistent with the building layout and must form a unique and integrated ensemble, using compatible building materials and techniques.

### **b. Transformation Interventions**

These interventions are aimed at transforming the existing buildings and structures with the goal of integrating them into the historic context, or at least mitigating their negative impact:







1. Remodelling and harmonisation
  2. Reconstruction
  3. Redevelopment
  4. Demolition
1. Remodelling and harmonisation: This type of intervention implies the transformation of an existing building to make it compatible with the historic urban context as regards its height and façades. It may include demolishing inconsistent additions, lowering the building's height in line with Conservation Plan restrictions, transforming the roof shape, reshaping or replacing the openings and other contrasting architectural elements, as well as harmonising the façade's composition, materials and colours.
  2. Reconstruction: This type of intervention, specifically indicated in the Conservation Plan, implies the possibility of demolishing and rebuilding an existing building in the same position following Conservation Plan building prescriptions. The aim is to re-establish the continuity of the historic urban fabric by using compatible and appropriate materials and building techniques. Reconstruction requires respecting street alignment, footprint, and the articulation of volumes. The recon-

struction's height cannot exceed the maximum established by the Conservation Master Plan, even if the previous building was taller than the latter.

3. Redevelopment: Redevelopment implies the possibility of demolishing and rebuilding an existing building, but in a different position, as identified and regulated by the Conservation Plan.
4. Demolition: This type of transformation intervention applies to an existing building (or a part of it) to be demolished, without intending to reconstruct or redevelop the land, which can only be cleared and made available for public or private purposes, including:
  - New landscape arrangements and urban infrastructure improvements, such as parking, gardens, or playgrounds;
  - Temporary shelters or removable constructions, such as kiosks, shades, canopies, and service facilities.

Each of the aforementioned conservation or transformation interventions can be applied partially or entirely to a property, according to the specific situation, as defined on a case-by-case basis. Based on the results of the detailed survey of buildings in the pilot areas and on the building classifications, it was possible to draft a reference table associating building class with categories and kinds of intervention.

The applications for different categories of building within the same class depend on their sub-classes as well as on their location, concentration and the characteristics of the open spaces and activities around them. Such decisions should be planned based on an updated map with the support of GIS.

BUILDING CLASSES	CATEGORIES OF INTERVENTION	KIND OF INTERVENTION
Class 1 Very High 	Restoration	Conservation
	Rehabilitation	Conservation
Class 2 High 	Restoration	Conservation
	Rehabilitation	Conservation
	Upgrading	Conservation
Class 3 Fair 	Rehabilitation	Conservation
	Upgrading	Conservation
	Remodelling	Transformation
	Reconstruction	Transformation
Class 4 Ordinary 	Upgrading	Conservation
	Remodelling	Transformation
	Reconstruction	Transformation
Class 5 Inconsistent 	Remodelling	Transformation
	Reconstruction	Transformation
	Redevelopment	Transformation
	Demolition	Transformation
Class 6 Unbuilt 	Redevelopment	Transformation
	Demolition	Transformation

*building classes associated with categories and kinds of interventions*

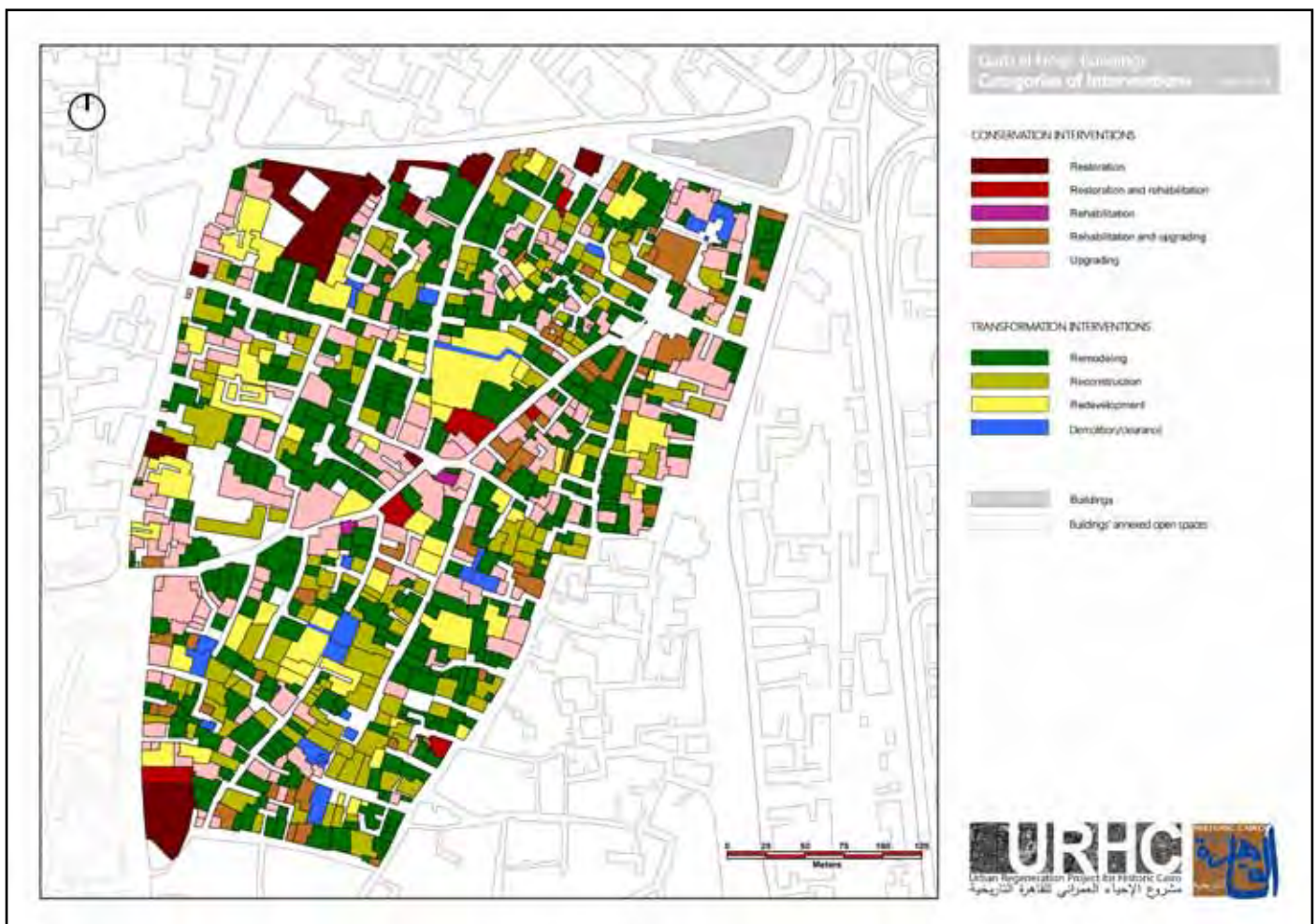




Fig.8 Categories of interventions for buildings in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbena



## II.4 CLASSES AND CATEGORIES OF INTERVENTIONS FOR OPEN SPACES

### II.4.1 Heritage value of the open spaces

From the data that was collected and analysed, it was possible to link a series of parameters that indicate the overall value of open spaces.

The parameters considered in their evaluations include:

- Overall general quality: the overall assessment made based on the form of the open space. It is assessed based on evaluations made on horizontal permeability, an overall evaluation of its special quality and an overall evaluation of surfaces and materials.
- Presence of widening appears when the overall street alignment has been corrupted by individual or temporary construction interventions that set back or increase construction volumes or heights. It is related to the analysis of building fronts and is particularly symptomatic of the integrity and authenticity of the urban morphology.
- The dominance of users specifies the predominant use of the street, whether pedestrian or vehicular. It indicates the presence of side factors such as pollution or noises, and the level of horizontal permeability; this parameter should be evaluated in cross-reference with the width of the street section.
- Threats appearing in the form of informal appropriations of the open space, in particular: the presence of informal parking, usage as an animal shed, or the informal accumulation of solid waste.

The open spaces were subdivided according to street width and are displayed in 3 different sets: those less than two metres wide, those between two metres and 6 metres wide, and those greater than 6 metres wide. In the last set (more than 6 metres wide) a further distinction was made regarding those spaces greater than 6 metres wide that represent a “spine” for vehicular mobility, as indicated by the number of lanes and direction of vehicular flow.



*Streetscape, Darb Al-Habala*

### II.4.2 Classes of open spaces

The classification of open spaces is a fundamental step towards controlling the serviceability and preservation of streets and spaces in the Historic City, while also taking into account their location and value.

The classification of the studied areas is based on the outcomes of a detailed survey conducted to cover open space section by section.<sup>20</sup> This led to the identification of 38 open space sub-classes (columns) in 3 different sections. Nine of the sub-classes fell under those spaces less than 2 metres wide; 15 fell under spaces between 2 and 6 metres wide; and 14 were classed as open spaces greater than 6 metres wide. These sub-classes, though different as regards their combination of values, can be grouped into 4 macro classes, each

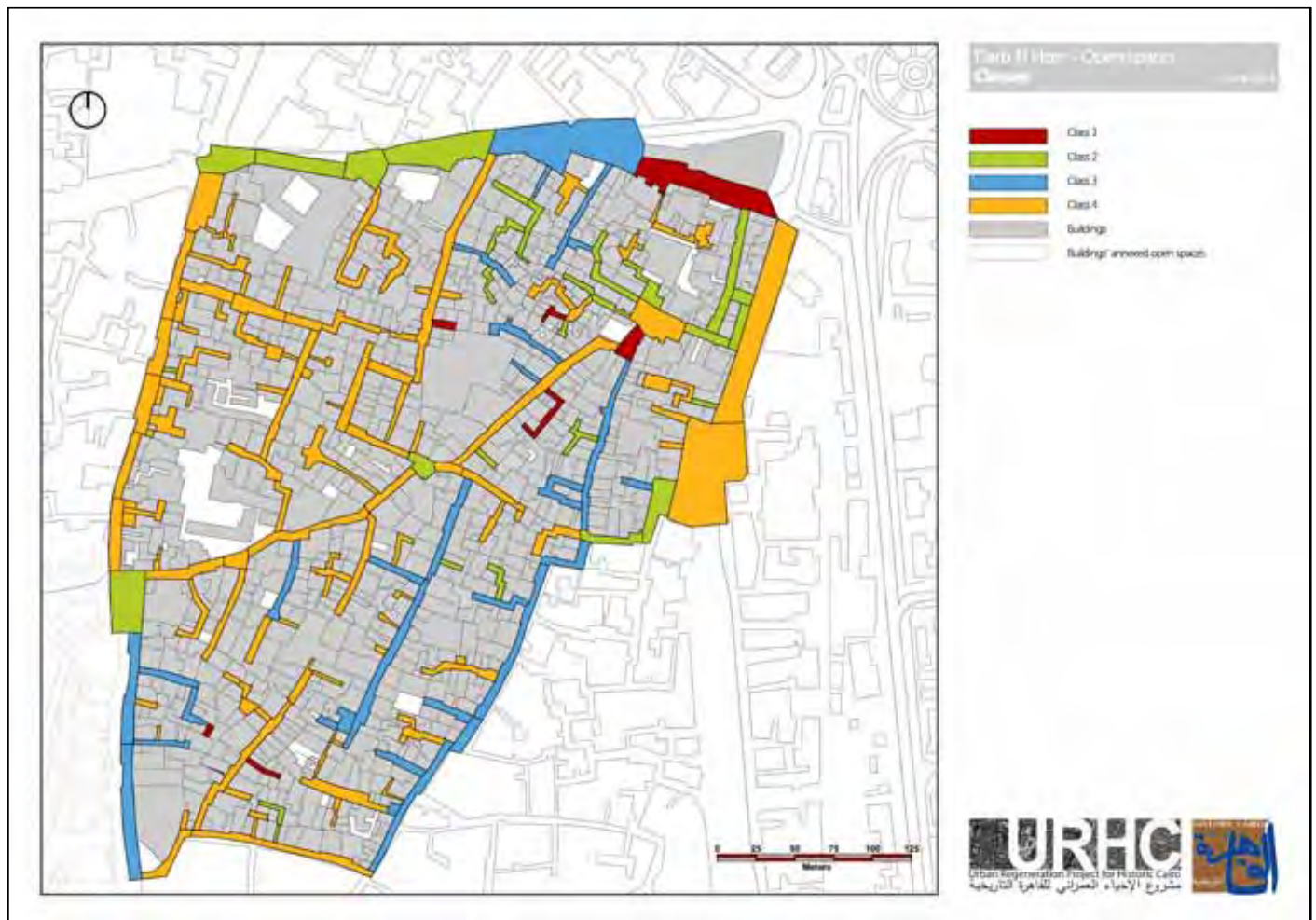
<sup>20</sup> The subdivisions were made according to changes either in the cadastral name, in the physical dimensions or in the function as described in detail in the survey manual. See “Guidelines to the survey of buildings and open spaces”, URHC, 2014, Digital Annex II.3.



identified as consisting of open spaces of equivalent weight that can be subject to similar types of intervention.

Class	Heritage interest
Class 1	<ul style="list-style-type: none"> <li>Includes those open spaces of <i>good or fair</i> overall value that, regardless of their section's width, present <i>no widening</i>.</li> <li>For those below six metres in width, the predominance of users is pedestrian while those greater than six can be vehicular.</li> </ul>
Class 2	<ul style="list-style-type: none"> <li>Includes those open spaces of <i>good or fair</i> overall value, regardless of their section's width and of the presence of widening.</li> <li>For those below two metres in width in which the predominance of users is pedestrian while those starting from two and above can be vehicular.</li> </ul>
Class 3	<ul style="list-style-type: none"> <li>Includes those open spaces of <i>fair</i> overall value, regardless of their section's width and which mainly indicate the presence of widening.</li> <li>For those below two metres wide, the predominance of users is pedestrian while those starting from two and above can be vehicular.</li> </ul>
Class 4	<ul style="list-style-type: none"> <li>Includes those open spaces of <i>bad</i> overall value, regardless of their section's width and of the presence of widening.</li> <li>For those below two metres in width, the predominance of users is pedestrian while those starting from two to above can be vehicular.</li> </ul>

Classes of open spaces and respective heritage values



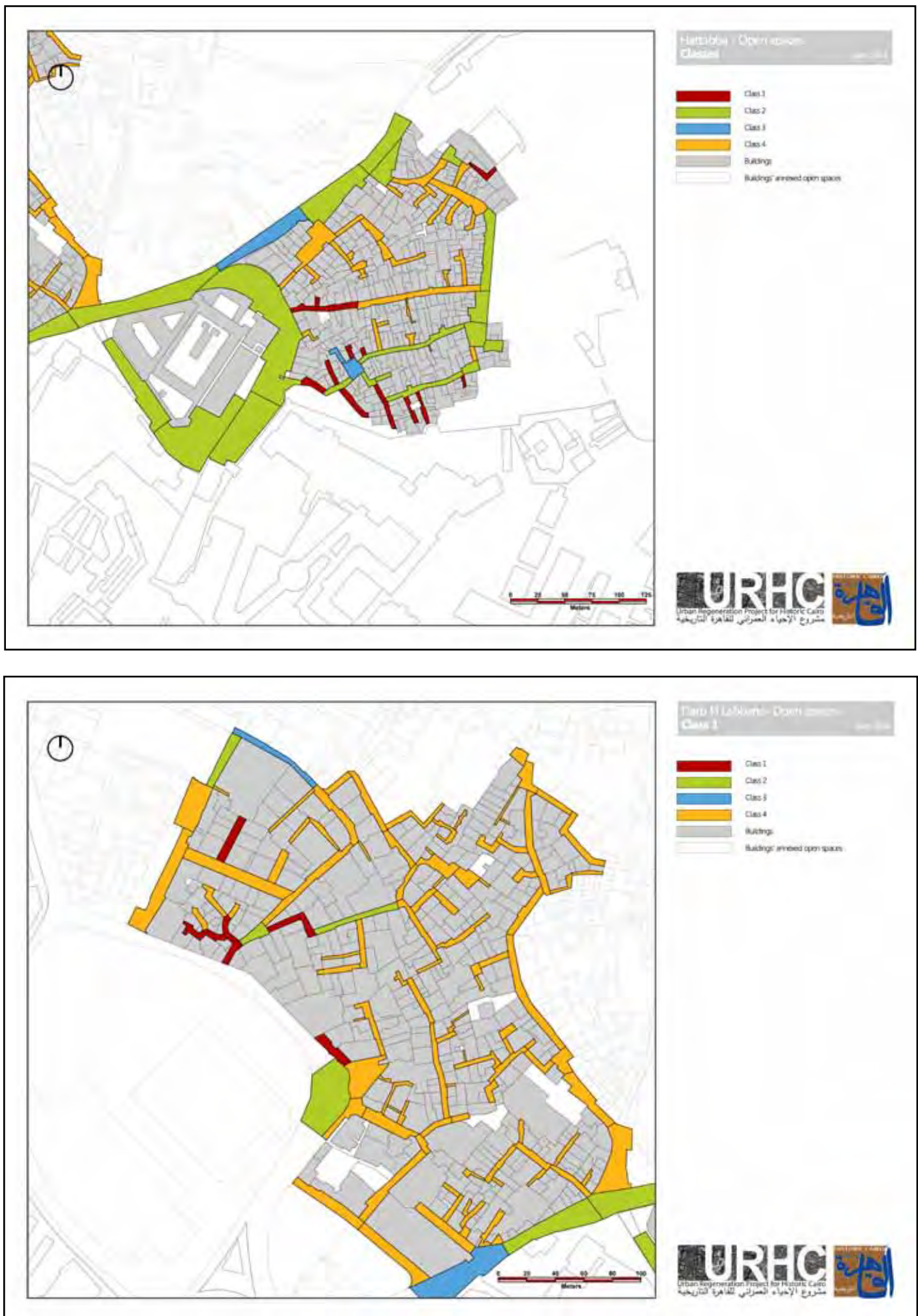


Fig.9 Classes of streets and open spaces for Darb Al-Hosr , Al-Hattaba and Darb Al-Labbena

### II.4.3 Categories of interventions

There are two categories of interventions on open spaces: conservation or transformation.<sup>21</sup> Attributing an intervention to a class of open space should be done after identifying and classifying it on the basis of a specific survey, with the goal of recognising the morphological characteristics and values of the space as mentioned previously.

#### a. Conservation Interventions

These interventions aim to protect heritage features and result in the preservation of the pathway's features with no or few changes in its morphology. The following types of conservation interventions are defined in this section:

##### 1. Maintenance/Enhancement

##### 2. Rehabilitation/Upgrading

##### 1. Maintenance/Enhancement

- **Maintenance:** this type of intervention refers to the preservation of the integrity and usability of the existing assets in the open space. It includes both preventive and routine maintenance. It consists of light, scheduled technical actions that are planned and managed at the municipal level, such as: preserving the structural integrity of pavements via regular cleaning, minor substitutions of finishing elements and repairs (cracks, joints, patching, coating, surface treatments, blowups, leveling, re-crowning, banking, substituting);<sup>22</sup> preserving the integrity of the furniture, the lighting units and

signage, and street plantings; removing obsolete solid waste accumulations; and providing an effective solid waste management system.

- **Enhancement:** This type of intervention improves the street's serviceability. This occurs by closing the street to vehicular access; by reducing the speed of vehicular traffic with speed reducers; by providing shaded areas with planted trees; by providing a homogeneously distributed system of waste bins; by installing a clear and controlled signage system, etc. It allows for alterations and/or additions that are reversible. The selection of items has to be consistent with the spatial layout and must form a unique and integrated ensemble, using compatible materials and shapes.

##### 2. Rehabilitation/Upgrading

- **Rehabilitation:** This type of intervention aims to make open spaces available for their previous uses or for new uses, when the latter are compatible with the preservation of the spaces' spatial characteristics. The intervention implies no major transformations; rather, it preserves or partially recreates the typological layout by preserving street alignment, finishings or softscapes. Traditional materials and spatial subdivisions are preserved. In this type of intervention, existing inconsistent structures and additions have to be removed and potentially replaced with structures consistent with the traditional character of the space that fall within the defined prescriptions. Minor additions and alterations are allowed to make new uses possible, and to provide necessary services and facilities, but only when admitted by the Conservation Plan. These transformations have to be integrated into the volumetry and the layout of the space, in doing so forming a consistent ensemble and using compatible building materials and techniques.

- **Upgrading:** Upgrading interventions imply the possibility of improving previous uses, and/or making the space available for new uses without completely altering it, when these new uses are compatible with the preservation of traditional spatial characteristics and historic urban landscape features. Major changes to the spatial layout, including volumes, surface materials, plantings and elements of the softscape are allowed, as are the removal and replacement of inconsistent structures and the construction of infrastructures

<sup>21</sup> These categories of interventions are applied when a Conservation Plan or other planning tools with legal value are in place, such as the detailed plans mentioned in the "Building Law" n° 119/2008.

<sup>22</sup> A crack is considered to be any break on the surface without a complete separation of the parts. A joint is the point at which the elements that make up the paving (i.e. stones or tiles) are joined. Patching is the action of mending a surface with a patch regardless of its material or dimensions. Coating is the action of laying a final layer or coat on a surface, regardless of the nature of the materials. Blowup is any inflation of the surface due to air or to any other mechanical distortion, such as that caused by tree roots. Leveling is the action of filling cavities or surface discrepancies with various filling materials in order to restore a homogenous level. Re-crowning is the action to substituting the "crown" or top/upper elements of a finish either to a surface or to 3D elements such as sidewalks or steps. Banking is the act of raising a bank or physical boundary structure. It can be applied to steeped surfaces for landscaping or to vertical 3D elements that contain carriageways.



within the limits of Conservation Plan regulations. All the transformations have to be consistent with the spatial layout and must form a unique and integrated ensemble, using compatible building materials and techniques.

### **b. Transformation Interventions**

These interventions are aimed at transforming existing open space in order to integrate it into the historic context, or at least to mitigate its negative impact. The following types of transformation intervention are defined in this section:

1. Remodelling/reshaping
2. New openings

#### **1. Remodelling/reshaping**

- Remodeling refers to any technical work that alters the structure or form of the urban open space and its current features in order to restructure the general spatial quality of the open space. It involves substantial modifications to the open spaces' surface area and perimeters, and can be applied extensively along "spines" or in a localised fashion in specific areas or squares. Radical changes to the spatial layout, including volumes, surface materials, plantings and elements of the softscape are allowed, as are the removal and replacement of inconsistent structures, reestablishing the continuity of street alignment and/or former spatial patterns, and the construction of infrastructures within the limits of Conservation Plan regulations.
- Reshaping refers to any technical work that alters the structure, typology or form of an urban open space. It is conducted in a consistent manner on the current features with the intent of defining new shapes. Radical changes to the spatial layout, including volumes, surface materials, plantings and elements of the softscape are allowed, as are the removal and replacement of inconsistent structures and defining new street alignments and spatial patterns. It allows for the construction of infrastructures within the limits of Conservation Plan regulations.

#### **2. New openings**

- New openings refer to the creation of open spaces on the plot of a former building. The selection of and intervention in the plot is regulated by the

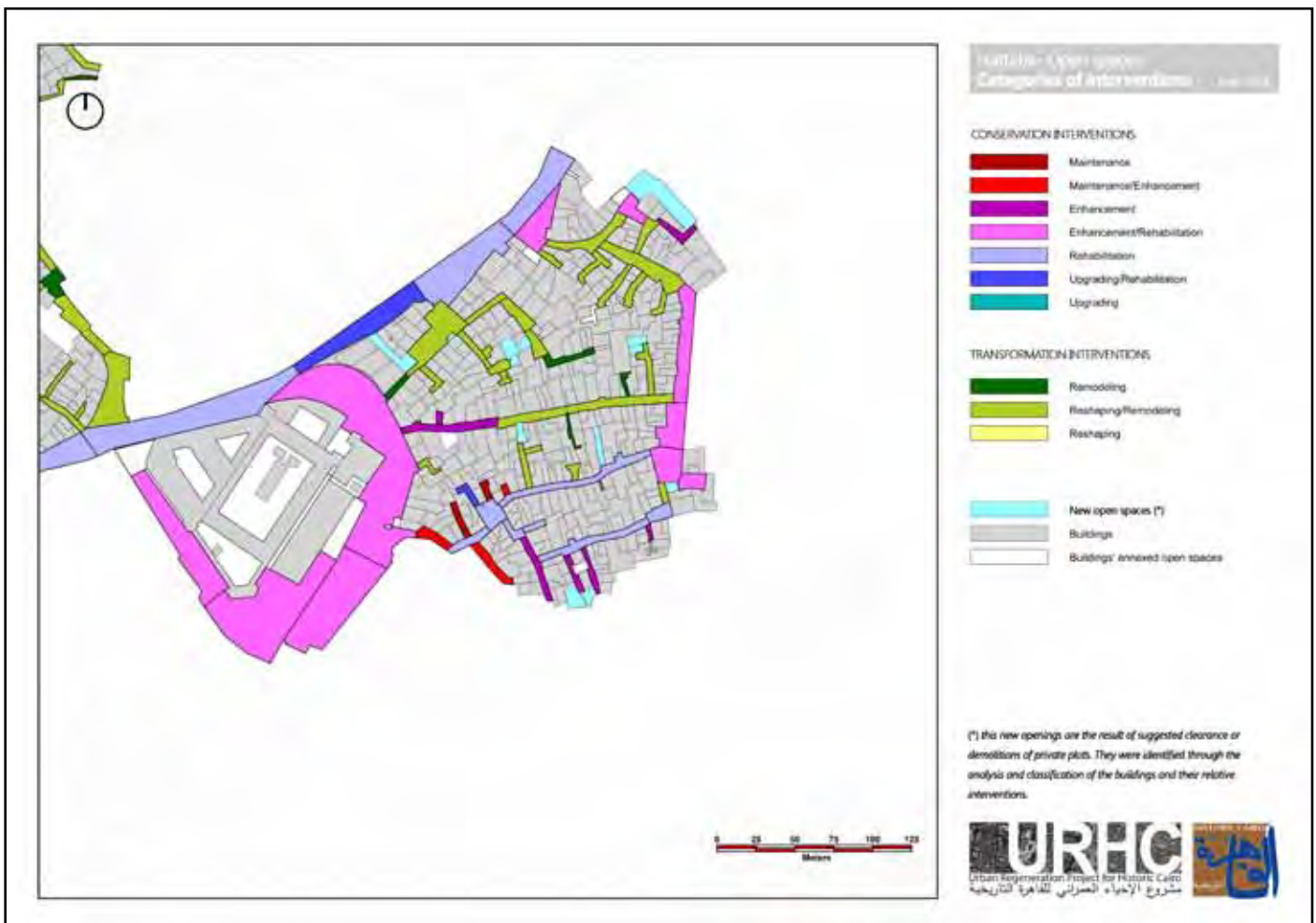
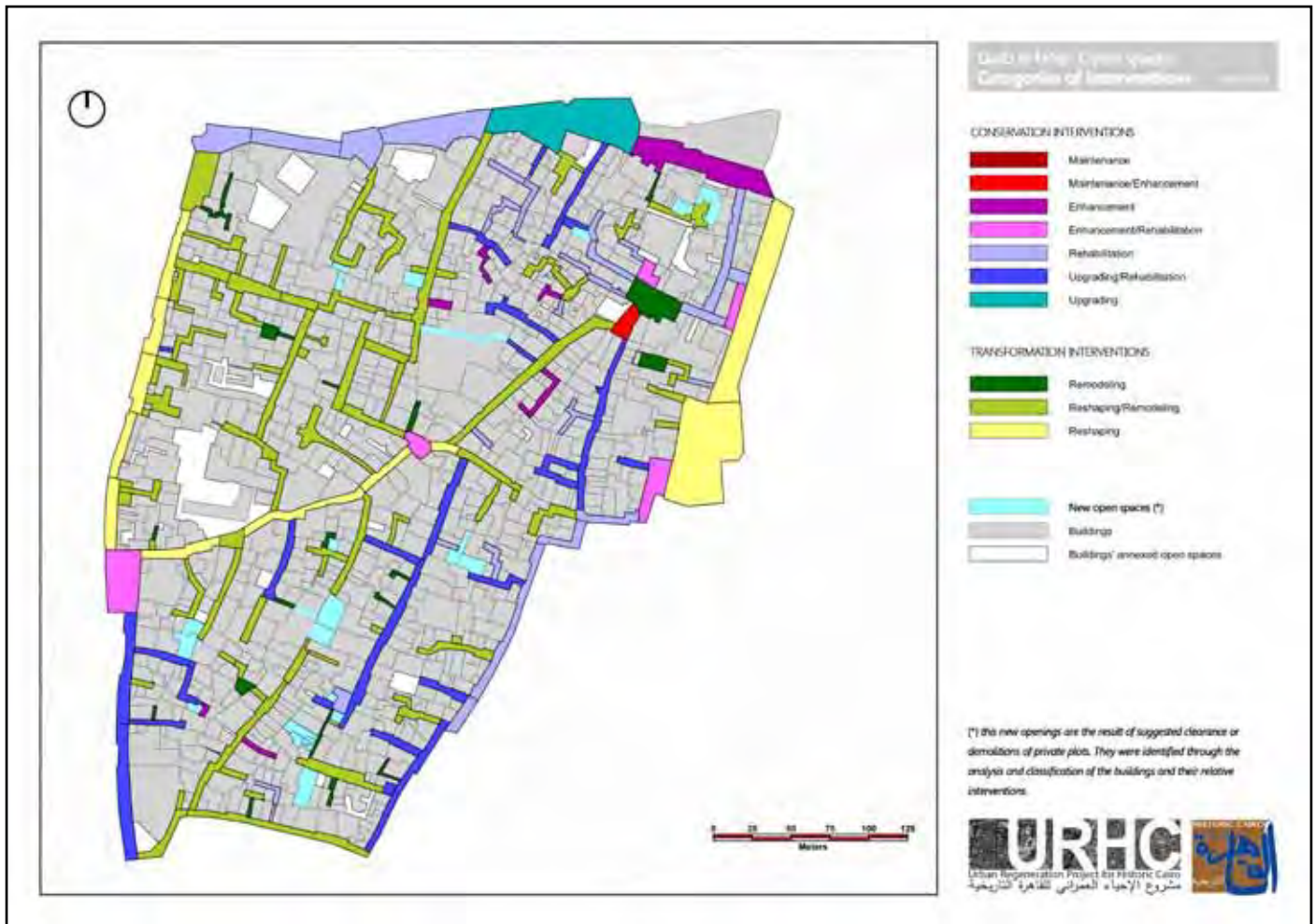
building sections of the Conservation Plan. Nonetheless, construction is conducted by public stakeholders and follows the intervention guidelines for open spaces. The intervention aims to change the plot's land use and to adapt the layout for reuse. Therefore, major changes to the spatial layout, including volumes, surface materials, plantings and elements of the softscape are allowed, as are the removal and replacement of inconsistent structures and the construction of infrastructures within the limits of Conservation Plan regulations.

All transformations must be consistent with the spatial layout and must form a unique and integrated ensemble, using compatible building materials and techniques.



*Streetscape, Darb Al-Daly Hussein*





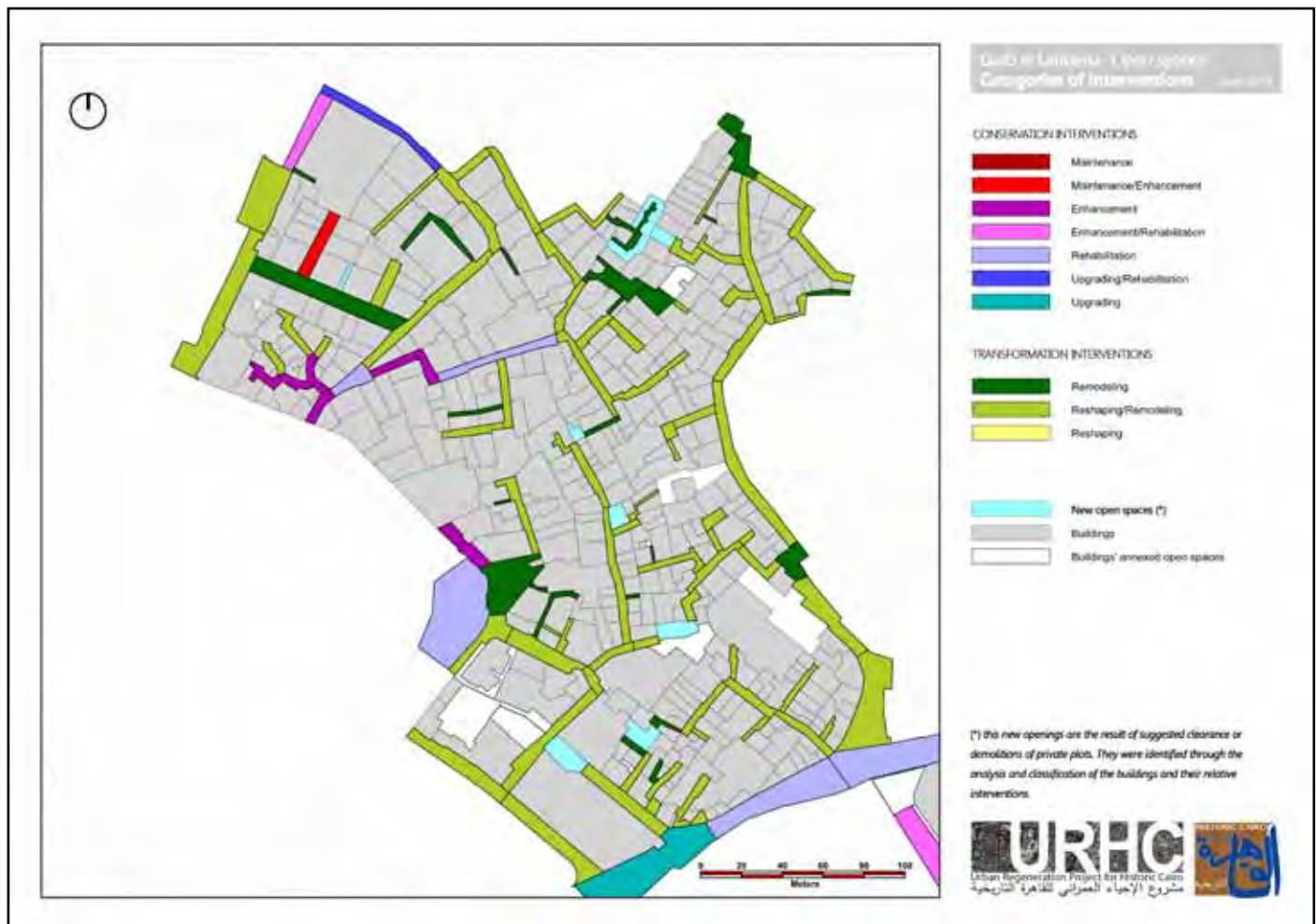


Fig.10 Classes of interventions for streets and open spaces in Darb Al-Hosr , Al-Hattaba and Darb Al-Labbena

Each intervention category allows for a range of technical interventions, which depend on the class assigned to the open space (based on street width and the values of the space):

OPEN SPACE CLASSES	KIND of INTERVENTION	
CLASS 1 <span style="color: red;">■</span>	Maintenance	Conservation
	Enhancement	Conservation
CLASS 2 <span style="color: green;">■</span>	Enhancement	Conservation
	Rehabilitation	Conservation
	Upgrading	Conservation
CLASS 3 <span style="color: blue;">■</span>	Rehabilitation	Conservation
	Upgrading	Conservation
CLASS 4 <span style="color: orange;">■</span>	Remodelling	Transformation
	Reshaping	Transformation
Identified vacant plots	New openings	Transformation

## Chapter III

**PLANNING A REGENERATION STRATEGY: ACTION PROJECT**

<i>III.1 Introduction to the Action Project</i>
<i>III.1.1 Background</i>
<i>III.1.2 The scope of the Action Project</i>
<i>III.1.3. The Study Area</i>
<i>III.1.4 The planning strategy and the main issues addressed</i>
<i>III.2. Planning topics of the Action project area</i>
<i>III.2.1 Rehabilitation and Adaptive re-use of the lower part of the Citadel</i>
<i>III.2.2 - Rehabilitation of the public open spaces</i>
<i>III.2.2 - Rehabilitation of historic residential urban fabric</i>
<i>III.3 Additional field studies</i>
<i>III.3.1-Monuments Study</i>
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<i>III.3.5 - Crafts Study in the Action Project Area</i>
<i>III.4 Awareness raising initiatives: Public Outreach</i>
<i>III.4.1. Team Building Workshop with the Surveyors</i>
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<i>III.4.3. Field Investigation of Pertinent Issues through Focus Interviews</i>
<i>III.4.4. Storytelling event</i>
<i>III.4.5. The Feed-back Session</i>
<i>III.4.6. The Community Seminar</i>
<i>III.4.7. Lectures and Video Competition</i>

**III.1 INTRODUCTION TO THE ACTION PROJECT****III.1.1 Background**

The first Stakeholders Meeting planned for December 2012 was meant to be the real start of an effective urban conservation policy, with a strategic vision and consistent implementation tools.

Following its cancellation and the “freezing” of preparations for the Management Plan, and in accordance with the 2013 Work Plan, it was decided nevertheless to undertake studies for a possible Action Project, as a first step towards developing a Conservation Plan for the Historic Cairo World Heritage Property.

An Action Project Layout was proposed<sup>1</sup> in order to

<sup>1</sup> See “Action Project Layout”, Daniele Pini, September 2013, Digital Annex II.2.

investigate the priority conservation and planning issues in a strategic Study Area. The latter was identified based on the outcomes of the surveys and analyses carried out during the first two years of the Project.

Since the Action Project could not be undertaken as an exercise to produce legal planning, it was meant instead as a tool for highlighting the key challenges to address in creating a consistent and effective conservation policy for Historic Cairo. In line with the goals of the URHC Project, its scope was set beyond the conventional limits of the conservation of “listed buildings”, and also addressed the rehabilitation of the urban fabric in a living heritage city that is exposed to dramatic and disruptive changes. As such, the Action Project was also intended as an opportunity to apply analyses and planning methodologies reflecting the most up-to-date international best practices and characters in a complex urban context, with the aim of eventually replicating them in other areas of the city.

On the other hand, the proposed Layout for the Study Area aimed to identify specific components of the urban fabric in which the general key issues to be addressed were particularly relevant, in order to provide a consistent spatial framework for the studies and project proposals to be carried out.

**III.1.2 The scope of the Action Project**

The Action Project concentrated on the Study Area presented in this chapter. However, it is meant to contribute to the future creation of the Management Plan by addressing some major critical issues that affect the overall state of conservation of the WH Property, which seriously endanger its Outstanding Universal Value (OUV). In particular, the following aspects were taken into consideration:

- The lack of any appropriate planning and regulatory framework to protect and revitalise the historic urban fabric, and to ensure the preservation of its heritage values;
- The presence of large derelict and dilapidated areas and an unutilised building stock which may be considered an asset in developing housing rehabilitation policies, as well as providing services and facilities for the resident population;
- The worsening environmental situation due to the



heavy impact of vehicular circulation and the lack of waste disposal management.

The Action Project Layout pointed out the need for an integrated rehabilitation and conservation policy for the WH Property that focuses on the major attributes of its OUV, and which considers both the “anchor” monuments and the surrounding historic urban fabric. The studies undertaken were based on planning criteria for the urban regeneration of historic areas. These criteria, which largely reflect current international standards, seem to be totally neglected in Historic Cairo. They include:

- The restoration and adaptive reuse of monuments, not just to preserve and enhance the architectural and cultural assets of individual heritage objects, but principally to implement catalysing interventions that could reverberate throughout the urban context;
- The rehabilitation and regeneration of the housing stock to improve the living conditions of the resident population, thus promoting the overall rehabilitation of the urban fabric;
- The development of new cultural- and tourism-related activities, as well as the revitalisation of existing areas with commercial and craft activities, in order to make a priority of strengthening the socio-economic base of the local community.
- The overall improvement of the urban environment and particularly the upgrading of public open spaces: key heritage elements to be enhanced, but also key factors in ensuring improved liveability.

At the same time, the Action Project was an opportunity to set up tools and procedures, to develop planning methods and criteria, and to elaborate proposals for interventions that could eventually be used to prepare a Conservation Plan for the whole WH Property. These notably have to do with:

- The creation of a shared and comprehensive information system for urban rehabilitation and conservation, to be based on field surveys and data collection. This would provide the necessary solid background for decision-making. It should include information at different levels of detail about the whole urban fabric, not simply the listed buildings,

and address all the relevant factors affecting the latter, including so-called “violations” to it;

- The promotion of effective collaboration between the different administrations and institutional stakeholders that are involved in managing the WH Property;
- The promotion of awareness raising and participatory initiatives to involve local residents from the neighbourhoods in question in the URHC Project, but also the residents of the city at large;
- The development of concrete planning and design proposals that could eventually be integrated into intervention programs or planning tools.

The Action Project proposed in this chapter therefore has a dual purpose: to provide information and planning guidelines for a large and strategic urban area not yet covered by previous studies, and to develop tools and procedures for urban rehabilitation and regeneration that could be extended to the rest of the Historic Cairo WH Property.

### **III.1.3. The Study Area**

#### **a. The identification criteria**

To achieve the above goals and objectives, a Study Area was identified (see the map below) according to the following characteristics:

- Sufficiently large so as to present a sample of the different types of urban fabrics, heritage values and conservation zones<sup>2</sup> that can be found in the inner urban area of the WH Property;
- Strategic as to its location and relationships with respect to downtown and the larger metropolitan area;
- Not yet covered by previous comprehensive planning and conservation studies.

This last characteristic was decisive. It led to the identification of a Study Area totally lacking in planning and conservation studies. However, like other areas in Historic Cairo, the area had been subject to scattered interventions in recent years, in addition to a larger regeneration project in the neighbourhood of Darb Al-Labbena that aimed to promote tourism development

<sup>2</sup> See Chapter III, Section 1 of the “First Report on the Activities, June 2010-June 2012,” URHC, 2012, Digital Annex II.1.

# PROPOSED ACTION PROJECT STUDY AREA

-  Citadel
-  Main Monuments before 19th
-  Main streets before 19th
-  Main streets cut after 19th
-  Main vehicular accesses after 20th
-  Recent and on-going street rehabilitation
-  Areas covered by planning studies
-  Proposed Study Area

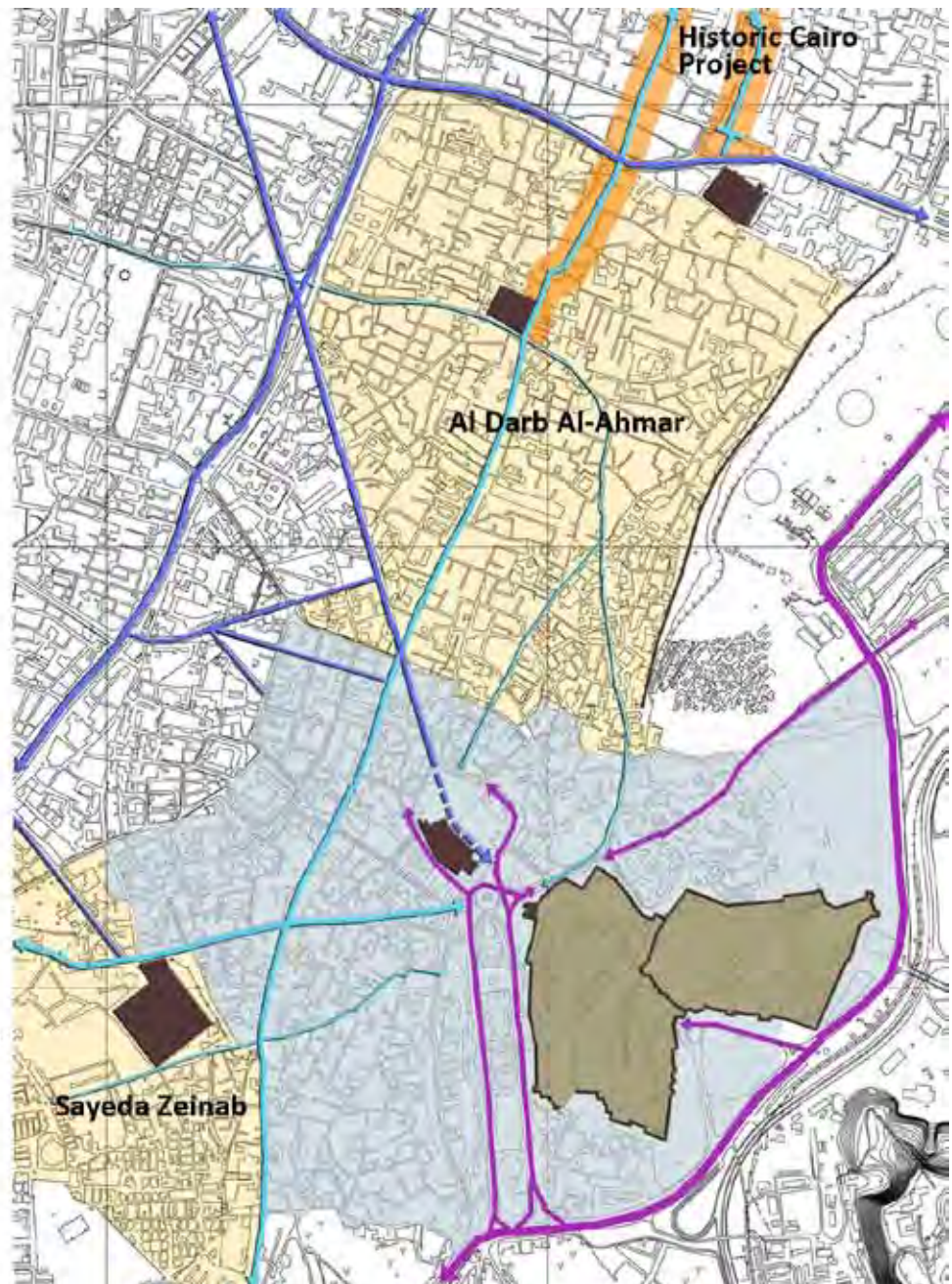


Fig.1 Proposed Action Project study area

but was conducted without any concern for its impact on the urban context.

The Study Area was therefore delimited so as to cover the “gap” between the only two large urban areas in Historic Cairo where serious and comprehensive conservation planning studies had been conducted in the last decade: Al-Sayeda Zeinab<sup>3</sup> to the southwest and Al-Darb Al-Ahmar<sup>4</sup> to the northeast. Though using different approaches and methodologies, both studies addressed the very poor state of conservation and live-

ability of the historic fabric, setting architectural restoration interventions in a wider perspective of urban regeneration and revitalisation.

It is important to note that both studies were based on comprehensive socioeconomic and urban analyses, including detailed plot-by-plot surveys. They proposed planning guidelines and regulations that could have been adopted by authorities to extend truly effective control of building activities to a larger scale. In this sense, these studies differ significantly from the merely architectural approach of the projects successfully undertaken by the SCA for rehabilitating Al-Muezz and Al-Gamaleya streets. In particular, the AKTC Programme for Al-Darb Al-Ahmar addressed the cru-

<sup>3</sup> See “Projets au Caire Sayeda Zeinab,” Cairo Governorate, Mairie de Paris, Atelier Parisien d’Urbanisme (APUR), 2005.

<sup>4</sup> See “Cairo. Urban Regeneration in Al-Darb Al-Ahmar,” Agha Khan Trust for Culture, Historic Cities Support Programme, 2005.



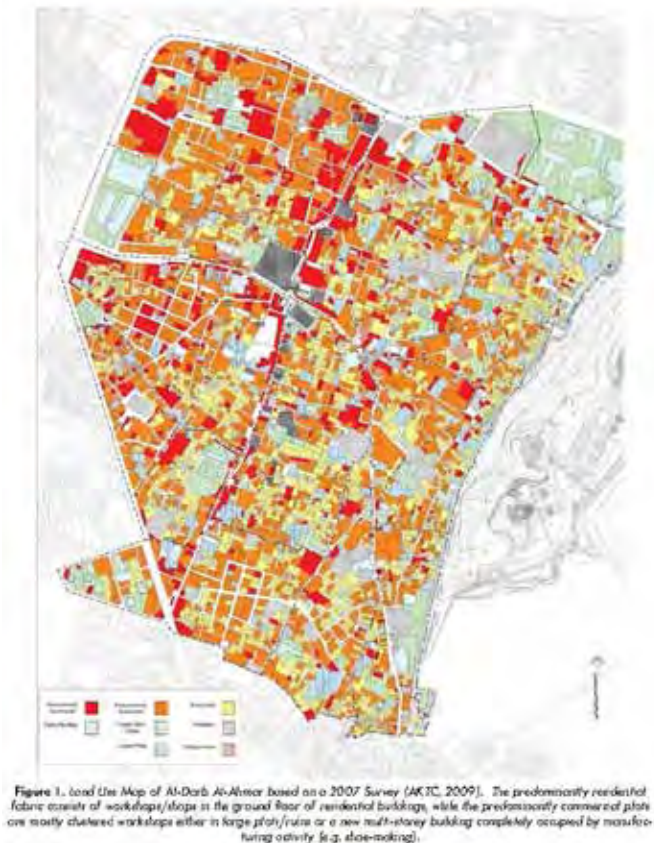


Fig. 2 Left: Al-Darb Al-Ahmar land use map, based on 2007 Survey (AKTC, 2009)

Fig. 3 Right: State of conservation and intervention proposals for Al-Sayeda Zeinab (APUR, 2005)

cial issue of housing rehabilitation, which represents an internationally recognised best practice in urban conservation (even if, unfortunately, it was not actually put into practice). Even though the follow-up on these studies has been below expectations for various reasons, they have produced a bulk of information and proposals that represent assets in terms of knowledge and understanding for future efforts in conservation planning.

Given the lack of an effective legislative and urban planning framework, the Action Project is intended to resume the work of these previous efforts. It is not meant to produce a comprehensive planning tool, but to explore topics in-depth and to highlight issues that need appropriate and sensitive solutions in order to build a future regeneration strategy for the whole WH Property. Such a strategy should necessarily build upon the main heritage and functional assets while also addressing the most critical hazards and threats, which are clearly represented by the following elements:

- The Citadel, an outstanding heritage feature and a largely underutilised and dilapidated urban area

that has been completely separated from the rest of Historic Cairo by the closing of Bab Al-Azab and traffic congestion in the adjacent square. It represents a huge asset for the revitalisation of the Historic City and a potential functional “hinge” between this zone and the metropolitan area;

- Some nodal “anchor” monuments, like the Mosques of Ibn Toulun and Sultan Hassan, which represent important tourist attractions, and many “listed” buildings of relevant architectural value, are largely underutilised and in poor state of conservation. They nevertheless have the potential to create services and activities to revitalise the urban context;
- Large areas of the historic residential fabric are still structured by major historic “spines” heading to the Citadel, and present high heritage value but are often heavily dilapidated and in need of rehabilitation;
- The presence of economic activities of interest for the broader urban area, namely markets and widespread craft activities, which may represent sources of environmental hazards and social diseases



(e.g. congestion, noise concentration, unpleasant living conditions, the proliferation of illegal activities, etc.) but which need to be maintained and improved as main drivers of the community's socioeconomic development;

- The disseminated presence of derelict, vacant areas in the urban fabric, which represent a definite major factor in terms of degradation, but which may also have significant potential and represent a great opportunity for defining regeneration programmes.

These features interact and overlap in the Study Area, as they do in other parts of Historic Cairo, and define an urban context that requires a multifaceted and integrated planning approach to conservation and regeneration.

### **b. The Urban Context**

The Study Area comprises a part of Historic Cairo that is set at a "hinge" located between downtown Cairo, the cemeteries and, further to the east, the urban areas that stretch to the foot of the Moqattam Hills along the main infrastructural axes of the "Autostrad" and the Salah Salem highway. It includes every type of "pre-modern" and "transitional" urban fabric that is characteristic of the evolution of Historic Cairo since the beginning of the 19th century. From this perspective, the Study Area offers a complete palimpsest of the WH Property's heritage features and values. Based on available information and on previous studies carried out in the framework of the URHC Project, the following aspects were taken into consideration in characterising the urban context:

- The socio-economic profile of the resident population;
- Land-use;
- The traffic network and mobility patterns;
- Heritage features and proposed conservation zoning;

#### **The socioeconomic profile<sup>5</sup>**

The Study Area stretches over 11 shiakhas, which

together have a total resident population of about 66,000.<sup>6</sup> It includes some of the most populated shiakhas in Historic Cairo (such as Al-Helmeya and part of Arab Al-Yassar) but most of the covered shiakhas are below the average population density (about 484 inhabitants/hectare).

Some of the shiakhas on the western side of the Study Area are among the most densely populated, with values varying from 550 in/ha (Al-Boqali) to 782 in/ha (Darb Al-Hosr), whereas the average for Historic Cairo is 484 in/ha.

Lower densities can be found in the shiakhas containing large deserted areas, such as Al-Hattaba (69 in/ha), which comprises the Citadel; or those containing cemeteries, including Arab Al-Yasser (80 in/ha) and Darb Ghazia (135 in/ha). For the other shiakhas, the density of the pre-modern urban fabric varies between 420 and 440 in/ha, mostly depending on the extent of vacant plots and dilapidated areas. In the transitional area of Darb Al-Gamamiz, density drops down to 250 in/ha. All in all, these densities reflect the overall situation of Historic Cairo, which is characterised by the presence of large "frozen assets"<sup>7</sup> in very densely inhabited areas.

Average family size varies between 3.5 and 3.7 persons/family in all the shiakhas, with the exception of Al-Helmeya (3.3 p/fam) and Darb Al-Hosr (3.2 p/fam), which are slightly below the average of 3.7 p/fam for Historic Cairo.

Even if these data do not demonstrate a dramatic gap with the rest of the Historic Cairo, they still deserve to be analysed in-depth in further studies. Normally, a higher ratio of "small" families reflects the relative importance of older or younger households with no or few children, and therefore the presence of social patterns that can be interpreted in different ways: new populations arriving, the present population aging, and so on.

<sup>6</sup> The Study Area perimeter was defined based on urban planning and morphological considerations, and does not correspond to the perimeters of the shiakhas. Some of these are totally included in the Study Area (Darb Al-Hosr, Al-Salyba, Al-Mahgar, Al-Hattaba, Al-Boqali, Al-Sayeda Aisha), while the others are only partially included.

<sup>7</sup> See "Study on frozen assets", Karim Ibrahim, October 2012, Digital Annex III.3. This study points out the presence of major vacant lands and underutilised building stock in Arab Al-Yassar and Darb Al-Hosr.

<sup>5</sup> This section is based on data from the 2006 Census, as reported in "Rehabilitation of Historic Cairo: Socio-economic survey", Sherine Zaghow, December 2011. To consult the study, please visit: <http://www.urhcproject.org/Studies>.

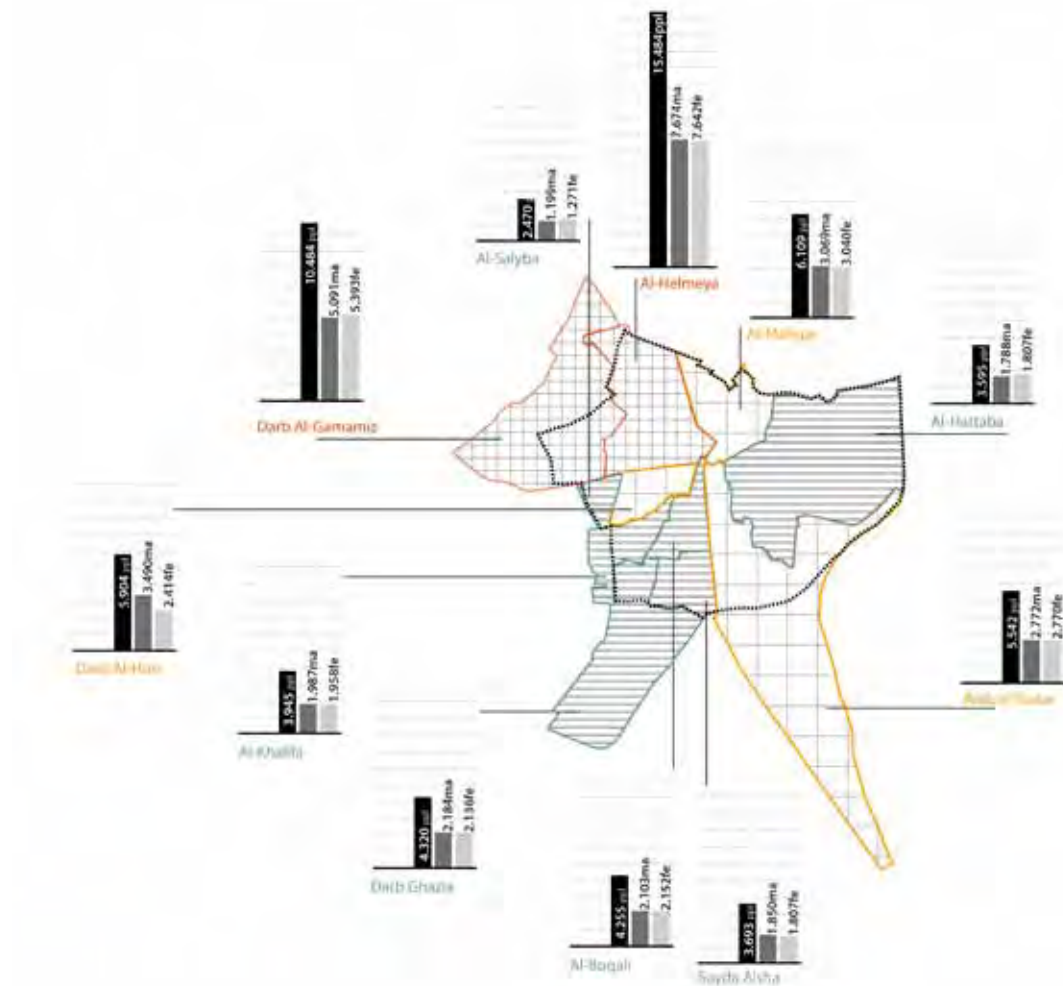


Fig. 4 Resident population in the Study Area (by shiakhah)



Fig. 5 Population density

POPULATION\_family size (\*)

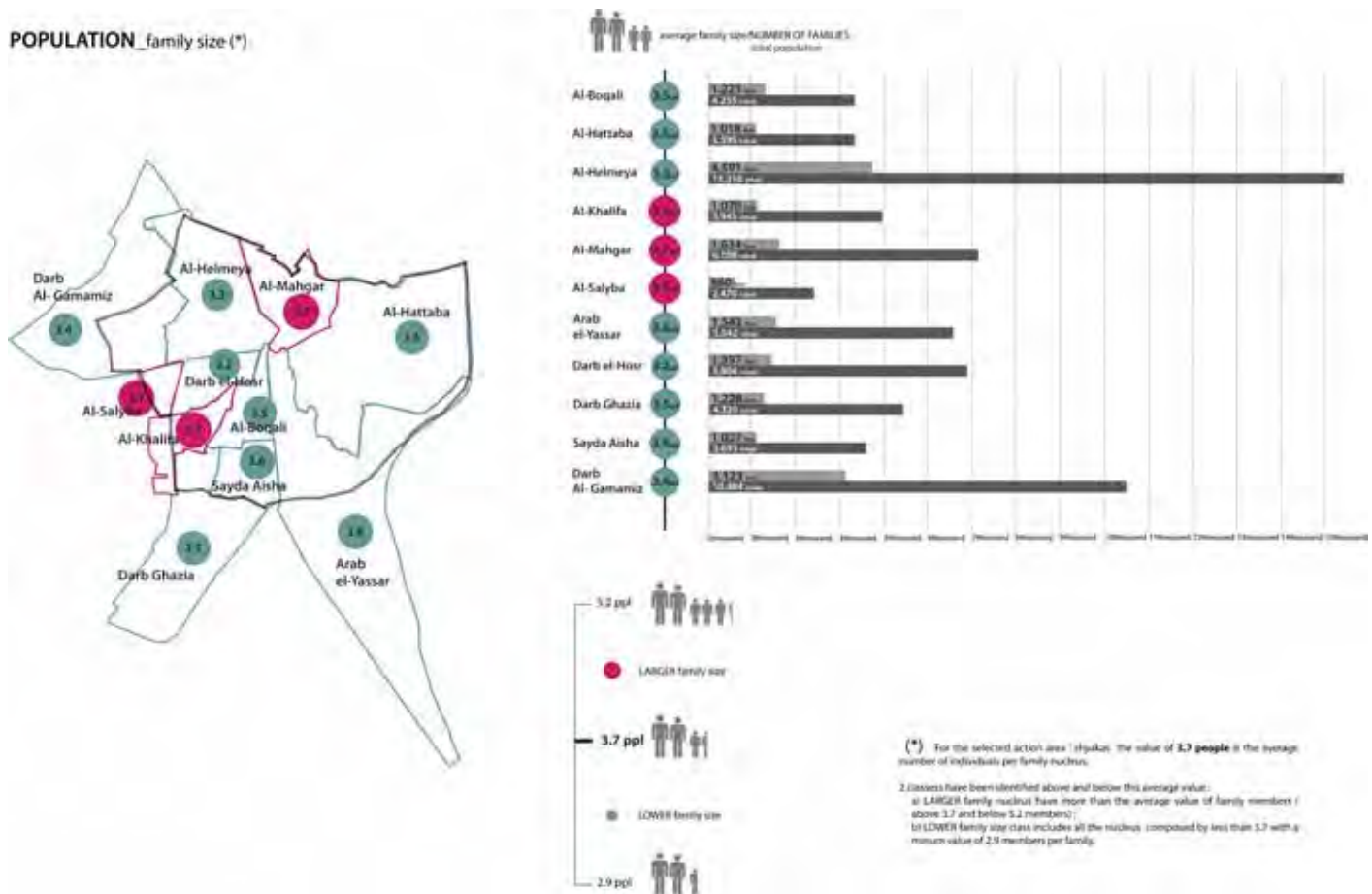


Fig. 6 Family composition

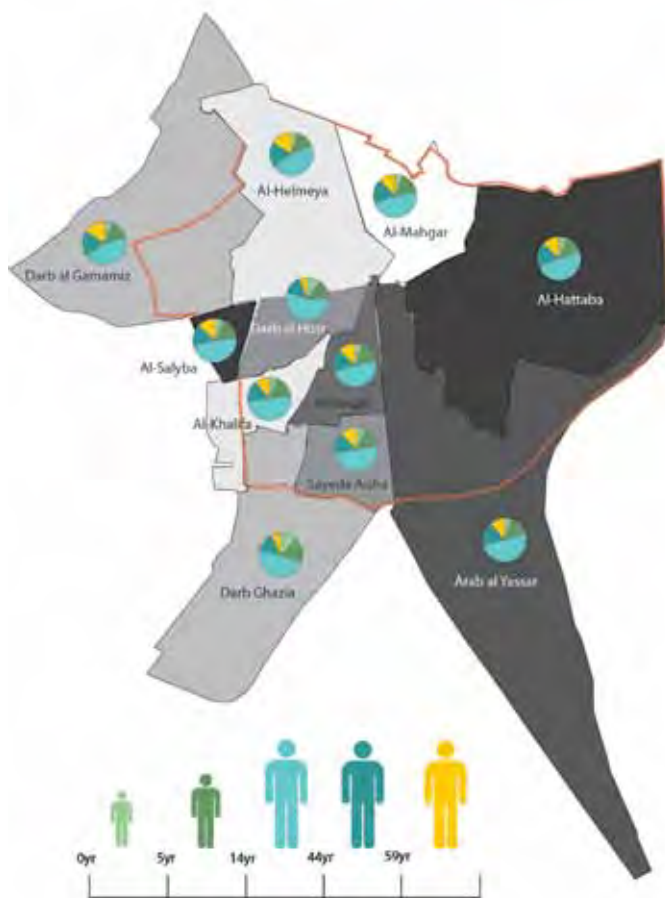


Fig. 7 Structure of the population by age

This is confirmed by analysis of the age structure of the population, which shows rather pronounced differences among the shiakhas. In particular, the highest ratio of inhabitants over 60 years of age can be found in Al-Helmeya (16%), whilst the lowest is recorded in Darb Al-Hosr (6%). The former case is due to the ageing of the resident population, and the latter is accompanied by the increase of a younger population, particularly in the 15-to-44 age group (representing 55% of the population, the highest ratio in the Study Area).

It is clear that these differences may be linked to many other factors that could enhance or prevent social mobility, including the presence of job opportunities that attract populations of new workers, or the possibility of housing ownership, which is normally a stabilising factor.

In fact, the age structure of the population shows the presence of different patterns in the Study Area, which looks far from being demographically homogeneous or socially uniform.

The same evaluation can be made about unemployment data. Rates of unemployment range from 2% (Al-



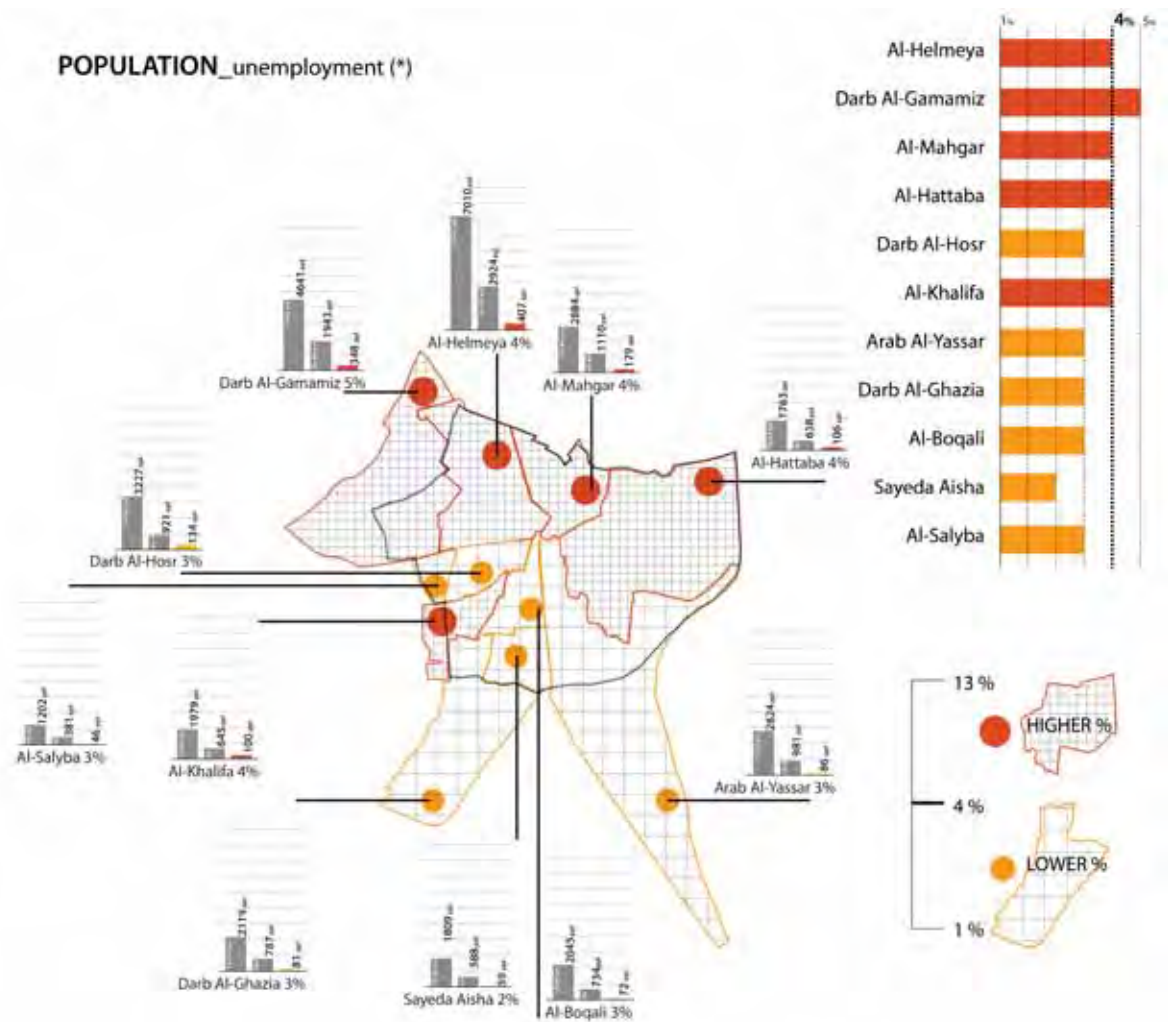


Fig. 8 Unemployment rate

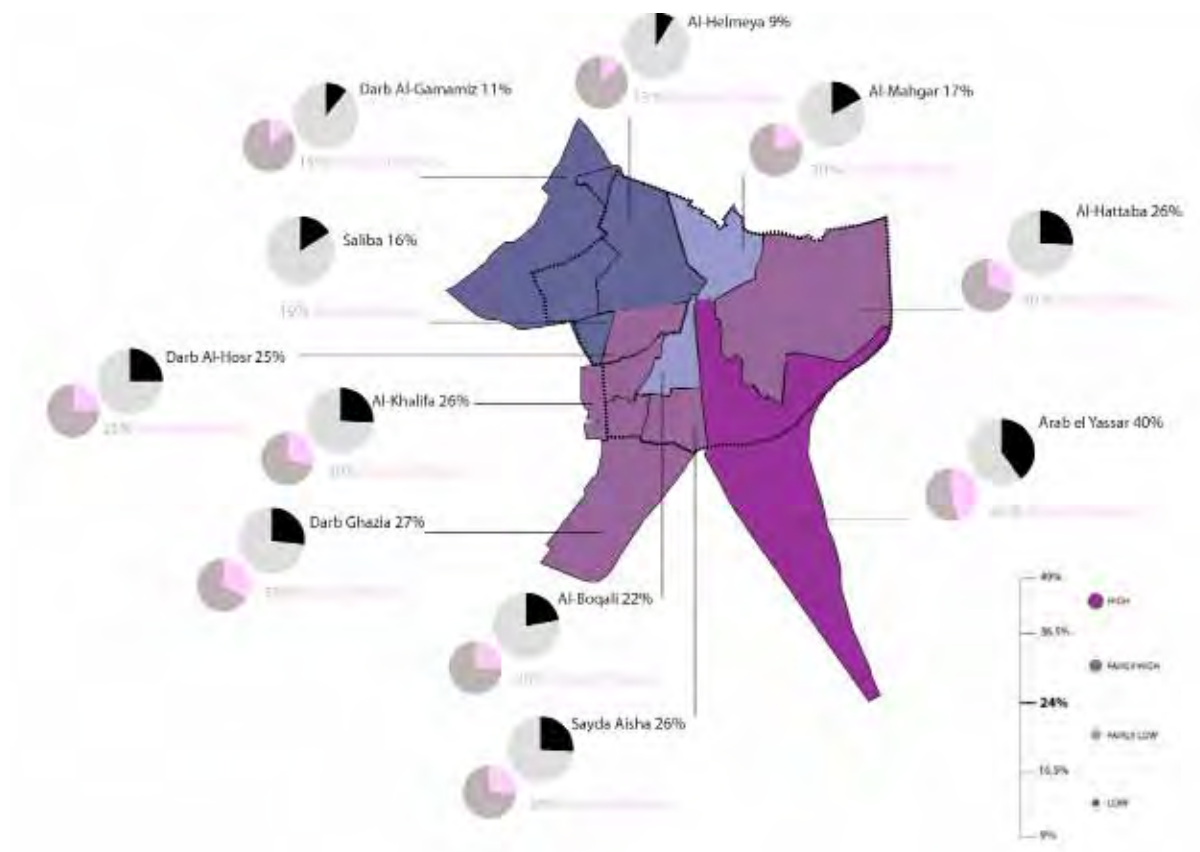


Fig. 9 Illiteracy rates

Sayed Aisha) to 5% (Darb Al-Gamamiz) and appear to be largely underestimated. Even if their reliability is questionable, the differences among shiakhkas are still meaningful because they show lower unemployment in the shiakhkas next to the Al-Sayed Aisha market, undoubtedly an important provider of “informal”, low-qualification jobs. On the contrary, it can be observed that the highest ratios of unemployment are found in the shiakhkas next to downtown, where this kind of job opportunity is presumably less present.

Illiteracy rates also vary between shiakhkas, ranging from 40% in Arab Al-Yasser to 9% of Al-Helmeya, versus a rate of 24% for all of Historic Cairo. This spatial distribution reflects a clear social gap between the shiakhkas closer to downtown, characterized by a “transitional” modern urban fabric, and those surrounding the Citadel and adjoining the cemeteries or the big market area of Al-Sayed Aisha.

A correlation probably exists between literacy and employment data. It appears that the highest illiteracy rates are also located in the areas with the highest employment, probably because of the informal and low-qualification job opportunities offered by the area’s economic activities. The market of Al-Sayed Aisha probably plays a major role in this sense. Located at the southern end of the Study Area, the market stretches along the Salah Al-Dien road from the Salah Salem axis to the nodal point of Al-Qala Square. Its presence represents a major challenge but also an asset and an opportunity for urban regeneration in the Area and a key issue for the Action Project.

### Land use

The data available on land use<sup>8</sup> in Historic Cairo are insufficient for outlining the functional structure of the Study Area and its role in the wider urban context. In particular, there is no information about the spatial distribution of economic activities (commerce, markets, craft, industries, etc.) with the exception of hotels. Information about services and the social facilities is also limited to “schools” and the “hospitals” without mention of cultural activities, for instance. Other categories, such “public buildings” and “monuments”, are very

vague – if not unusual<sup>9</sup> – in the analysis of land use and therefore of the functions of the city.

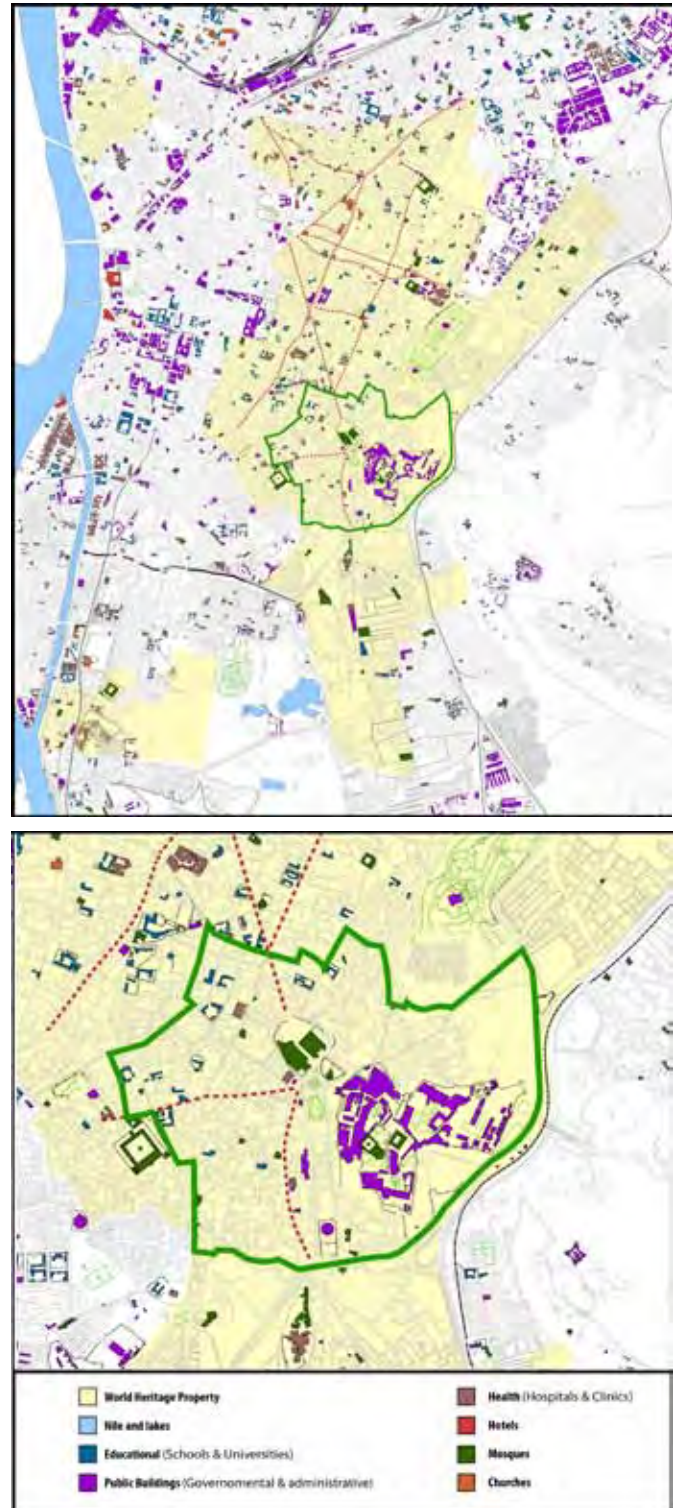


Fig. 10 Land use map (CAPMAS)

This lack of information seriously limits the study of efficient and appropriate conservation planning proposals, and completing it for the entire Study Area was

<sup>8</sup> This information is based on cartography made available by CAPMAS.

<sup>9</sup> It is clear that in both cases there is no indication of possible functions, particularly in the case of “monuments”, a category that refers to buildings’ architectural qualities and to their cultural significance.

outside the scope of the URHC Project.<sup>10</sup>

In spite of this lack of data, the Land Use map from CAPMAS shows some elements that help to understand the functional role of the Study Area in the larger urban context:

- The Study Area is rather lacking in “public buildings” (presumably for administrative functions), schools and hospitals, not only in comparison with downtown Cairo but also with the rest of Historic Cairo. Those that do exist in the Study Area are concentrated in the western “transitional area” between the “spines” of Port Said, a main activity corridor, and Al-Muezz Street, along which the main monuments in the WH Property are concentrated;
- The central and eastern parts of the Study Area are almost empty, though a few important “pre-modern” and “modern” monuments and a few mosques are present. As such, the “monuments” of the Citadel represent the main land use feature, though they are almost totally unused and in state of abandon.

The lack of information about economic activity produces an image of “empty space” that doesn’t reflect the reality of the situation. It is certainly true that the Study Area is mostly characterised by residential functions and local community-oriented activities. With the (potential) exception of the main monuments, current policies do not enhance, promote or make the Study Area’s features accessible within the larger urban area, nor do they reverberate within the local context, as is the case for the Fatimid nucleus of Historic Cairo.

### The traffic network

An analysis of the traffic network in the central Cairo reveals the following aspects, which are crucial in characterising the Study Area:

- The eastern edge, nearing the Moqattam Hills, is defined by major “arterial roads” – the “Autostrad” and the Salah Salem highway – that link Historic Cairo to Greater Cairo.
- The Study Area is penetrated by the “arterial” Salah Al-Dein Road and two important “collector dis-

tributors”, Al-Saliba Sheikhon and Mohammed Ali Roads, which lead from several “entrances” to Historic Cairo to Al-Qala square, itself a main nodal intersection for traffic flows between downtown (to the west) and the main arterial system (to the east);

- The system of “local streets” largely reflects historic pre-modern patterns and links the northern and the southern neighbourhoods of Historic Cairo.

When considering the traffic network, it appears that the historic urban fabric of the Study Area is characterised by two types of mobility – long-distance, fast vehicular travel and slow, local mixed traffic – which reflect different models for organising and appropriating urban space. This calls for an approach to accessibility and transportation issues that carefully considers spatial and heritage values of the street pattern and also the need for improving walkability in the historic fabric.

The Study Area plays the role of a “hinge” between the consolidated and highly attractive “modern” city centre, where most administrative buildings, services and economic activities are concentrated, and more recent urban developments, where various types of settlements and functions are congregated. Forming a connective space between these areas, the historic fabric forms a link with the larger metropolitan area. It also suffers as such from congestion at its nodal points and reduced walkability on the main historic “spines”, in the process becoming increasingly less attractive. In this context, the strip between Port Said Street and Al-Muezz Street appears to serve as a transition between the “vehicular city” of downtown and the “pedestrian city” of Historic Cairo.

The widespread presence of services and economic activities requires a diffused system of parking areas that could also benefit walkability going towards and inside the oldest historic fabric. The Citadel also has the potential to serve as a “hinge” between the motorised accessibility of the larger metropolitan area and the pedestrian mobility of Historic Cairo, becoming a strategic asset in developing new economic activities linked to culture, leisure and tourism.

<sup>10</sup> Land use is instead represented in the thematic maps produced for some “sensitive” areas, based on a plot-by-plot field survey (see Chapter II, Section 2 and Chapter III, Section 2.3 of the present report).





### Traffic Network - Roadway network

**Major Arterial Roads:** Major through roads that carry large volumes of traffic and link Historic Cairo with Greater Cairo. They are large divided roads, two ways with at least three lanes in each direction and have occasional intersections with traffic lights that stop traffic flow. These include Salah Salem, Autostad and Kornish streets. These roads have an average width that is wider than 35 meters.

**Minor Arterial Roads:** Through roads that carry large volumes of traffic and cross Historic Cairo providing a link with Greater Cairo. They are divided roads, less than three lanes and have more intersections with traffic lights that stop traffic flow. These include Al Azhar, Port Said, Al-Geish and Mansouria streets. These roads have an average width of 35 meters.

**Collector/Distributor:** These roads collect traffic from local roads, and distribute it to arterials. They are usually two-way roads connecting various urban zones. These include Mohammed Ali, Ahmed Maher and Abd el Megaid el Labban streets. On average they are of 10 to 15 meters in width.

**Local Streets:** These roads have the lowest speed limit, are usually one way roads and carry low density of traffic. This is determined by the narrow width of the streets. In some areas, these roads may be unpaved. On average these streets are less than 10 meters in width.

- World Heritage Property
- Nile and lakes
- Pre-modern Anchors
- Modern Anchors
- Squares and intersections
- Street network

Fig.11 Main road network of downtown and Historic Cairo.

### Traffic Network - Main Squares and Entrances to Historic Cairo

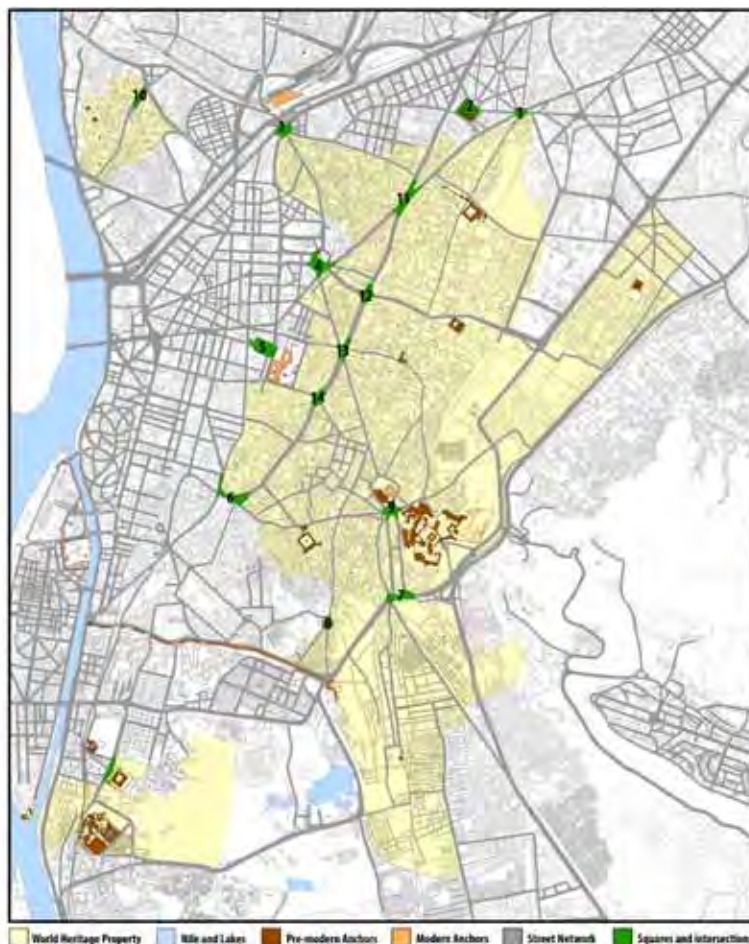


Fig. 12a. Main squares and entrances to Historic Cairo





#### Traffic Network - Squares and Intersection on Port Said Street



11 - Bab El-Sharia Square



12 - Intersection with Al Azhar Street



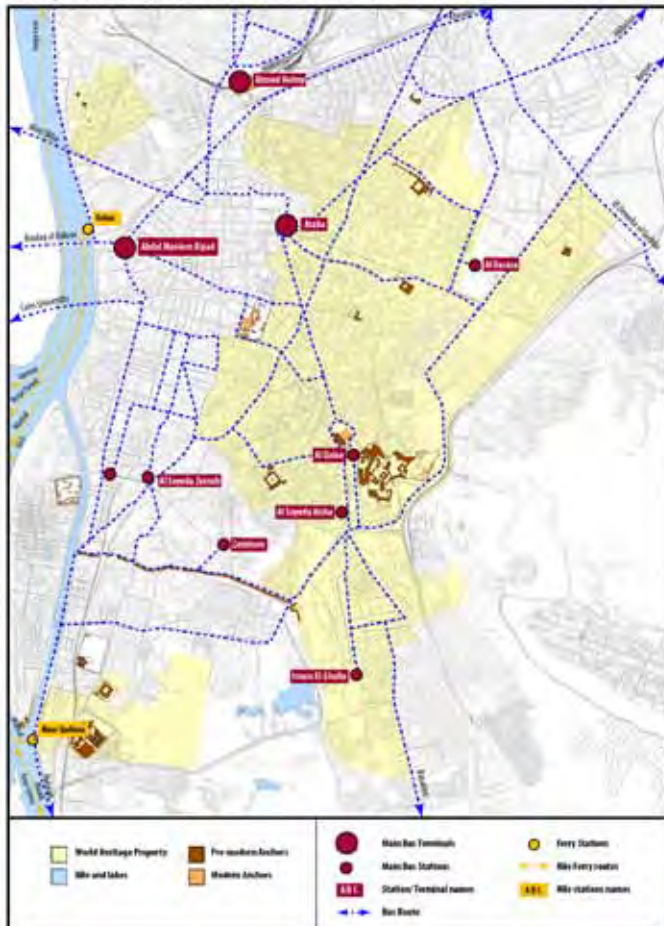
13 - Bab al-Khalk Square



14 - Intersection with Sheikh Riham Street

Fig. 12b. Main squares and entrances to Historic Cairo

#### Transportation Network - Ferries and Bus Lines



#### Transportation Network - Train and Metro Lines



Fig.13. Bus Lines and ferries in Cairo

Fig14. Train And Metro Lines in Cairo



This very peculiar position deserves the highest consideration in future planning tools, since it could maximise the impact of on-going, large-scale uncontrolled urbanisation on Historic Cairo, and could certainly hamper the rehabilitation process. On the other hand, it could also potentially contribute to the positive integration of the WH Property into the larger urban area via improved accessibility.

### **c. Heritage features and proposed conservation zoning**

The main heritage assets of the Study Area are the Citadel and the Mosque of Sultan Hassan, two of the main “focal” monuments cited in the Nomination File as “generators” of Historic Cairo’s urban fabric. But many other important buildings from different periods are present. These are mostly scattered along the main historic “spines” heading to Bab Al-Azab (the gate of the Citadel) and Al-Muezz Street.

The close spatial relationships between these monuments and the surrounding urban fabric, as well as their strong visual dominance, represent attributes of the area's OUV. The latter has to a large extent been maintained despite the recent proliferation of tall and intrusive buildings, though such buildings have certainly affected the view of the skyline of the Citadel and the landmark value of several monuments at several points.

In reality, the heritage values of the urban fabric are very uneven, and reflect the various impacts of recent and uncontrolled transformations of both the “pre-modern” and “transitional” historic fabric. Widespread demolitions and renovations have occurred, and large derelict and neglected areas are also present.

The overall evaluation, conducted shiakha-by-shiakha in the “preliminary” field survey,<sup>11</sup> shows the presence of large areas with above-average heritage values for

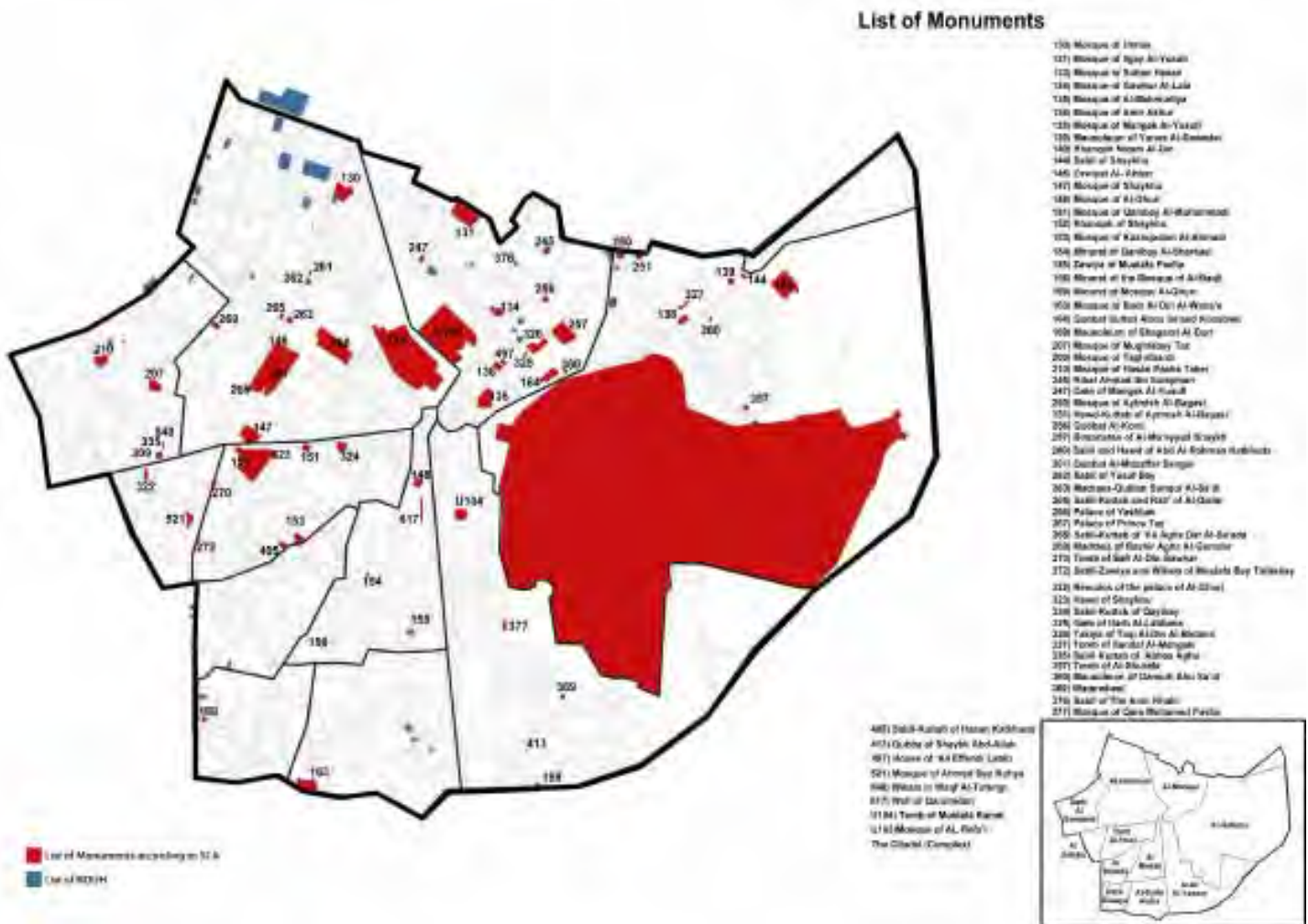


Fig.15 List of Monuments according to SCA (red), and buildings of peculiar value listed by the NOUH (blue)

11 See Chapter II in the “First Report on the Activities, June 2010-June 2012” URHC, 2012, *Digital Annex II.1*.



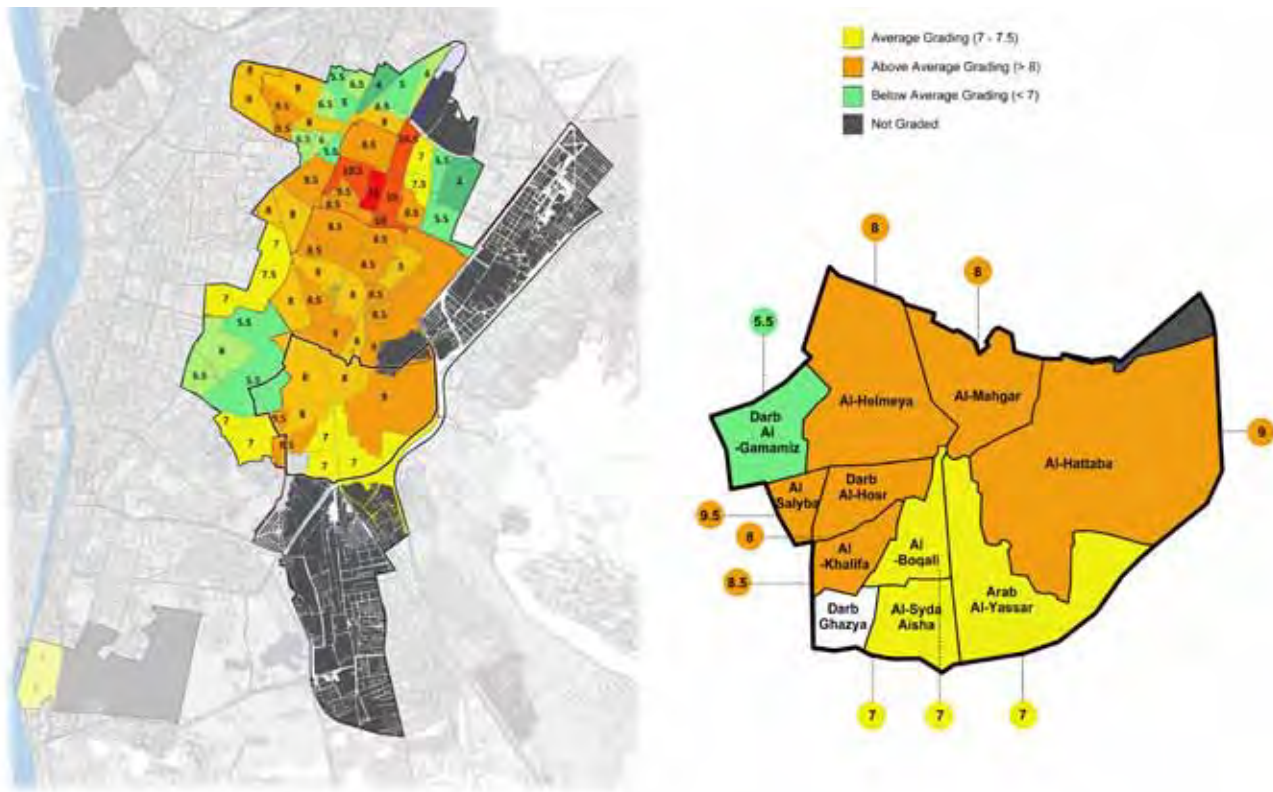


Fig. 16 URHC Field Survey 2011: Assessment of the heritage values of the Urban Fabric (total grading)

Historic Cairo, mainly spread along the ancient “spines” heading to the Citadel from the west and the north. These alternate with areas of average heritage value to the south, which correspond to the more recent axes of Salah Al-Dien and Al-Sayeda Aisha Squares, and finally with lower-grade areas of to the west, next to Port Said Street.

The various criteria used in the survey highlight how the overall grade is a measure of a diverse set of conditions, which gives an idea of the multiple needs and potentials for rehabilitation and regeneration. On this subject, the following comments can be made:

- Architectural values are highest along the main “spines” connecting the Mosque of Ibn Toulun to the Mosque of Sultan Hassan (in the shiakhas of Darb Al-Hosr and Al-Khalifa) and in all the shiakhas surrounding the Citadel. These areas contain many buildings or groups of buildings of high architectural interest, including buildings that are not listed, adding to the general heritage interest. In the other shiakhas, no buildings of any heritage interest whatsoever can be found, due to the widespread renovation process that took place over the course of recent decades;

- The morphological integrity of the urban fabric – reflected by the persistence of historic street alignments, plot subdivisions and compactness – is diverse because of the presence of large vacant or ruined areas (i.e. in Darb Al-Hosr, Al-Sayeda Aisha and Arab Al-Yassar) and the application of so-called “regulation lines”;<sup>12</sup>
- Finally, the presence of community-oriented activities is rather disparate but shows high values along the “spines” heading to Bab Al-Azab and next to the Citadel.

In fact, shiakhas such as Darb Al-Hosr, Al-Khalifa, Al-Mahgar and Arab-Al-Yassar possess a relatively rich urban heritage (not only architecturally, but also culturally and socioeconomically) and at the same time are seeing their fabric spoiled and fragmented by cumulative processes of renovation and abandonment, to which the spread of intrusive “violations” has recently been added.

<sup>12</sup> These “regulation lines” are sometimes called “organisation lines” or *Khat el Tanzim*. They were set to widen existing roads and to open new roads cutting through the old city or along important monuments. Building activities are therefore not permitted within these lines. They are inherited from out-dated plans from the early 1970s.

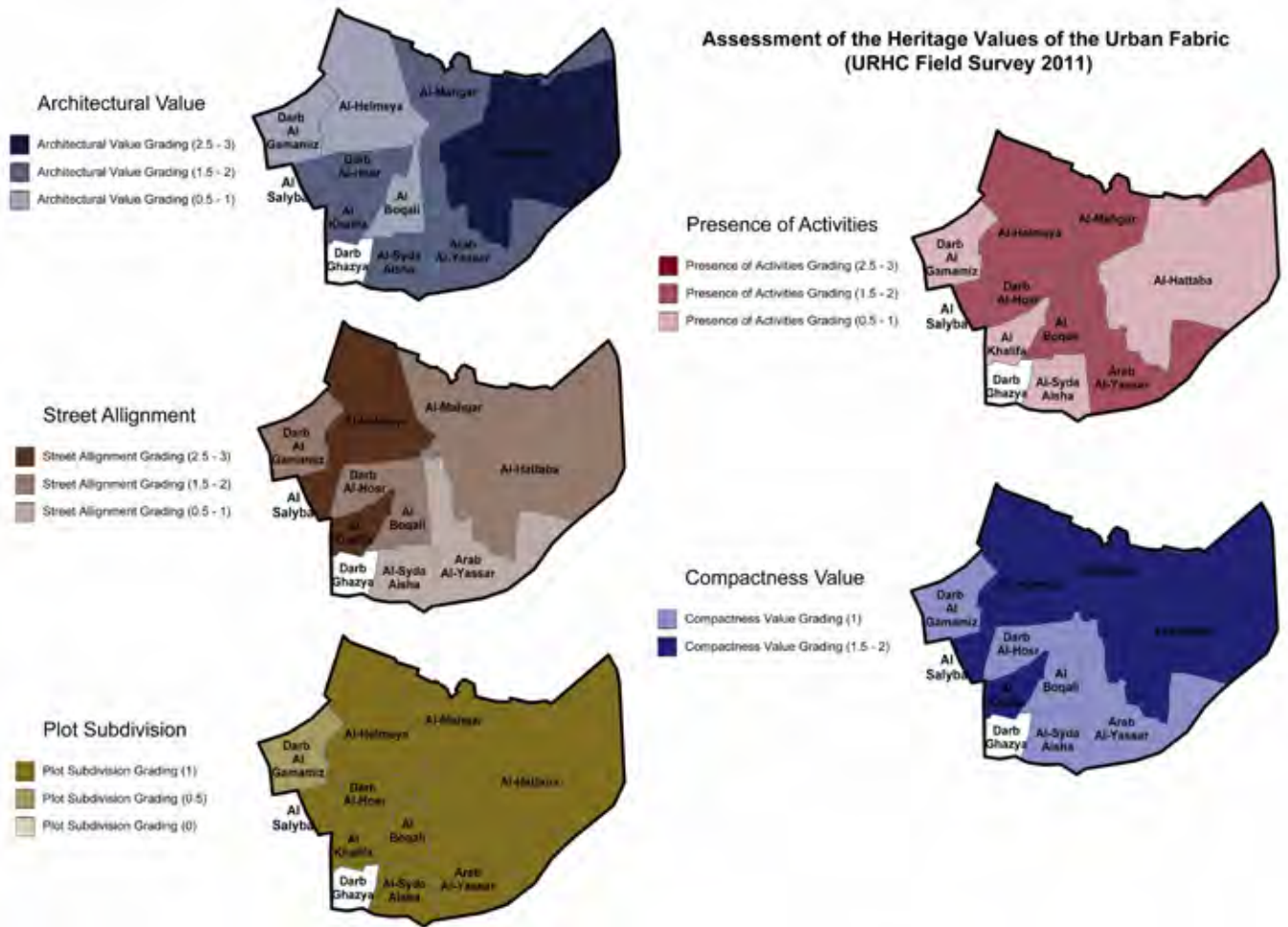


Fig. 17 URHC Field Survey 2011: Assessment of the heritage values of the Urban Fabric (total grading)

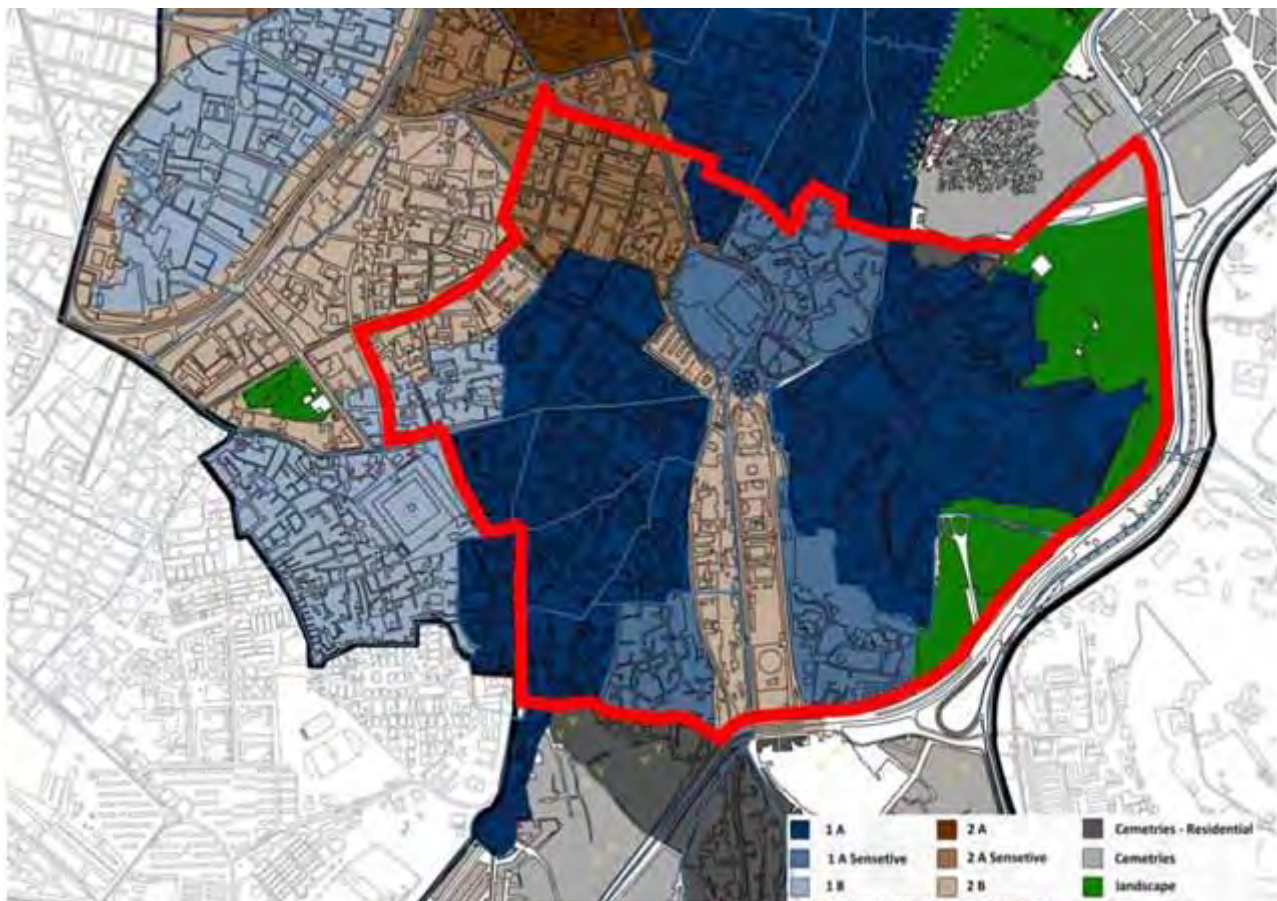


Fig. 18 Perimeter of the proposed Action Project superimposed on Conservation Zoning (URHC, 2011)



From an urban conservation perspective, the Study Area is characterised by the presence of different types of urban fabric, exhibiting various states of conservation and specific potentials for rehabilitation and regeneration. In particular, for the conservation zones proposed by the URHC Project,<sup>13</sup> these include the following:

- Besides the Citadel, a large area in Darb Al-Hosr and Al-Khalifa comprises a zone of residential pre-modern urban fabric of higher heritage value (subzone 1A), with important and widespread elements of architectural interest and relevant street pattern integrity among other morphological factors;
- Two “sensitive” areas of the pre-modern urban fabric (subzone 1A-sensitive), where the presence of important architectural features is paralleled by the dilapidation of the urban fabric, which has nonetheless retained its historic morphological character;
- The southern end of Mohammed Ali Street – the most important 19th-century “cut” – and its surroundings, which together represent a “transitional” urban area with high or relevant heritage values (subzones 2a-sensitive and 2b);

The Study Area therefore represents an excellent sample for verifying the applicability of protection measures proposed by the URHC Project,<sup>14</sup> which need to be harmonised with the decrees concerning the “Areas of Peculiar Value” as per Law n° 119/2008.

#### **III.1.4 The planning strategy and the main issues addressed**

A comprehensive and legal conservation-planning tool for the Study Area needs to be developed with reference to the wider framework of Historic Cairo and the proposed Buffer Zone of the WH Property. This will help define crucial and strategic planning choices to be made regarding vehicular circulation, services and land use. These will in turn affect the functional role, the liveability and, to a certain extent, the sociocultural significance of the Study Area. Doing so will require

<sup>13</sup> See Chapter III.1 in the “First Report of the Activities June 2010 – June 2012, URHC, 2012, Digital Annex II.1.

<sup>14</sup> See Chapter III.2-III.7 in the “First Report of the Activities June 2010 – June 2012”, URHC, 2012, Digital Annex II.1; and also the revised version in Chapter II.1 of the present report.

the development of a large scale and effective planning framework (which is for the moment totally lacking) to integrate the conservation and regeneration of Historic Cairo into the planning context of the Greater Cairo.

In the absence of such a framework, the development of which is far beyond the scope of the URHC Project, the Action Project developed conservation planning studies and proposals to address specific issues of the Study Area itself. It did so to exploit its potential and to make the best of existing opportunities for improving residents’ living conditions and for fostering socio-economic improvements based on the protection and enhancement of heritage values.

The following actions were undertaken in developing the Action Project:

- The revision and integration of the initial Layout,<sup>15</sup> which identifies a series of key planning objectives and provides a framework for possible strategic interventions;
- The study of detailed and specific strategic urban conservation projects as part of the above framework;
- The development of sector studies on general issues that appeared to be relevant in the context of the Study Area, and which could be used in the eventual implementation of a consistent urban conservation and regeneration policy.

#### **a. The planning strategy**

A set of key planning objectives has been set based on an analysis of the urban context. These define a planning strategy whose principal concern is the preservation of the OUV of the WH Property of Historic Cairo as proposed by the URHC Project.<sup>16</sup> The strategy focuses on the valorisation of heritage features as a catalyst for community development and for the revitalisation of the historic fabric. It is based on the following choices and assumptions:

- The conservation of monuments and listed buildings should not be addressed separately from the rehabilitation and regeneration of the urban fabric

<sup>15</sup> See “Action Project Layout”, Daniele Pini, May 2013 and a revised version from September 2013, Digital Annex II.2.

<sup>16</sup> See Chapter I of the present report.



ric. These edifices are not to be considered solely as valuable “heritage objects” to be preserved “per se”, but need rather to be understood mainly as strategic assets for improving services and developing new economic activities through appropriate “adaptive reuse” interventions. The conservation and valorisation of the Citadel represents a major and crucial planning choice in this respect for revitalising and regenerating the area with new activities related to culture, crafts, leisure and tourism;

- A key objective is the preservation and enhancement of the urban fabric’s heritage values; it needs to be combined with improvements to housing conditions and liveability. This requires the enforcement of appropriate planning codes and architectural guidelines to regulate the various conservation, infill and new development or redevelopment interventions. To do so, it will be necessary to revise current regulations, in particular those covering demolitions and “regulation lines”. Measures must also be taken to eliminate or mitigate the impact of so-called “violations”. Another priority is the promotion of a consistent and widespread housing rehabilitation policy that improves residents’ living conditions. This policy should also aim to preserve the rootedness of the existing population, to regenerate the most dilapidated and underutilised parts of the historic fabric and to improve the environmental situation (i.e. the management of solid waste). New regulatory measures and specific intervention projects can be identified based on detailed plot-by-plot field surveys; the competent authorities could consider these for possible implementation even in the absence of a more comprehensive planning framework;
- The socioeconomic vitality of the urban fabric has to be kept and enhanced by upgrading and rationalising existing activities (e.g. markets and crafts), while at the same time imagining ways to sustainably develop compatible activities (e.g. cultural and tourist activities) that comply with the heritage values and the socioeconomic characteristics of the various neighbourhoods;
- Vehicular circulation at a larger scale needs to be reorganised to eliminate or mitigate traffic congestion and environmental hazards at certain critical points. At the same time, pedestrian mobility must be improved and made safer. These efforts should

be combined with overall improvements to the urban environment via widespread interventions to upgrade open spaces (e.g. paving, street furniture, signage) and a new, more efficient waste disposal management system;

- Criteria and procedures should be established to raise awareness and to promote participation among residents of the areas in question in the decision-making process and in the enforcement of the Action Project.

The map below summarises the conservation and regeneration interventions proposed by the Action Project in order to implement the aforementioned strategic objectives. In particular, these have to do with:

- The adaptive reuse and valorisation of the lower part of the Citadel, and its functional and spatial integration into the historic urban fabric;
- The rehabilitation of the urban space, particularly in the decayed transitional urban fabric;
- The rehabilitation of the most dilapidated residential historic fabric.

A specific project for reorganising vehicular traffic and improving walkability in the Study Area was planned but not implemented, for various reasons.<sup>17</sup> This project would have focused in particular on the node of Al-Qala Square, aiming to create the conditions for its functional and spatial upgrading, and reconnecting it to the main historic “spines” heading to the Bab Al-Azab and the lower part of the Citadel.

Some additional field studies and initiatives were developed as part of or in complement to these projects, investigating some major key issues in the Study Area. These issues have to be addressed in order to implement the project proposals and eventually to set up effective planning tools.

These projects and studies are intended not only to propose specific solutions, but also to indicate methodologies, analytical tools, and planning and urban design criteria that could be applied to the rest of Historic Cairo.

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<sup>17</sup> This study was envisioned in collaboration with the Governorate. However, the difficult institutional framework made it impossible to develop a concrete and effective program of co-operation between the URHC Project and this administration, despite a shared will to do so.

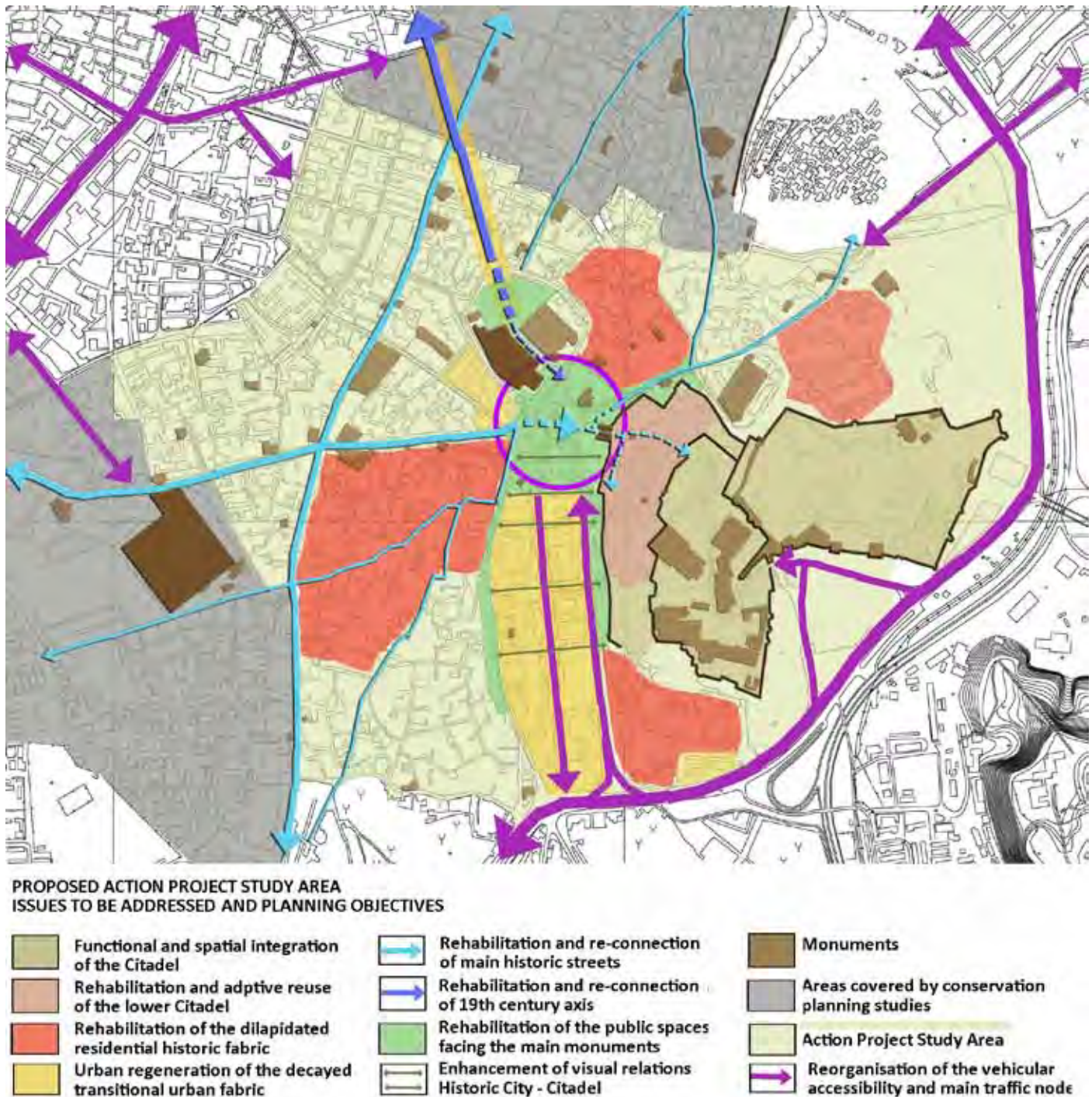


Fig. 19 Proposed Action Project Study Area.

### **b. Strategic intervention projects**

#### **The adaptive reuse and valorisation of the lower part of the Citadel<sup>18</sup>**

The Citadel is one of the main elements of the OUV of the WH Property, and a major potential asset for its rehabilitation and regeneration. The higher part of the Citadel is linked to the rest of Greater Cairo by the Salah Salem arterial road, and includes the Mohamed Ali Mosque, a major tourist attraction, as well as several administrative activities. The lower part, however, is

<sup>18</sup> For more details, see Section 2.1 in this Chapter.

separated from and inaccessible to the rest of Historic Cairo due to the long-term closure of the main gate of Bab Al-Azab. Its visibility is seriously threatened by the appearance of numerous tall buildings and recent transformations to its surroundings. Most of all, it lays almost unused and abandoned, with both the historic urban fabric and the monuments in a shameful state of conservation – often, in ruin.

The project was aimed at:

- Documenting the current situation and the state of conservation of the urban fabric and the monu-



ments, with accurate and comprehensive architectural surveys;

- Developing conservation planning guidelines and intervention proposals to preserve the heritage values and promote the adaptive reuse of the lower part of the Citadel, with functions and activities that could enhance its role as an urban “node” of higher importance and benefit the local population in doing so.

The project plans for a possible conservation and adaptive-reuse scenario, aimed at “exploiting” the potential of the complex with a mix of compatible activities (handicrafts, commerce, vocational training, culture, tourism) to spearhead the regeneration of the surrounding neighbourhood. It includes the identification of priority actions and the definition of types of interventions required for buildings and open spaces,

as well as for a new system of connections with the higher part.

The functional and spatial integration of the Citadel into the historic urban fabric of Historic Cairo has been addressed with the assumption that the Bab Al-Azab will be reopened, enabling the re-establishment of pedestrian connections with the “anchor” monuments and the historic “spines” of the surrounding urban fabric (connecting Al-Darb Al-Ahmar to Souq Al-Salah, Nabaweya and Bab Al-Wazir Streets; and Ibn Toulun to Sheikhon and Saliba Streets).

#### The rehabilitation of the public open spaces in the decayed transitional fabric

The Action Project addresses the rehabilitation of the main public open spaces in the Study Area, particularly in areas in which the transitional urban fabric is

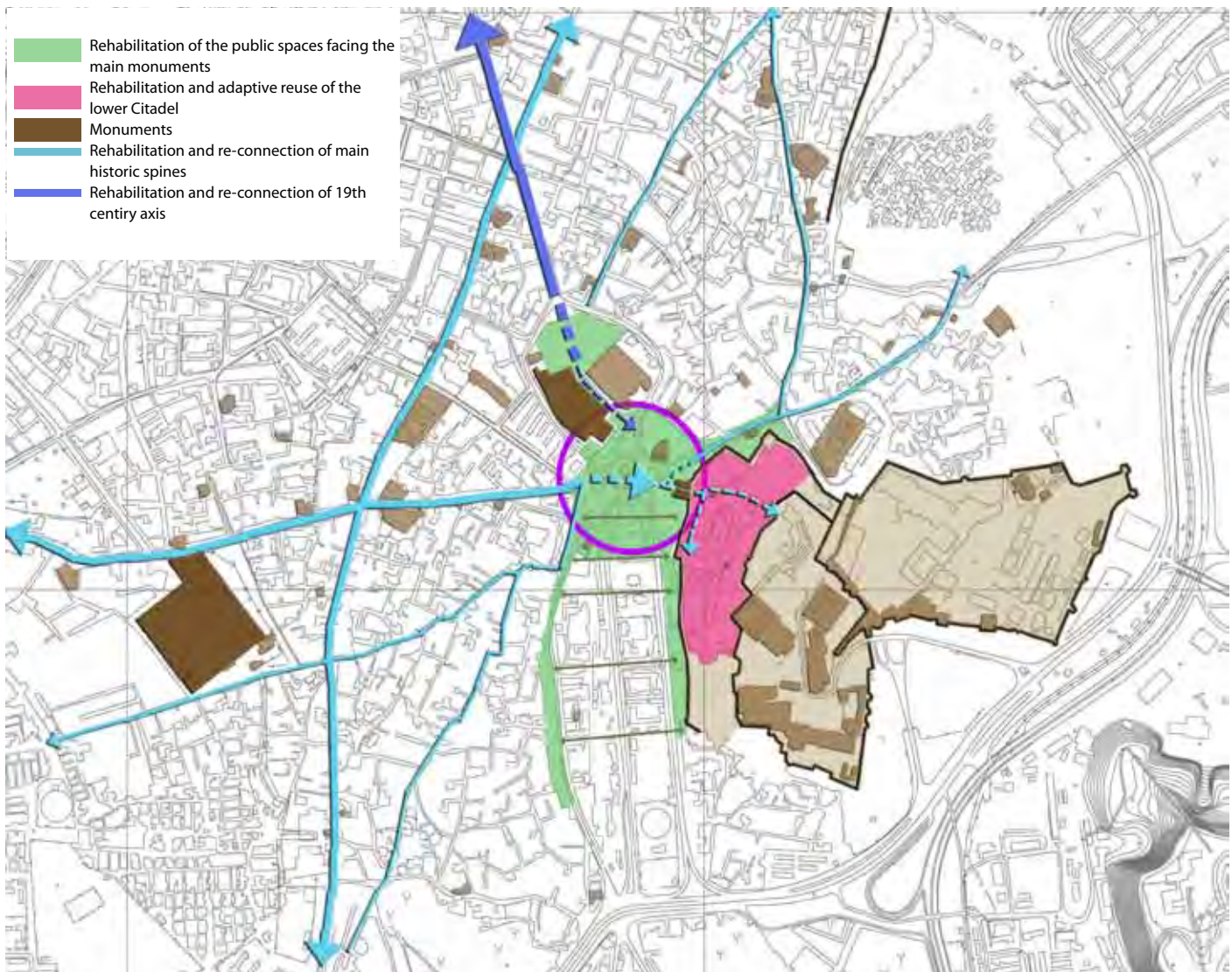


Fig. 20 Reconnection of the Citadel with the fabric of Historic Cairo



decayed. These are meant to be main drivers of the functional and spatial integration of the Citadel into the larger urban context, and also for upgrading and enhancing important economic activities that are crucial for the community.

To these ends, detailed analyses and urban design proposals were developed on the following topics:

- The physical reorganisation and management of Al-Sayeda Aisha market area and Salah Al-Dein Square. The project uses the assumption that the market represents an important asset for the economic and social vitality of the surrounding neighbourhoods. At the same time, its functional and spatial disorder, the lack of appropriate infrastructure and hygienic services, and uncontrolled vehicular circulation and parking make it a source of environmental deterioration that also seriously reduces the area's liveability. Urban design proposals have been drawn up that plan to reshape public space in these areas, taking into account the impact of economic activities and the related forms of appropriation of public spaces on the neighbourhood's liveability. An urban design layout has been proposed; it focuses on relieving vehicular traffic circulation and includes land use control measures. These measures are consistent with a more rational organisation of transportation and mobility in the area, as well as with the need to improve visual connections with the Citadel.
- Al-Qala square and Mohamed Ali Street. The expected re-opening of Bab Al-Azab would definitely re-establish the significance of the square, which is now only a congested traffic node, as connection space between the Citadel and the Sultan Hassan and Al-Rifai mosques, as well as the beginning of an urban sequence leading to Azbakeyya and the modern downtown through Mohammed Ali street, the most significant 19th-century "cut" in the historic fabric. Though lacking the supporting material of a larger-scale traffic study, the project suggests a possible reshaping of the square in order to enhance pedestrian mobility. It also makes proposals for the rehabilitation of the Mohammed Ali Street fronts based on accurate architectural and land use surveys.

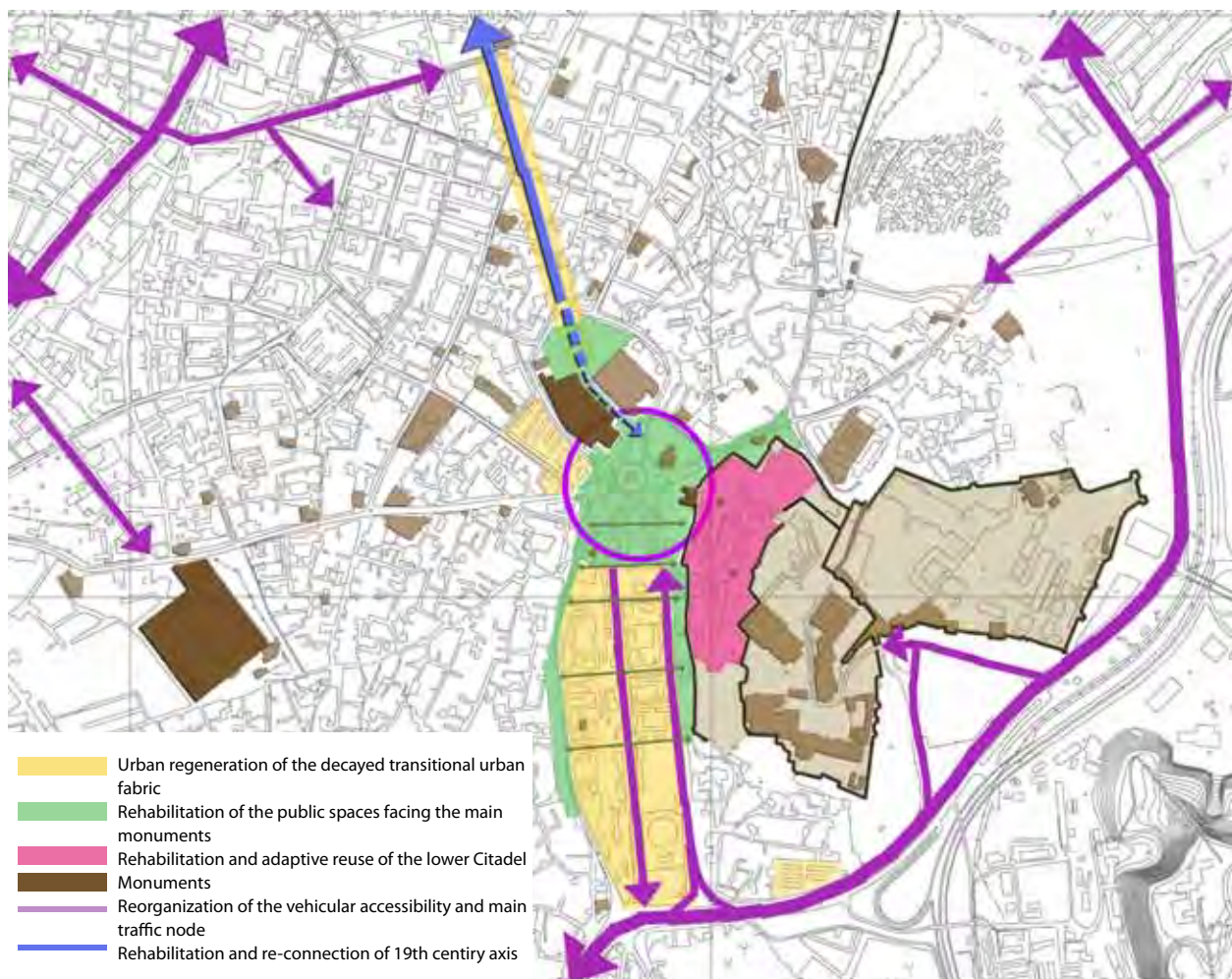


Fig. 21 Priority areas for the regeneration of the modern urban fabric and axes

### The rehabilitation of the most dilapidated residential historic fabric

The Action project has identified four “priority” (and pilot) areas to address the crucial issue of rehabilitating the historic residential fabric, which continues to have important heritage values but is threatened by widespread dilapidation and decay. Based on the outcomes of the 2011 Field Survey, and on considerations of the urban context outlined in Chapter II.2.2, the following neighbourhoods were selected for detailed studies:

- Darb Al-Hosr
- Darb Al-Labbena
- Al-Hattaba
- Arab Al-Yassar

These areas are situated along important historic “spines” connecting the main monuments (i.e. the Citadel, the Sultan Hassan and Ibn Toulun mosques) to the larger urban fabric of Historic Cairo, including Sheikhon and Ibn Toulun streets, with different levels of community-oriented activities. They are character-

ised by the presence of large ruins, vacant plots and unused buildings, reflecting critical environmental and living conditions. Like many other areas in Historic Cairo, these neighbourhoods exhibit urgent and specific needs for rehabilitation, and can be considered samples of the different dramatic conditions that need to be addressed in the WH Property.

Detailed conservation studies have been carried out for each of these neighbourhoods. The methodology for these studies is described in detail in Chapter II.2.

Going beyond their specific regulations and urban design proposals, the studies on the rehabilitation of the historic residential fabric represent models that could be extended to the rest of the urban fabric in order to set up a comprehensive and effective urban Conservation Plan for the areas at risk.

The highly detailed manual prepared for the surveyors, the “training on the job” provided to technical staff from various administrations, the involvement of the local population, and the implementation of a very effective and efficient GIS together represent very sig-

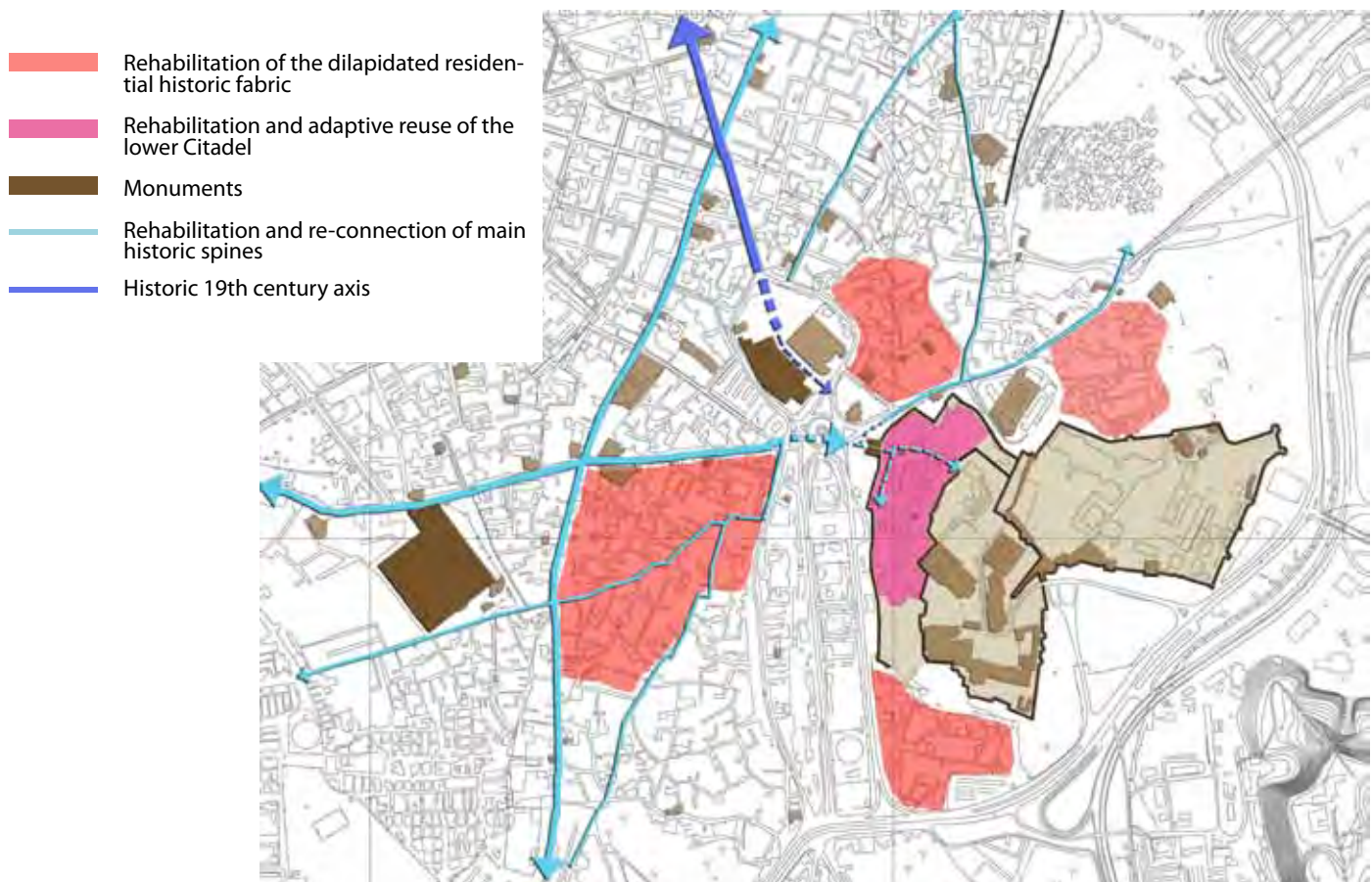


Fig. 22 Priority areas for the rehabilitation of the historic residential fabric



nificant achievements for the URHC Project, which deserve to be fully appreciated by the Egyptian authorities.

### **c. Additional field studies**

The strategic projects outlined in the previous section are paralleled by a series of field studies aimed at addressing certain crucial issues that represent challenges to be dealt with in regenerating the Historic Cairo WH Property. They address the following topics:

#### **Monuments**

A survey was carried out on all the monuments and listed buildings in the Project Area to document their typological and architectural features and to assess their state of conservation. It highlighted a very critical situation about which types of heritage are protected, and also provided important information that can later be built upon in for adaptive reuse, which could help regenerate and revitalise the urban fabric. It also pointed out the need for a different and more integrated approach to conservation, which is currently hampered by existing legislation and institutional set-ups.

#### **Awqaf**

Awqaf properties are widespread in the urban fabric and represent an important component of the building stock. The study highlights the institutional and legal aspects regulating their management and document their extent and conditions via a field survey. Some opportunities for rehabilitation and regeneration have been detected in “priority areas”, based on the information provided by the Inventory. These should be considered by the relevant administration for possible interventions.

#### **Crafts**

Crafts represent a crucial aspect of Historic Cairo heritage values and living traditions, but are seriously threatened by social and economic pressures. At the same time they represent an important physical feature of the urban fabric, as they are closely intermingled with housing and public open spaces. Safeguarding traditional crafts and community-oriented activities and developing other compatible economic activities should represent a major objective in any ur-

ban regeneration and revitalisation policy. The study was based on a field survey in some selected neighbourhoods of the Study Area, and aimed to gather information about all existing workshops. It also made recommendations for how to complete and enrich the regulatory and urban design proposals.

#### **Waste management**

The poor and ineffective management of solid waste represents one of the most difficult challenges for improving the liveability and environmental conditions of Historic Cairo. A dedicated study was carried out in Study Area to highlight the weaknesses of the present system and to provide a vision and technical proposals for a more effective organisation of this essential service. A pilot area was selected to carry out a comprehensive analysis and to define a possible policy based on a series of strategic objectives.

#### **Signage**

Signage can play a major role in providing information and increasing awareness about heritage values of the urban fabric and the monuments for the resident community, not only for visitors. A dedicated study was carried out on the current situation in Historic Cairo with the goal of developing potential guidelines and design parameters in line with the strategy of promoting the city's tangible and intangible heritage.

## **III.2. PLANNING TOPICS OF THE ACTION PROJECT AREA**

### ***III.2.1 Rehabilitation and Adaptive re-use of the lower part of the Citadel***

#### **a. The site and the approach to the topic**

The Citadel sits on a rocky spur projecting outward from the Moqattam Hills. It is a gigantic complex of walls and towers that has been contributed to throughout every period of Cairo's history. The interior structure has been continuously changed; the ground level is the result of a process of erecting new buildings on top of older ones.

The lower part comprises the area of Bab Al-Azab – one of three interlocking enclosures – and is characterised by a continuous and rather compact urban fab-



ric, structured by a well-articulated pattern of streets heading towards the gate. This gate has been closed for decades but could potentially form a connection with the rest of Historic Cairo.

The Bab Al-Azab area is completely unused, except for some workshops and storage areas, and lays in a clear condition of physical decay. It represents a fundamental attribute of the OUV of the Historic Cairo WH Property but also, at the same time, a huge and incredibly neglected asset awaiting urban regeneration and development.

This topic has been addressed from two complementary perspectives:

- A study for adaptive reuse of the whole urban fabric of Bab Al-Azab area, created in order to outline possible scenarios for a rehabilitation and valorisation strategy, assuming that the main gate will be reopened.<sup>19</sup> This strategy is intended to exploit the complex's potential for a mix of compatible activities (e.g. handicrafts, commerce, culture, tourism and similar); to develop its capacity to drive the regeneration of the surrounding neighbourhood; and to promote its reintegration into the urban context, with the re-establishment of visual and pedestrian connections with the historic "spines" in its surroundings. The strategy also includes the identification of priority actions and the types of interventions required for buildings and open spaces;
- A detailed study of all the existing buildings of heritage value to be partially or totally preserved, conducted in order to identify priority conservation actions and to propose adaptive reuse alternatives, based on an assessment of the required conservation/restoration interventions' technical feasibility.<sup>20</sup>

### **b. Historic facts**

The history of the site is closely linked to the evolution of the urban context, in particular to that of Al-Rumeylah Square. Bab al-Azab (built in 1415) served for hundreds of years as the main entrance to the Citadel until

19 See "Valorisation and reuse plan for the area of Bab Al-Azab", Karim Ibrahim, September 2014, Digital Annex III.14.

20 See "Documentation Levels in Surveying the Lower Enclosure of the Citadel in Historic Cairo: A Beginning to Understand the Area's Future Potentials", Nairy Hampikian, July 2014, Digital Annex III.11.

the construction of al-Bab Al-Jadid by Mohammed Ali.

The evolution of the urban fabric within the enclosure reflects the vicissitudes of the square, a place of activities and celebrations, with utmost political and cultural significance. For centuries, horsemen played a prominent role; the stables and the hippodrome were a physical manifestation of the interests of the military state of the Mamluks. The stables were arranged in such a way so that the Sultan could observe them from his palace. For some time, the stables were outside the main walls of the Citadel, yet connected to it through two main staircases.

During the Ottoman era, the function of the lower enclosure began to change. The area became the place of residence for the Ottoman Azban troops, whose primary mission was to protect the Citadel. In the early nineteenth century Bab Al-Azab was a densely developed neighbourhood full of barracks for the Azban troops in addition to some religious buildings. Its importance and significance increased during the reign of Mohammed Ali, who in 1820 established Dar Al-Senna, the arsenal where all the weapons of the Egyptian army were manufactured. The choice of the site in the area of Bab Al-Azab has major significance because the army, which once depended on equestrian troops, had to develop its weaponry to become an artillery-based force. Since the late 19th century, the area of Bab Al-Azab faced several undocumented changes. The only buildings with labels dating to this time are the cannon factory and the Mohammed Ali mint. The scarcity of references to the area during this time may be due to the enclosure's being considered a mere service zone for the Citadel. It is probably that most of the arsenal workshops still stand in the Bab Al-Azab area, but it is hard to deduce the function of every building separately because of changes made during the British occupation from 1882 to 1946, and by the Egyptian army between 1946 and 1984.

On the other hand, the process of "modernisation" of the urban structure that occurred in the second half of the 19th century, with the relocation of Al-Rifai Mosque and the "cut" made by Mohammed Ali Street, entailed a major transformation of the public space of the square, which was progressively reduced to a traffic node. Nowadays, the historic approach to the Citadel



Fig.23 The Citadel and the evolution of the urban structure. Extract from "Valorisation and reuse plan for the area of Bab Al-Azab", Karim Ibrahim, October 2014, Digital Annex III.14

is no longer in use and the area is entirely abandoned except for a few reused buildings and warehouses newly erected by the Ministry of Antiquities and by the armed forces.

### **c. Surveys and documentation**

All available materials about the Citadel were collected, particularly those pertaining to the Bab Al-Azab area, including maps, photos, studies, projects, and cadastral maps. The following surveys were also implemented with accurate measurements:

- An overall survey of the existing layout of the urban fabric (plans, elevations and sections in a 1:500-1:200 scale), clear identifying all buildings and open spaces, and showing different levels with altimetry data about pathways and roofs. In this framework, buildings that show heritage features of any extent are identified, whether they are to be partially or totally preserved, as well as the recent structures to be demolished (i.e. makeshifts, provisional shelters);

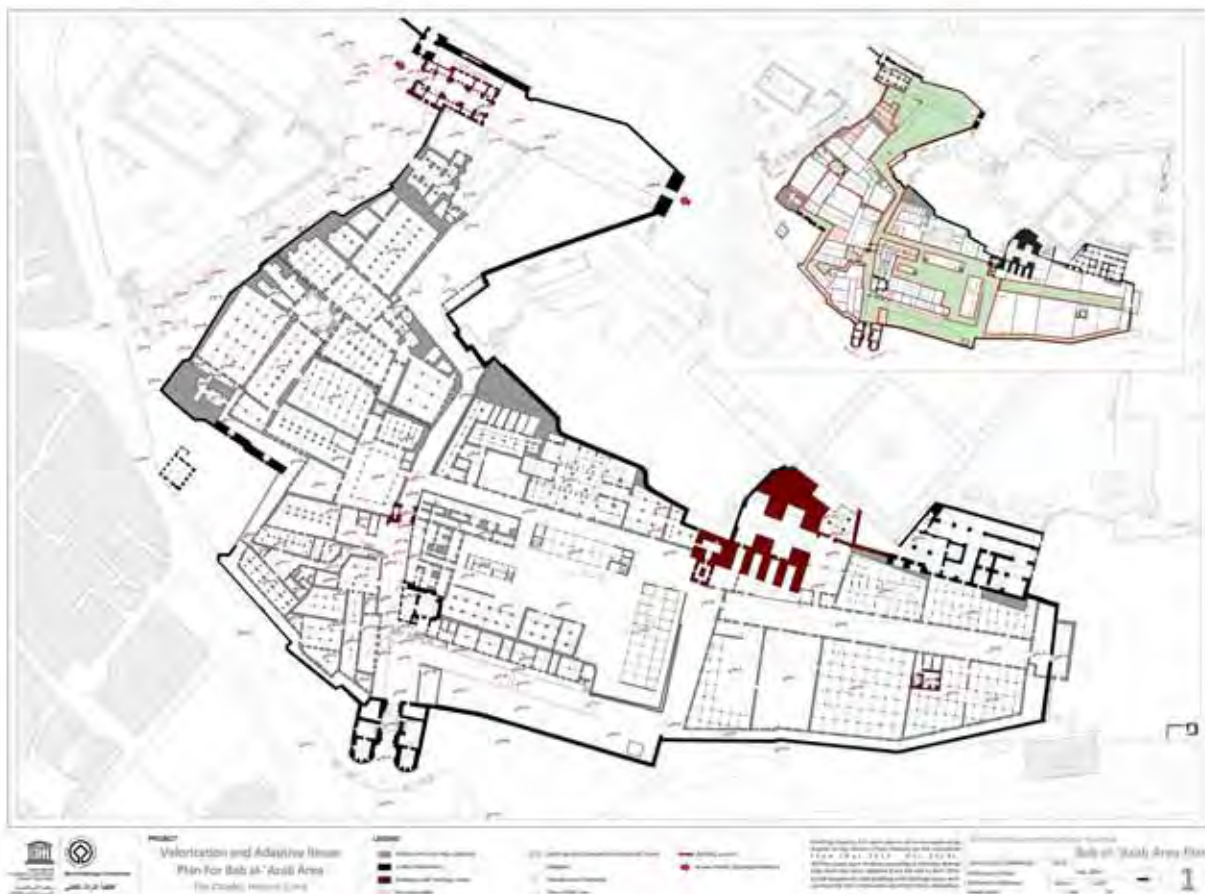


Fig.24 Floor layout map. Extract from "Valorisation and reuse plan for the area of Bab Al-Azab", Karim Ibrahim, October 2014. Digital Annex III.14

- A detailed survey and assessment of all existing buildings to be partially or totally preserved, with plans, facades, sections, and information on period(s) of construction, architectural typology, building materials and techniques, state of conservation, and other information relevant to evaluating their heritage value.

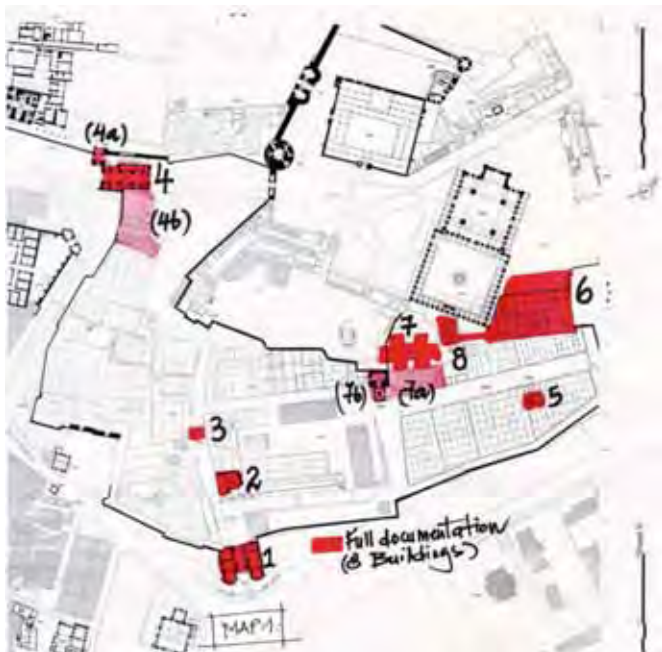


Fig.25 Detailed survey for buildings within Bab Al-Azab. Extract from "Documentation Levels in Surveying the Lower enclosure of the Citadel in Historic Cairo: A beginning to understand the area's future potentials", Nairy Hampikian, July 2014. Digital Annex III.11

These surveys were used not only to produce a complete and systematic documentation of the area's spatial and architectural features, its tangible and intangible heritage values and state of conservation, but also to assess the potential for adaptive reuse of both the urban fabric and the buildings.

#### **d. The spatial organisation by "cluster" and the heritage feature**

These surveys and analyses indicate a very complex spatial organisation and the presence of several buildings with heritage features that should be preserved.

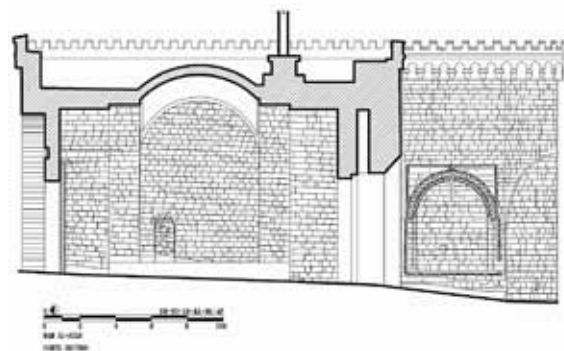
The Bab Al-Azab area is structured around 17 different "clusters" that correspond to the levels of the buildings, the way they are accessed from various paths and open spaces, and the homogeneity of their historic, structural and architectural characters.

At the moment, the main access points to the site are

through Bab Al-Jadid and Bab Al-Azab (both closed to the public). An access point also exists from the Southern Enclosure through Bab Al-Wastani and possibly from the Northern Enclosure through Bab Al-Mudarraj. However, the site could also potentially be accessed through vertical connections such as the remains of the Palace of Al-Nasir Mohammed. These may create a link between the area of Mohammed Ali Mosque and the rooftops of the industrial area, through Burj Al-Rafraf, or through a sloped path leading to the Citadel and connecting the area behind the Khedive Ismail Kiosk and the south of Bab Al-Azab (Al-Hadarat).

The accessibility of buildings has to do with their entrance points from public spaces, but also with the complex circulation patterns inside each building, with different spaces that can be directly/indirectly accessed through each other. These patterns were later taken into account to identify the potential use of different clusters and to what extent each cluster can be accessed publicly. For example, clusters with complex circulation patterns and low accessibility were not recommended for use by large numbers of visitors for safety reasons (escape routes, etc.).

The area of Bab al-Azab still maintains several historic buildings and spaces of important heritage value, dating from different historic periods and belonging to different typologies. However, only few of them are listed as single "monuments", which is quite surprising in such a historically important area.



This report was produced in the framework of Urban Regeneration project for Historic Cairo – UNESCO, World Heritage Centre

Bab Al-Azab, section. Extract from "Documentation Levels in Surveying the Lower enclosure of the Citadel in Historic Cairo: A beginning to understand the area's future potentials", Nairy Hampikian, July 2014. Digital Annex III.11



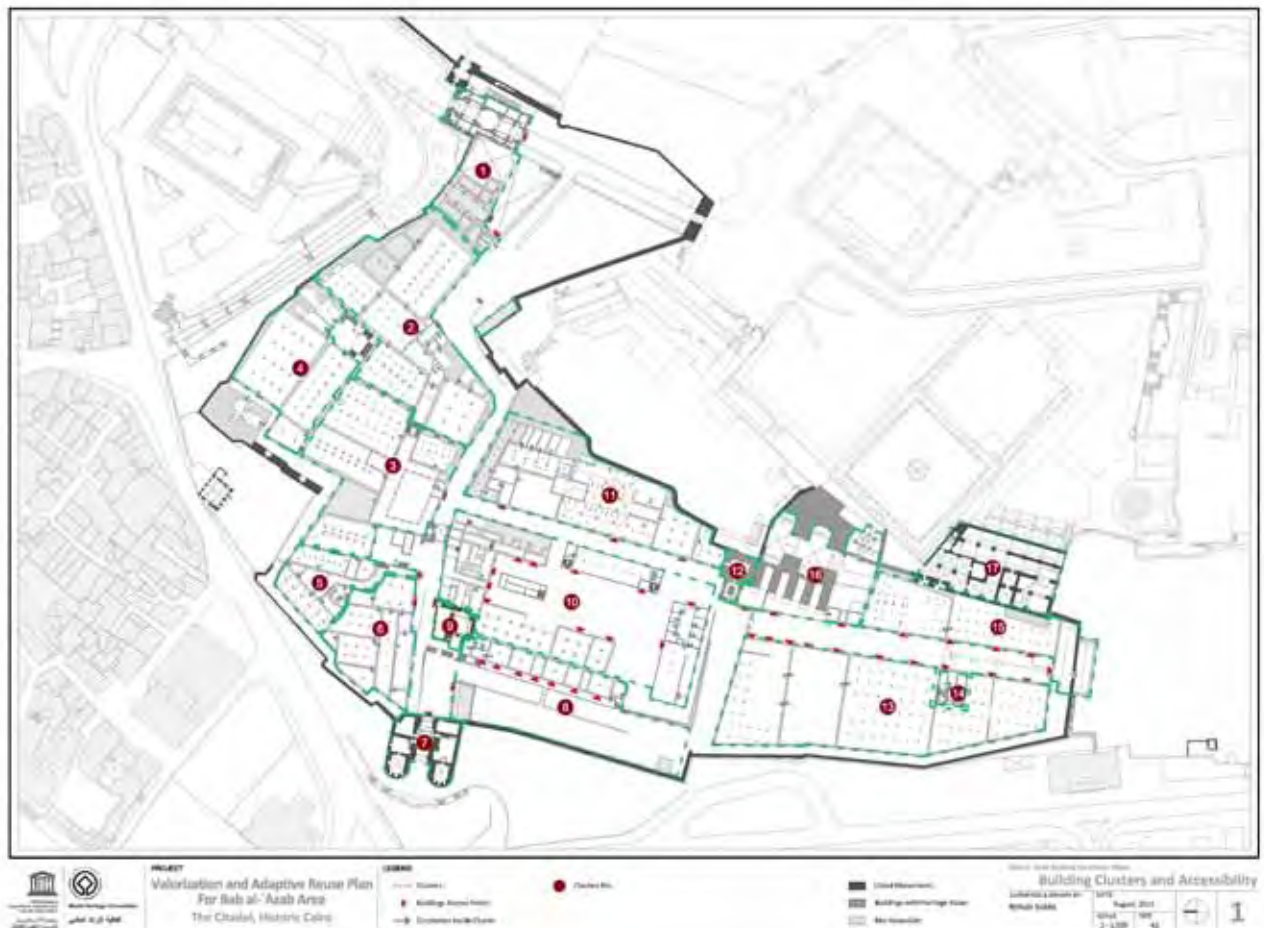


Fig.26 Building clusters and accessibility. Extract from “Valorisation and reuse plan for the area of Bab Al-Azab”, Karim Ibrahim, October 2014. Digital Annex III.1

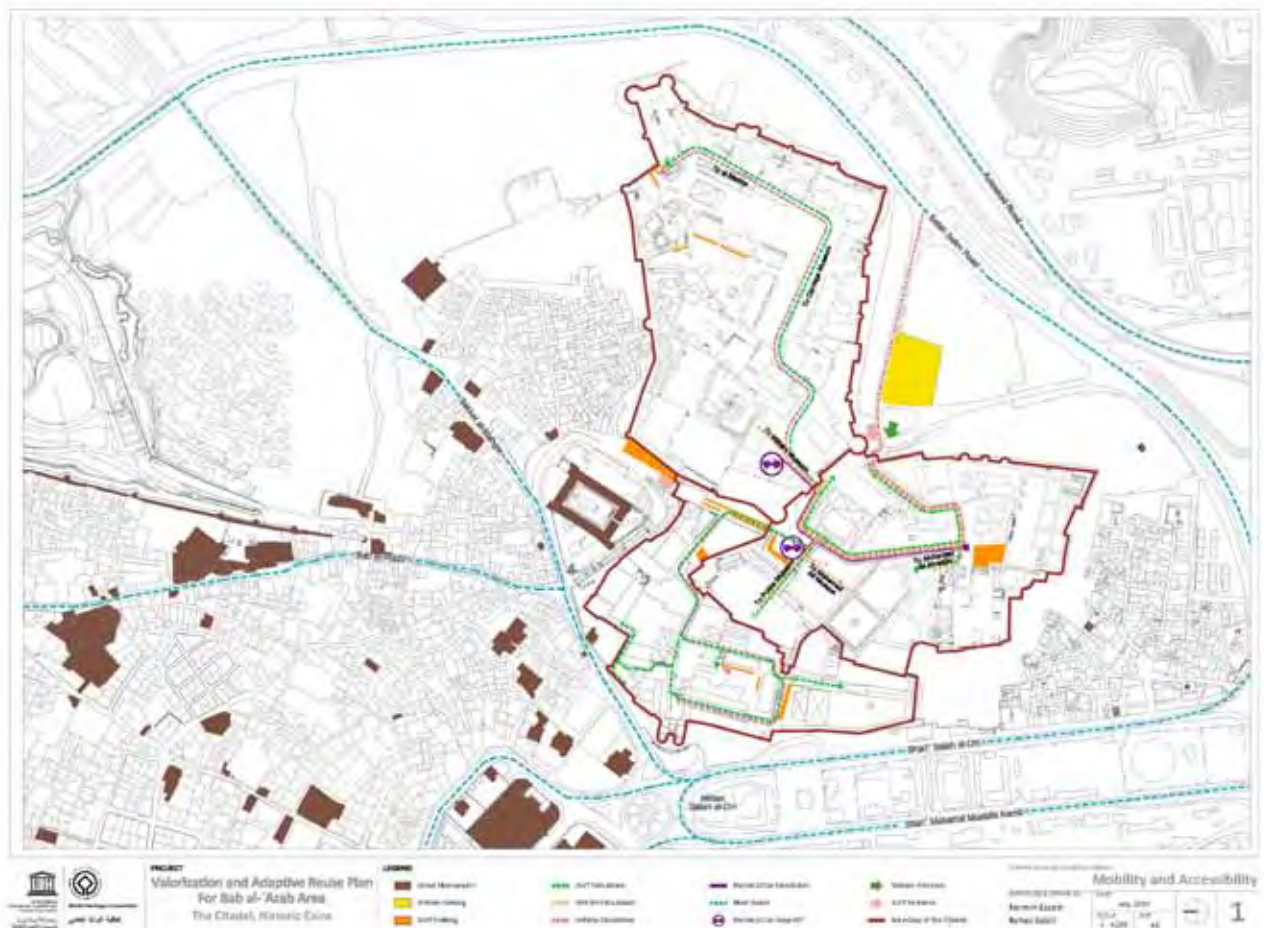


Fig.27 Mobility and accessibility. Extract from “Valorisation and reuse plan for the area of Bab Al-Azab”, Karim Ibrahim, October 2014. Digital Annex III.14





Fig.28 Map with listed building within Bab Al-Azab

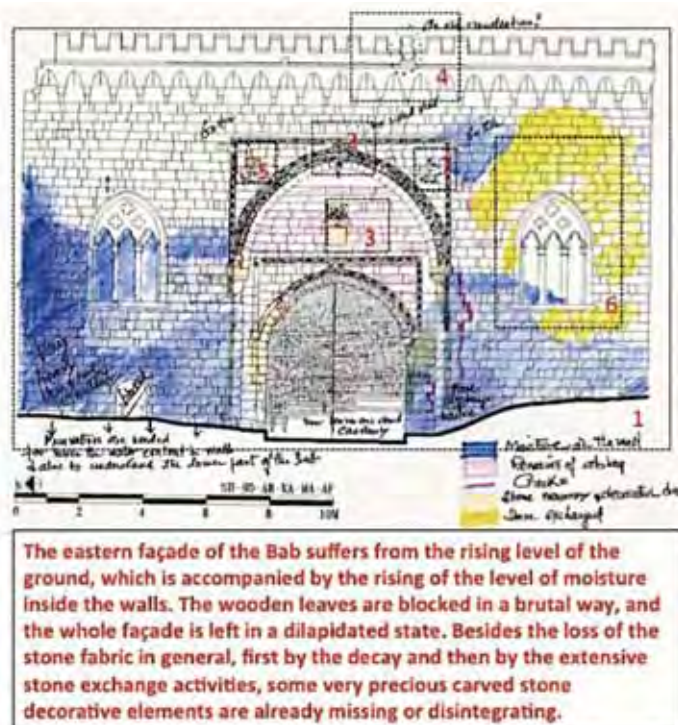


Fig.29 Right: An example of documentation of a heritage building. Extracts from "Documentation Levels in Surveying the Lower enclosure of the Citadel in Historic Cairo: A beginning to understand the area's future potentials", Nairy Hampikian, July 2014. Digital Annex III.11

### **e. Previous projects and proposals**

More than a dozen good technical proposals have been developed for the area over the past two decades<sup>21</sup>, but for various reasons none of them has been finalised. Most proposed the adaptive reuse of the area and would have involved private investors

21 See Section II.4 of "Valorisation and reuse plan for the area of Bab Al-Azab", Karim Ibrahim, October 2014, Digital Annex III.14.

for implementing and operating projects via income-generating activities related to tourism, leisure, handi-craft, cultural activities and vocational training. Among the most recent and comprehensive proposals was a project that the Ministry of Culture<sup>22</sup> prepared for the World Economic Forum, held in Egypt in 2006. This project put forward proposals for the redevelopment and adaptive reuse of the area that included the following components:

- An Open Air Plaza to receive visitors from the Citadel that includes an information centre and some coffee shops, restaurants and terraces that benefit from the natural slope of the site;
- A Performing Arts Centre (theatres and movie theatres);
- A Music Centre to revive traditional music, including performance and training halls, music shops and cafes;
- A Recreational and Festival Centre including cafes, restaurants and open air areas;
- A Convention Centre to attract new visitors to the area;
- A Traditional Bazar, including handicrafts shops and workshops.

The proposed project targeted the private sector, which would have been responsible for its implementation and operation. It is notable that the design/adaptive reuse approach followed by this project would have taken some liberties with the site and proposed certain drastic redevelopment measures for the interiors of many existing buildings.

Another project proposed in 2007 by the National Organization for Urban Harmony aimed in particular to develop foreign and domestic tourism activities linking the Citadel with other attractions of heritage value in Historic Cairo. The proposed design had to do with services and visitors' routes inside the Citadel and with improving the streetscape and signage.

Private investors have even more recently promoted other studies and proposals suggesting similar activities and uses, but none has been started, again due to the political situation after the Revolution of 2011. The question remains as to why none of these proposals has been even partially implemented to date.

22 See "Investing in Historic Cairo: the Citadel and Bab Al-Azab", Ministry of Culture, no date, but probably mid-2006.

In reality, the rehabilitation of the Citadel and the re-use of Bab al-Azab cannot be understood as a simple building conservation project, but rather as a large scale, long-term project that necessarily implies the involvement of different stakeholders and requires enhanced management capacities.

#### **f. The stakeholder analysis**

In order to outline a rehabilitation and adaptive re-use strategy, an initial analysis was carried out on the stakeholders possibly involved in the process.<sup>23</sup> To this end, the following surveys were conducted:

- A survey of local communities in the surrounding areas, based on interviews (140 respondents). It showed that most of the respondents are aware of the Bab al-Azab Area Upgrading Project (1989-2006), and support the idea of reusing Bab Al-Azab if, they say, the controversial elements of the previous plan (the five-star hotel and permissions for selling liquor) are eliminated from the new proposals. Some of the respondents expressed their interest in the benefits this project could bring to the area, including the establishment of crafts workshops inside the Bab Al-Azab area to revive endangered crafts and to provide vocational training and job opportunities. On the other hand, other respondents (especially in Arab Al-Yassar and Al-Hattaba) did not share the same positive views of the intended adaptive reuse plan for the area, and expressed their scepticism about any intended plan. They feared potential eviction and relocation by the government if any large-scale project is implemented.
- A survey of domestic Visitors to the Citadel (30 domestic respondents). This survey showed real misconceptions about the Citadel: most of the respondents interviewed referred to the Citadel as the "Citadel of Mohammed Ali" and not of Salah Al-Dien. Visitors seem to completely miss important layers of history: the mosque of Al Nair Mohammed is unknown to a considerable number of the local visitors, in spite of its location on the main route leading to the heart of the Citadel. Only a few Egyptians ever enter it.
- A survey of foreign visitors, with interviews from 15 respondents. Among the main reasons for the

tourists' visits to the Citadel is the exceptional view of the city from the top. The two panoramas – one next to the mosque of Mohammed Ali (used by tourists) and the one next to the Police Museum (used by Egyptians) – offer visitors a unique view of the city that cannot be seen from Al-Azhar Park or from Al-Gazira Tower. The level of satisfaction is high or very high, and some suggestions were given for enhancing the visiting experience, having to do with the lack of life in the area and the lack of information about the site. More than 90% of the respondents did not really know anything about the area of Bab Al-Azab. Most of their recommendations could therefore possibly be based on aspects they found missing in their visit to the Citadel rather than on the potential of the site itself. However, suggestions were made to show the layers of history and to create an observatory of the city.

- An interview with the General Director of the Citadel Area (Ministry of Antiquities), who provided data on the visits to the Citadel and the revenue sources in the site, as well as institutional aspects and the use of different buildings.

#### **g. The rehabilitation and adaptive reuse strategy**

The development and adaptive reuse of the Bab Al-Azab area should be perceived as a long-term, integrated and comprehensive urban upgrading process. This process cannot be undertaken without the inclusion of some key elements and stakeholders:

- First, in physical terms, this process should address the larger surroundings of Bab Al-Azab including the Citadel site itself, in addition to the surrounding attractions, public open spaces, and urban areas.
- Second, in socioeconomic terms, the process should take into consideration the engagement of the surrounding communities, the existing economic activities, the impact of tourism, and the potential for gentrification.
- Third, in institutional terms, the process should incorporate relevant governmental agencies and civil society organizations, members of professional society, business sectors, and local community members.

Incorporating these elements, the proposed approach

<sup>23</sup> See Section IV of "Valorisation and reuse plan for the area of Bab Al-Azab", Karim Ibrahim, October 2014, Digital Annex III. 14.



for the adaptive reuse of the area of Bab Al-Azab is based on the following strategic objectives that could be used to lay the foundation for this process to start:

*Maintain the integrity of the area of Bab Al-Azab and emphasise its historic significance and character defining features*

The adaptive reuse strategy should preserve the historic integrity of the site. The area of Bab Al-Azab is full of different layers of history that should be interpreted and emphasized to the visitors. A good adaptive reuse project would first set parameters to protect significant buildings, elements, and open spaces, and then introduce carefully designed modern interventions that address the site's new requirements without compromising its heritage features.

Paradoxically, and despite its importance, the number of listed buildings in the site is very limited. The legal status of the buildings in the area is ambiguous, leaving an undefined flux in which either too many liberties could be taken in proposed interventions (having to do with modifying existing buildings), or else too many restrictions imposed that would limit the viability of proposed interventions. There is a need for a consensus among different stakeholders about what should be protected and what can be changed before proceeding to the next steps.

*Promote responsible cultural tourism in the area of Bab Al-Azab and improve the overall visiting experience of the Citadel site at large*

Mass tourism by foreigners was the prevailing type of tourism in the Citadel until before the revolution. The level of expenditures generated by such tourism is very limited, and this type of tourist spends very little time in the site. Domestic visitors and cultural tourism prove to be a more resilient option, as it caters to people who would be willing to stay for longer times in the Citadel, and to engage in a reasonable level of expenditures that would benefit the site and its surrounding areas.

The Citadel is perceived by the local community and by domestic and foreign visitors as one of the most important cultural attractions in Cairo, which is a great advantage for the site. However, there are many things still need to be done to improve the visitor experience:

- i) improving the existing visitor facilities (restrooms, cafes and restaurants) and making them more affordable;
- ii) improving the interpretation and communication tools on-site to raise awareness among visitors about the multi-layered history of the Citadel and provide them with information on various attractions in the site (currently limited to the Mohammed Ali Mosque);
- iii) finalising on-going restoration activities, improving the state of conservation of the site and opening/reusing the unused spaces for the visitors;
- iv) diversifying the type of activities taking place on the site to attract more target groups with different interests;
- v) increasing the site's accessibility by establishing pedestrian links for visitors between the Citadel and Historic Cairo by opening of Bab Al-Azab and Bab Al-Jadid, and
- vi) extending the visiting hours to the night time to allow for more activities.

The Bab Al-Azab area is in a perfect position to achieve all of the above. The proposed adaptive reuse project will be able to compensate for many of the missing services in the Citadel and complement visitors' experiences by achieving many of the above recommendations.

*Stimulate an urban revitalisation process in the surrounding urban areas that maximises the benefits for local community members*

Any intended adaptive reuse project in the area of Bab Al-Azab will have a direct impact on the surrounding communities and urban areas. If this is not taken into consideration, the proposed project could easily become counterproductive and kick-start a rapid gentrification process in the entire area. Engaging the local community should go beyond just recruiting community members in the rehabilitation of Bab Al-Azab or simply establishing limited vocational training workshops in the site. The process should further investigate how the project's expected economic benefits and revenues could be retained in the area and captured by the local communities, as well as what safeguards should be put in place to protect local residents from potential gentrification processes.

**h. Proposed activities and uses**

Many of the previous proposals for the area over the past two decades include exhaustive lists of proposed

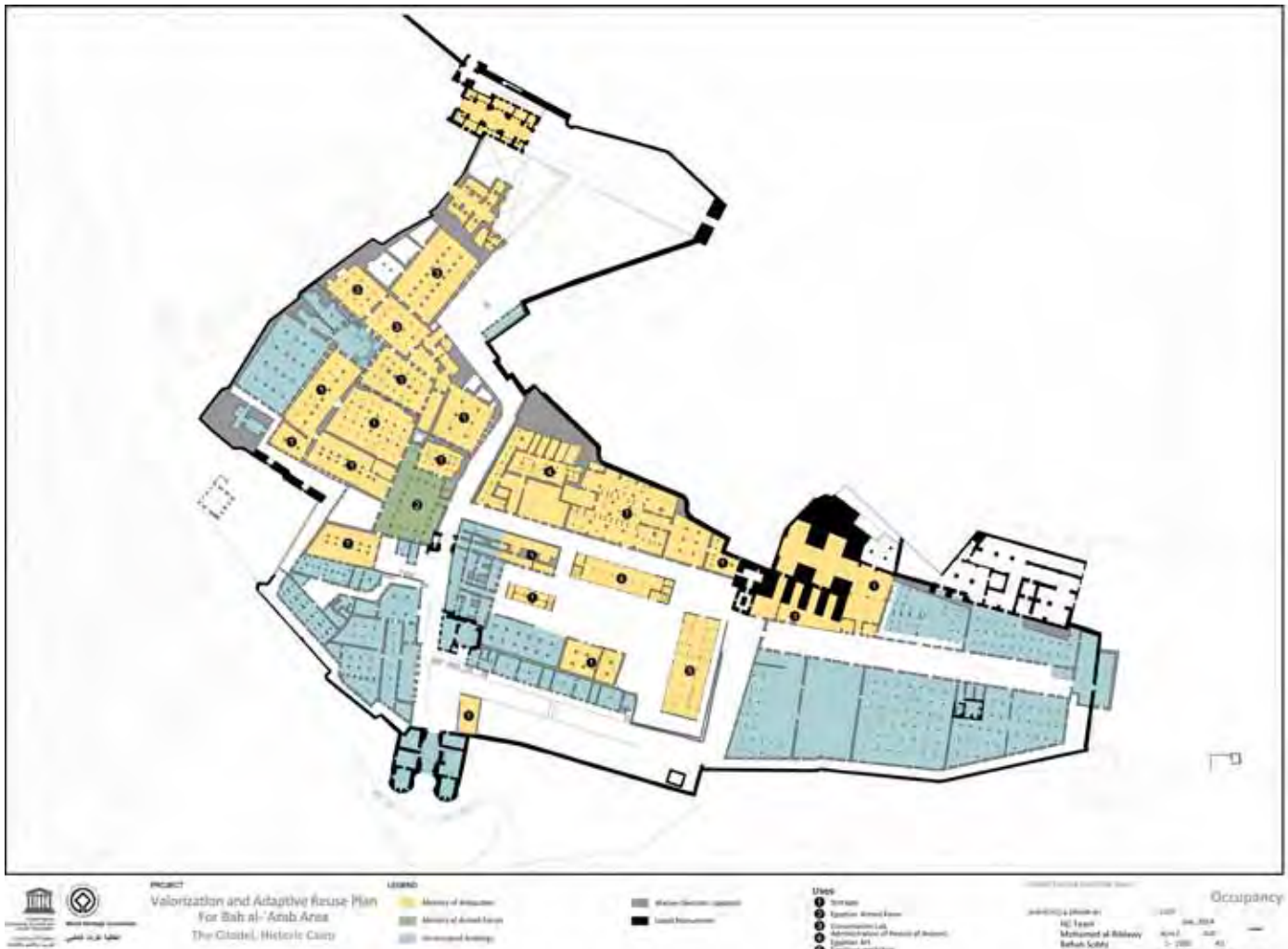


Fig.30 Existing uses (in blue, unused buildings; in yellow, buildings used as storage. Extract from "Valorisation and reuse plan for the area of Bab Al-Azab", Karim Ibrahim, October 2014. Digital Annex III.14

activities and uses. The majority of these uses make sense and are appropriate for the site. Therefore, the main task of the studies carried out in the framework of the Action Project was not to come up with a new list of proposed uses and activities, but rather to rationalise the process by deciding which such uses and activities are allocated to different clusters and buildings.

The key steps proposed to achieve this are as follows:

- Based on the study of previous projects and consultation with different stakeholders, a set of activities and uses have been proposed that would meet the needs of a diverse group of users, while maintaining the integrity of the site. These activities and uses include: cultural activities (concerts, events, etc.); educational activities (music, calligraphy, writing, poetry and painting workshops/lessons, etc.); exhibition space/galleries; conference/meeting areas and business activities; a library; a

museum for Historic Cairo and the urban evolution of the city; community training workshops (crafts and other activities); a conservation school/labs; restaurants and cafes; shopping activities (traditional crafts, etc.); an Information/Visitors' Centre; administrative spaces; and service areas (restrooms, storage, etc.).

- Based on the research, consultations, and proposed uses, a list of potential types of visitors and users of the site has been outlined. These include: individual visitors/small groups (domestic visitors and cultural tourists); mass tourism (large groups of visitors and tourists); participants in educational activities; participants in meetings and business activities; the audiences for cultural activities and events; community members (for community training workshops); conservation trainees; and employees of the site. Each of these groups requires different frequencies of use, spatial requirements, facilities, and services.

- A matrix was developed (based on the architectural/historic significance, accessibility, complexity of circulation, physical qualities of different buildings and clusters, types of activities and uses, and types of visitors and users) through which the suitability of the various buildings and clusters was assessed with regard to the proposed activities and uses. Also measured was whether the buildings' and clusters' capacities were sufficient to meet the needs of the visitors and users while also ensuring their safety and uninterrupted mobility within the site.

### **i. Proposed Interventions**

The proposed interventions reflect the actions required to prepare the buildings in the site for the proposed activities and uses. In doing so they incorporate the priority actions to be implemented with regards to the listed monuments and the buildings with heritage value. This type of recommendation includes the restoration of identified buildings and archaeological investigations in several areas of the site.<sup>24</sup>

With regards to the remaining buildings on the site, the proposed interventions include: the full rehabilitation of buildings with heritage value or those that have been reversibly altered; the partial demolition and reconstruction of some structurally damaged buildings; the total demolition without reconstruction for some ruined buildings and one of the modern workshop buildings to improve the area's spatial quality and mobility; and the total demolition and reconstruction of some severely deteriorated buildings. Another series of proposals has to do with the circulation and mobility system, covering visitor and user routes, access points and modes of mobility in the site. They illustrate possible options for vertical connectivity between the Southern Enclosure and the area of Bab Al-Azab, and the use of rooftops of certain buildings to achieve this connection and to benefit from the views the site provides.



Fig.31 Proposed uses. Extract from "Valorisation and reuse plan for the area of Bab Al-Azab", Karim Ibrahim, October 2014. Digital Annex III.14

<sup>24</sup> See "Documentation Levels in Surveying the Lower Enclosure of the Citadel in Historic Cairo: A Beginning to Understand the Area's Future Potentials", Nairy Hampikian, July 2014, Digital Annex III.11.



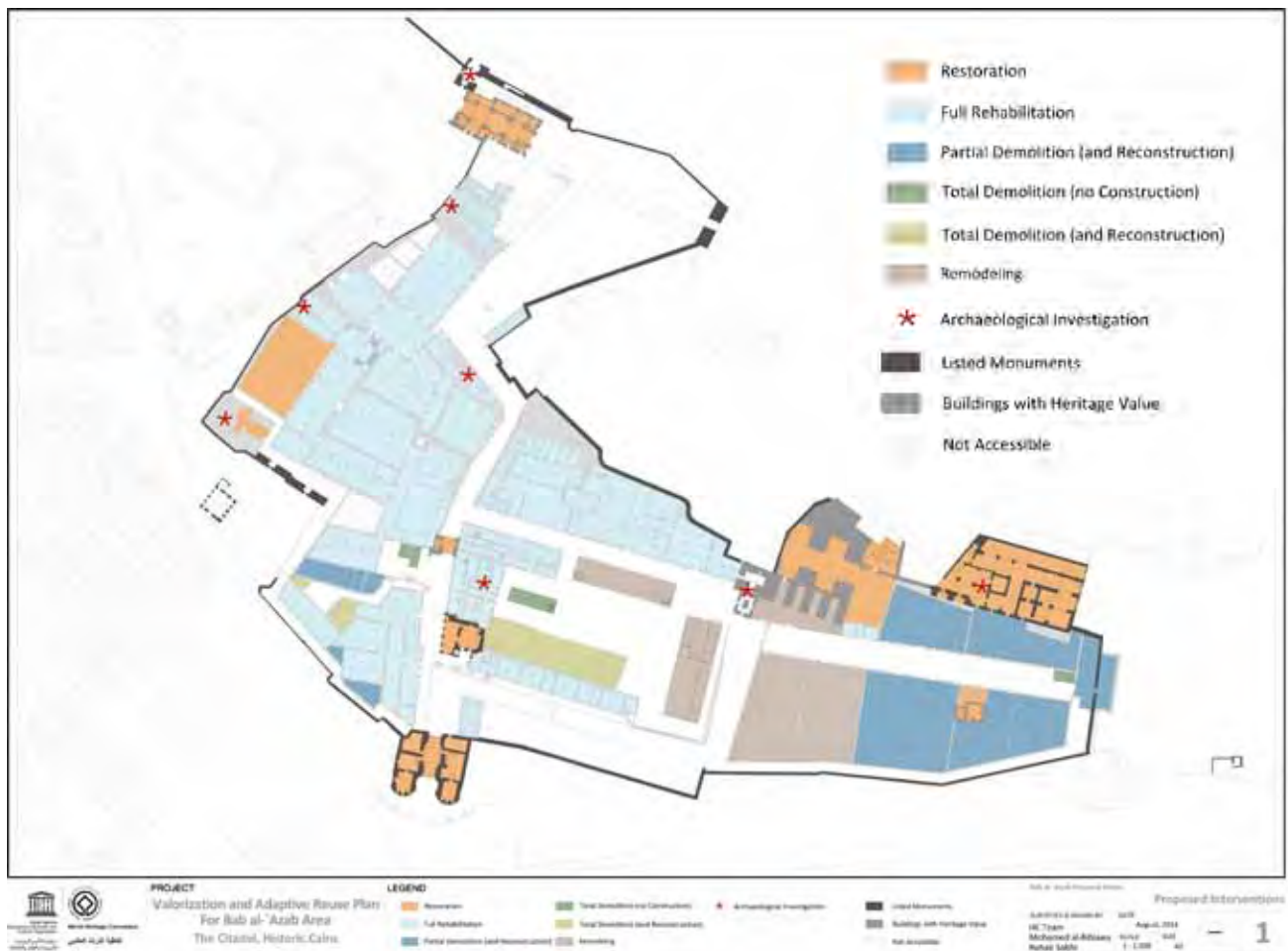


Fig.32 Proposed interventions. Extract from "Valorisation and reuse plan for the area of Bab Al-Azab", Karim Ibrahim, October 2014. Digital Annex III.14

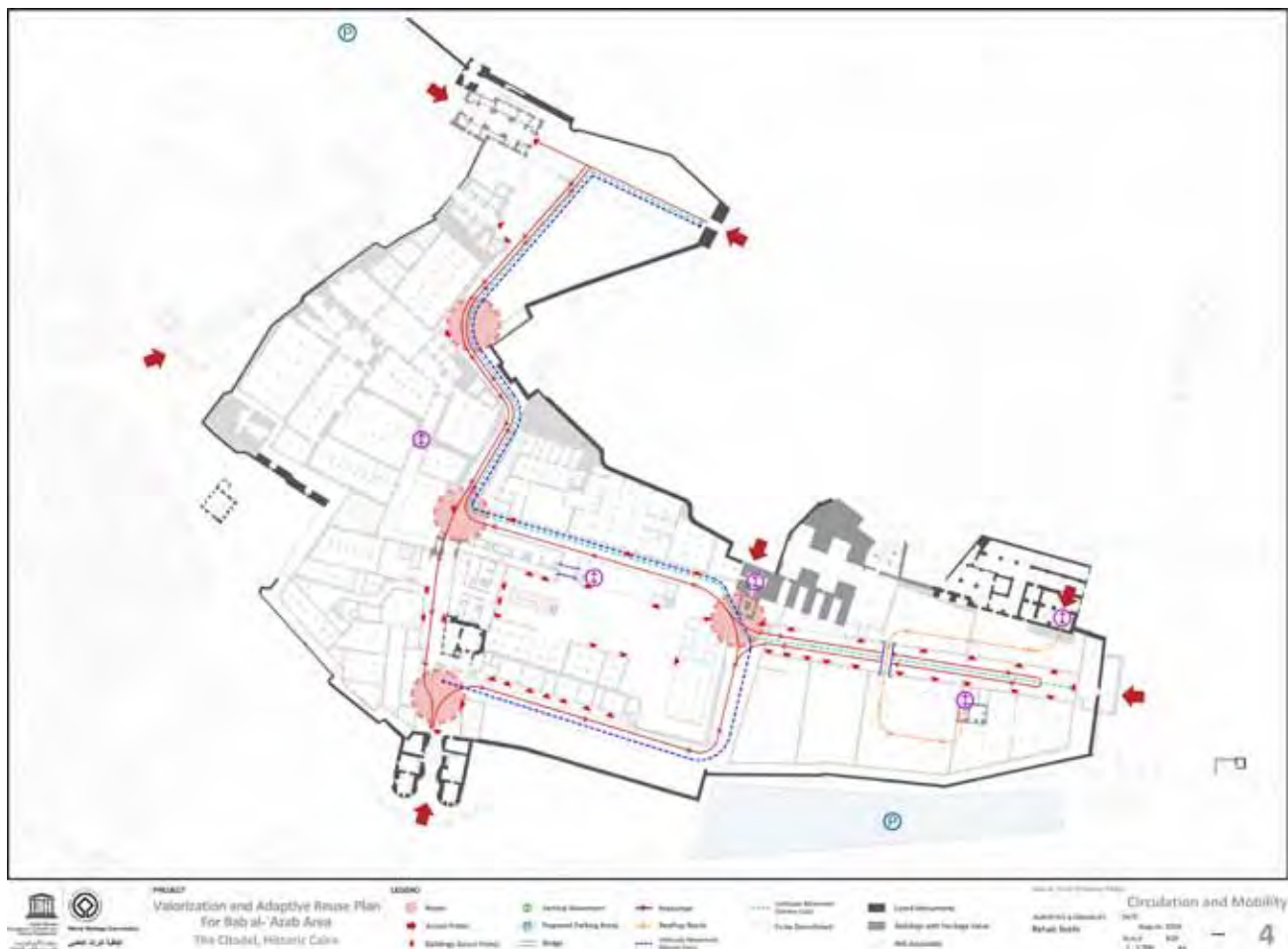


Fig.33 Proposed accessibility and circulation patterns. Extract from "Valorisation and reuse plan for the area of Bab Al-Azab", Karim Ibrahim, October 2014. Digital Annex III.14



Fig.34 Proposed priority actions. Extract from “Valorisation and reuse plan for the area of Bab Al-Azab”, Karim Ibrahim, October 2014. Digital Annex III.14

#### **j. Priority actions and risk mitigation strategy**

A group of “priority actions” has been identified (see map below), as an alternative to the proposed adaptive reuse plans, instead based on a “Risk Matrix”.<sup>25</sup> These need to be implemented in the site as soon as possible (see map). The adoption of these priority actions is vital for protecting the site from potential catastrophic incidents or further dilapidation and deterioration.

Also, a widespread “risk mitigation strategy” was proposed for implementation as soon as possible. It includes the following:

- Restoring the external wooden doors of Bab Al-Azab and reinstalling them in their original place to protect the internal space of the gate from abuse and vandalism;
- Cleaning the area on the ramp in front of Bab Al-Azab and behind the gate along the Sultanik road;

- Immediately shoring and structurally stabilising the dome of the Mosque of Ahmad Katkhuda Al-Azab;
- Preliminary repairing of the existing sewage network that serves employee bathrooms;
- Documenting and protecting the mural paintings, decorative elements, and graffiti work in the site, especially around Bab Al-Jadid;
- Structurally repairing Qubbat Al-Biraqdar and preventing any unattended access to the rooftops surrounding the dome, given their structural instability;
- Limiting unnecessary vehicular access to the site, especially for trucks;
- Fixing the existing water tab in front of the military workshop and providing it with proper drainage;
- Removing the old and dilapidated cars currently stored in the site;
- Removing combustible materials from the storage areas (wood, chemicals, etc.) and clearing the site

<sup>25</sup> See Section III.1.5 of “Valorisation and reuse plan for the area of Bab Al-Azab”, Karim Ibrahim, October 2014, Digital Annex III.14.

of rubbish, especially along the Southern Enclosure;

- Relocating the workshops and administrative uses outside the site.

#### **k. The Urban Context and the Citadel**

As mentioned previously in this study, the Citadel in its current condition is entirely disconnected from Historic Cairo and turns its back on it. The area of the Citadel was the subject of several proposals and actual interventions but most of them, particularly the ones implemented since the 19th century, were sector-based and focused on very limited elements such as the Citadel itself, the surrounding public open spaces or the surrounding urban areas – all conducted separately from one other. As a result, the Citadel no longer belongs to the life of Historic Cairo, but stands as a mere visual landmark.

It clear nowadays that there is a need to reintegrate the Citadel from a functional and spatial perspective, particularly via the Bab al-Azab area. This is crucial not only to preserve and enhance the heritage values of this outstanding complex, but also to valorise one of the main assets for the possible regeneration and revitalisation of the whole of the Historic Cairo WH Property.

To this end, the following recommendations have been proposed as guidelines for improving the integration of the Bab Al-Azab area into its context, based on the assumption that the gate will be re-opened:

- The development of an urban revitalisation plan and a housing rehabilitation program for the surrounding residential urban areas to improve their inhabitants' living conditions, and put on hold the on-going demolition and illegal construction activities in these areas.
- Upgrade the surrounding public open spaces, especially the surrounding green areas and small parks and make them publically accessible.
- Conduct a comprehensive traffic and mobility study to: i) improve existing vehicular movement; ii) improve pedestrian accessibility, mobility and connectivity; iii) provide adequate car parking facilities; and iv) improve existing means of public transportation and upgrade existing public trans-

portation terminals and hubs.

- The establishment of Tourist Routes connecting the higher enclosures of the Citadel to the area of Bab Al-Azab and the rest of Historic Cairo.

#### **l. Conditions for the implementation of the adaptive reuse strategy**

In order to move forward with the adoption of the recommendations of this study in a way that could eventually lead to the implementation of an adaptive reuse plan for the area, the following conditions should be fulfilled:

- The Ministry of Antiquities and the Government of Egypt must possess the political will to kick-start this project through a transparent and inclusive process that would overcome previous conflicts that put the project on hold for a long period of time;
- The Ministry of Interior and the Ministry of Antiquities must be willing to coordinate their activities to open both Bab Al-Azab and Bab Al-Jadid for public access, and be willing to extend the opening hours of the Citadel to include night-time use on a regular basis;
- The Ministry of Antiquities and the Government of Egypt must be willing to adopt the studies and the recommendations of the URHC Action Project to further develop a comprehensive conservation, upgrading and socioeconomic development plan, as well as a realistic feasibility study for the entire site of the Citadel and its surroundings, before addressing the various investors and funding sources.

The rehabilitation of the Citadel and the adaptive reuse of the Bab Al-Azab site must be considered a catalyst project for the regeneration of Historic Cairo, which has to be understood as a major national task. It cannot be reduced to a mere financial and real estate operation.



### III.2.2 - Rehabilitation of the public open spaces

Al-Sayed Aisha Market area,<sup>26</sup> the Citadel Square,<sup>27</sup> and Mohammed Ali Street are important public open spaces in the neighbourhoods surrounding the Citadel; they are also among the rare open spaces in Historic Cairo. These public spaces have diverse but equally important heritage values since they reflect different phases of the city's recent evolution. At the same time, they represent critical "nodes" for traffic and activities, and define the linkages between the Citadel and the rest of the metropolis.<sup>28</sup> The Citadel of Salah Al-Dien also includes vast underutilised open spaces and is surrounded by a number of small-scale green open spaces, which are usually either neglected, fenced, inaccessible, or unused by the public. To an extent, the rehabilitation of public spaces can play a strategic role in defining an urban regeneration policy for the World Heritage property.

For this reason, even in the absence of a comprehensive study on traffic and transportation, several sector studies were conducted in the framework of the Action Project to outline urgent measures for the rehabilitation of public spaces. The aim of these studies was to examine how to mitigate the negative social impact of certain activities and to promote better connectivity with the historic residential fabric.<sup>29</sup>

The following part provides a summary of issues related to (a) Al-Sayed Aisha Market area, (b) the Citadel Square and (c) Mohammed Ali Street as major public spaces in the study area, and as key components to address in order to achieve a sustainable heritage conservation practice.

#### **a. Al-Sayed Aisha Market area**<sup>30</sup>

<sup>26</sup> This area is referred to in this report as Al-Sayed Aisha Market Street, Salah Al-Dien Square (which refers to two streets: Salah Al-Dien West and Salah Al-Dien East, as well as public lands in between them) and their connections to the shiakhkas of Darb Al-Hosr, Al-Boqali and Al-Sayed Aisha.

<sup>27</sup> Citadel Square is known as Midan Al-Qala, also as Midan Mohammed Ali, and on some official maps as Midan Salah Al-Dien.

<sup>28</sup> Historic and Downtown Cairo, but also the monumental southern cemeteries and the rest of Greater Cairo.

<sup>29</sup> This part summarises the sector studies for promoting the re-integration of the Citadel into its urban context.

<sup>30</sup> See "Citadel Neighbourhoods Integration Project: Research-based Urban Design Proposal for Sayeda Aisha Market Area",



Fig.36 Aerial Photo showing Al-Sayed Aisha Market area. Extract from "Citadel Neighbourhoods Integration Project: Research-based Urban Design Proposal for Sayeda Aisha Market Area", Dina K. Shehayeb, October 2014. Digital Annex III.13

For the purposes of this report, Al-Sayed Aisha Market area is referred to as Al-Sayed Aisha Market Street (A.1) and Salah Al-Dien Square (A.2),<sup>31</sup> including their connection to the shiakhkas of Darb Al-Hosr, Al-Boqali and Al-Sayed Aisha:

A1. Al-Sayed Aisha Market Street has been a market street throughout history.<sup>32</sup> It is currently a commercial "spine" serving the surrounding neighbourhoods; it was sometimes considered a city-scale market. Today, a certain amount of conflict was observed between different uses in the street in terms of traffic, waste management, and encroachments on public space. The street's dynamics can be understood by subdividing the market street into three main sections, distinguished by their differences in character:

Dina K. Shehayeb, October 2014, Digital Annex Annex III.13.

<sup>31</sup> Includes the two streets (Salah Al-Dien West and Salah Al-Dien East), as well as public spaces between them.

<sup>32</sup> The market survey included updated maps, behavioural observations of fixed and semi-fixed features in the public space, mobility flow counts, as well as photographic documentation and interviews with shop owners, residents and vendors.

- The upper street section is characterised by a high concentration of fresh produce and the ready-to-go shops, which elevate it to the level of a “several districts thematic market”. If complemented by speciality food producers, it has the potential to become a “city-scale market”.
- The middle street section serves the surrounding neighbourhoods with items bought or services used from time to time.<sup>33</sup> This street section does not attract shoppers from distant neighbourhoods.
- The lower street section is mainly oriented towards serving outside users with shops and activity settings that relate to the mobility node (a Microbus station is located at its edge).

A.2 Salah Al-Dien Square: serves a broader range of users due to its connection with city-scale arteries. The east side of the street has few activities and few people passing through.<sup>34</sup> The west side of the street, however, hosts a concentration of car repair workshops that serve the Microbus station as well as marble workshops historically connected to the southern cemeteries. The central island between both streets hosts various activity settings that serve the surrounding neighbourhoods.

Through a quantitative and qualitative analysis of the market area – accounting for economic activity, the appropriation of the public space, and the impact of market activities on the surrounding neighbourhoods – it was possible to map the modalities of public space appropriation according to the following variables:

1. Space characteristics (“Space”);
2. Right of way (“RoW”);
3. Important anchors (“Anchors”);
4. The “Needs” of the surrounding areas.

The type of activity setting depended on the available “Space” and its relation to the closest “RoW”. Assessing the activity setting also involved taking into consideration the fact that the Governorate, as represented by the District, is a primary actor in appropriating spaces in the market area, usually with no regard to the tenets



Fig.37 The different divisions of Al-Sayed Aisha street and Salah Al-Dien square. Extract from “Citadel Neighbourhoods Integration Project: Research-based Urban Design Proposal for Sayeda Aisha Market Area”, Dina K. Shehayeb, October 2014. Digital Annex III.13

<sup>33</sup> E.g. *utensil and retail shops, car repair technicians, pharmacies, and barbers.*

<sup>34</sup> Arab Al-Yassar is the only neighbourhood physically connected to Salah Al-Dien Square East.

of effective appropriation.<sup>35</sup>

Furthermore, activity settings differ according to “RoW” characteristics: people-watching and scenic Citadel views are engaging pastimes that keep people in the public spaces of the market street. This is usually provided for by RoW allowing predominant pedestrian movement. If the RoW has provides for vehicular dominance, the appropriation of public space has to do with activities related to cars.

The appropriations of public space in the market street occur around “Anchors”: elements that vary from solid walls and unclaimed structures, mostly monuments and public buildings, to fences and sidewalk curbs.<sup>36</sup>

The prominent “Need” in the market street is income generation via buying and selling<sup>37</sup> rather than production. Other complementary “Needs” witnessed in the Market area are parking, domestic and commercial solid waste disposal, places for socialisation and areas for children to play. There are hardly any dedicated places for women to meet except for a few old bus shelters used as social seating.

Activities in the first and second sections of the market street serve the surrounding neighbourhoods, while those in its southern section cater to outsiders.

Microbus stations located to the south of Al-Sayeda Aisha Market have benefits but also result in conflicts,<sup>38</sup> the current state of waste management and the fresh produce enclosed market were established in the 1980s by the District.

“Restoring heritage values” and “economic revitalisation” must be key objectives for any urban design proposal for Al-Sayeda Aisha Market area; secondary  
<sup>35</sup> E.g. the appropriation of the green traffic island at the beginning of Sayeda Aisha Street by a bread outlet, public toilets and a post office, and the construction of a reinforced concrete structure on the west branch of the street by the Cairo Cleaning & Beautification Agency (CCBA).

<sup>36</sup> In this context, “anchors” consist of elements that define the location and boundaries of an activity, making it easier for the appropriator to exercise territorial control over the space.

<sup>37</sup> Buying and selling settings in the market street range from 1.5 to 4 metres in size, rarely reaching 10 metres.

<sup>38</sup> The three Microbus stations are beneficial because they provide a node of exchange for travellers and an entry/exit point that connects the area to the rest of the city. Conflicts associated with these points are related to traffic congestion, a lack of space, and reduced safety during certain hours of the day.

objectives should include attracting external visitors, upgrading open space, engaging the local community, preserving an insider-outsider balance in terms of users.

In the following section, an urban rehabilitation proposal is suggested for the market area based on a Problem Space Planning exercise. The proposal takes into account the community’s needs and driving forces, the place’s history, and street dynamics and potentials. The proposal would offer benefits to all parties involved: the community would benefit from public spaces, facilities, transportation and an economic boost; visitors would enjoy an easier access route to Historic Cairo and the Citadel; and the Governorate would be satisfied if place dynamics result in fewer violations of the law, fewer conflicts, and additional revenue to help it fulfil its role as the maintainer of public spaces.

The proposal for the market street includes:

- A “city-scale segment” aimed at attracting visitors from different destinations to the Citadel area and to the market street. It focuses on emphasizing thematic food market segments, supporting compatible and traditional activities, and renovating the enclosed fresh produce market. In this segment, it is suggested that access to the market be unblocked and connected to key destinations such as the Citadel and the Sultan Hassan and Al-Rifai mosques. It also recommends a “culture and leisure” link for visitors and the uncovering the monumental Citadel wall.
- A “neighbourhood segment” focused on revitalising the market street for the local community, especially facilitating pedestrian accessibility for daily and weekly provision of goods. A safe and pleasant experience should be provided, with services and parking for both shoppers and residents and playgrounds for children from the local community.

## **b. The Citadel Square**

The Citadel Square is located at the foot of the Citadel in front of Bab al-Azab, the historical gate that was previously an important access point for the Citadel. In the past, the Square consisted of two squares side-by-side: Midan Al-Remailah and Midan Taht Al-Qala (Under-



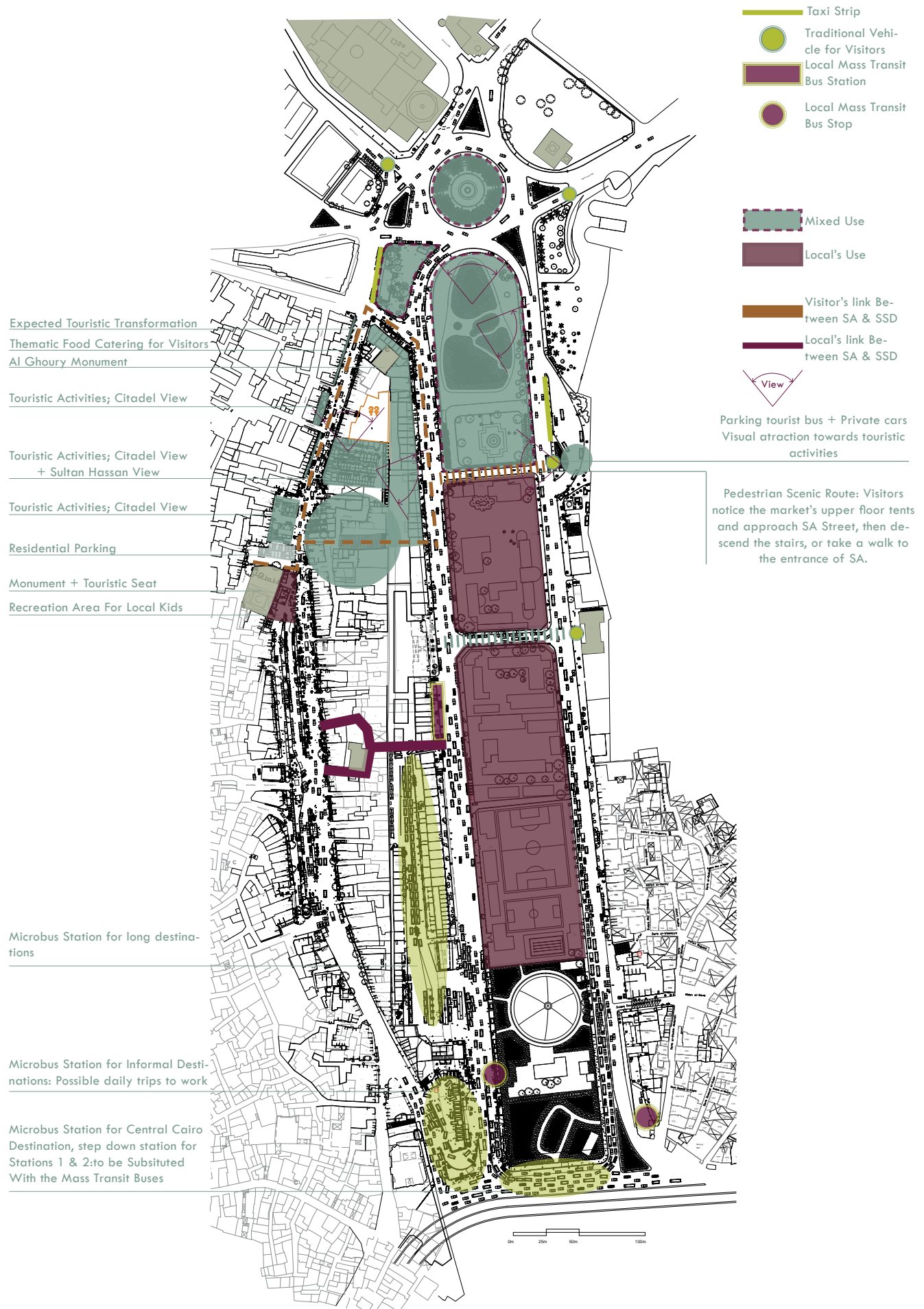


Fig.38 Proposed Scheme for Al-Sayeda Aisha Street and Salah Al-Dien Square. Extract from "Citadel Neighbourhoods Integration Project: Research-based Urban Design Proposal for Sayeda Aisha Market Area", Dina K. Shehayeb, October 2014. Digital Annex III.13

neath the Citadel). Since the Tulunid era and throughout Egypt's Islamic history, the Square was the site of important political and social events for the rulers of Egypt, as well as for Cairenes, i.e. local inhabitants.<sup>39</sup> The Citadel Square has undergone major physical development since its establishment; in the late 19th and early 20th centuries, a tramline connected the Square and its surroundings to major stations across the city.

Today, the Square is a transportation hub that provides access to different areas of the metropolis. It consists of a roundabout with an underutilised fenced garden and features the beautiful scenery of the Citadel as well as the mosques of Sultan Hassan, Al-Rifai and Al-Mahmoudeya. Other traffic islands are scattered throughout the Square around the roundabout. They divert vehicle traffic and define the streets connecting toward other destinations. Most of the islands are planted, except for the largest one, which hosts a

post office building surrounded by a few other service buildings.

A preliminary urban design proposal was developed for reorganising space and vehicular mobility in the Citadel Square.<sup>40</sup> It calls for re-opening the Bab al-Azab gate and for the development of activities within the lower part of the Citadel.

Key elements of the proposal that are illustrated in the above map include:

- Eliminating the roundabout and reshaping the roads serving different directions, while reducing the surface dedicated to vehicular traffic and extending pedestrian areas;
- The hard landscaping of new pedestrian areas to provide access to main monuments, particularly those in front of Sultan Hassan and Al-Rifai mosques to the west, and in front of Bab Al-Azab to the east;

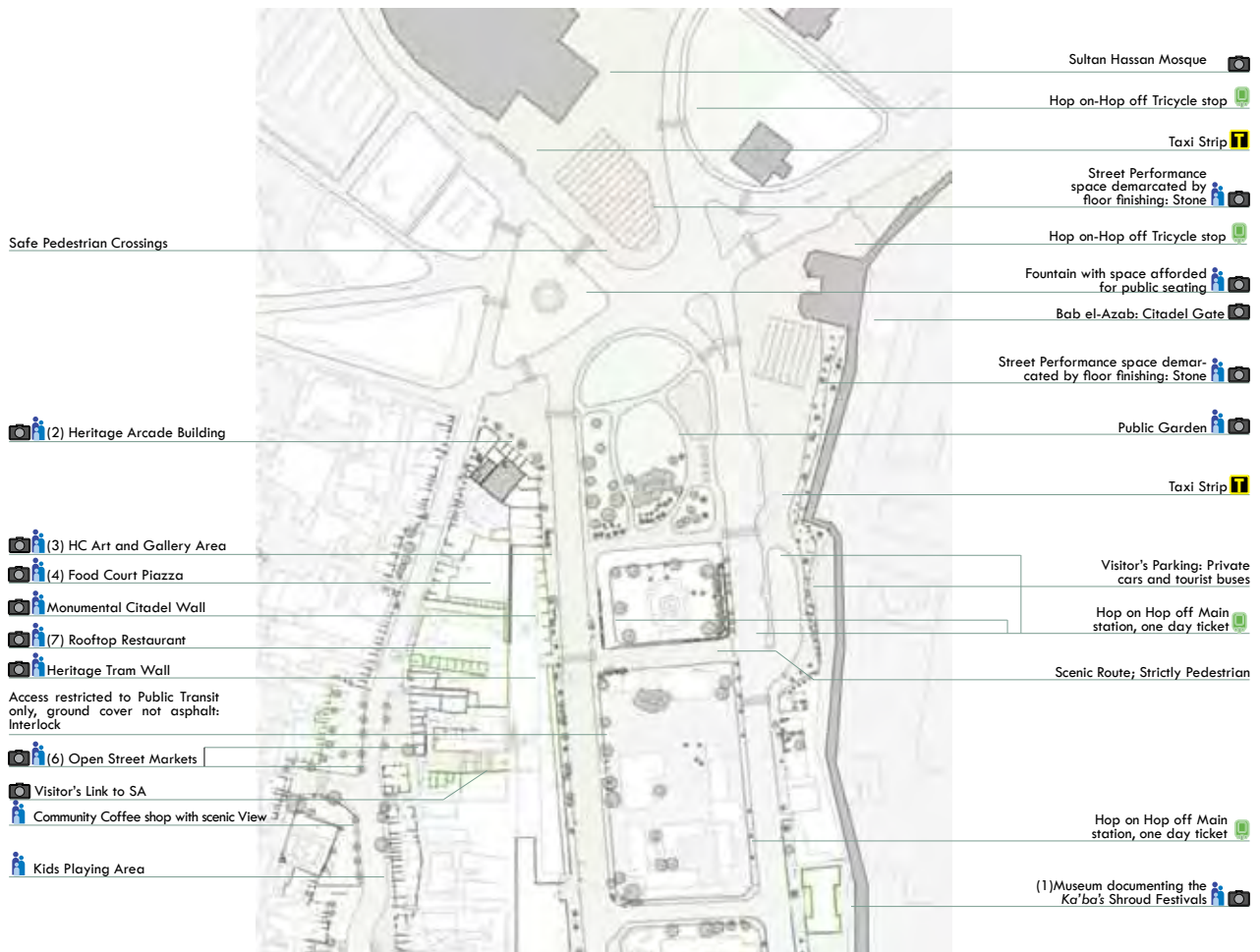


Fig. 39 Proposal detailed plans for the Citadel Square. Extract from "Citadel Neighbourhoods Integration Project: Research-based Urban Design Proposal for Sayeda Aisha Market Area", Dina K. Shehayeb, October 2014. Digital Annex III.13

<sup>39</sup> Serving as training ground for the renowned cavalry, it also used to accommodate public events, tournaments, festivities, and prayers for two Islamic feasts.

<sup>40</sup> The technical feasibility of the proposal still has to be assessed via comprehensive traffic studies.





Fig.40 Map showing Mohammed Ali Street and the part surveyed.

- Extending historical and important “spines” from the residential neighbourhoods with pedestrian pathways heading to the Bab Al-Azab gate;
- Relocating bus stops and taxi strips to enhance connectivity between the Citadel and the urban fabric of the surrounding neighbourhoods.

### **c. Mohammed Ali Street**

At the western corner of the Citadel Square, a passage between the mosques of Sultan Hassan and Al-Rifai marks the beginning of Mohammed Ali Street<sup>41</sup> (currently known as Al-Qala Street), a main artery of Modern Cairo that was cut through the historical urban fabric in the second half of the nineteenth century. It was laid out during the reign of Ismail Pasha<sup>42</sup> based on the model of Haussmann’s Parisian avenues. Mohammed Ali Street is 2,500 meters long and connects the new European extensions to the historical part of the city. It creates a link between the Citadel Square and Al-Ataba Al-Khadra Square, passing by Port Said Street.<sup>43</sup> Large

parts of the urban fabric, including significant houses and monuments, were demolished during the opening of the street. It is 20 metres wide, including pavements 8 metres in total width (4 metres on each side).<sup>44</sup>

The most significant feature of Mohammed Ali Street was originally its pedestrian passageways, which were covered with continuous arcades inspired by the Parisian-style covered commercial galleries and featuring residential units on top. The arcades protected passers-by from heat and rain. Only few parts of the original ones have survived; the majority collapsed or were demolished. For many years, Mohammed Ali Street was well known as the home of traditional musicians and belly dancers, as well as for the production and sale of Oriental musical instruments. However, the street’s musical characteristics have nearly disappeared due to physical and economic pressures, uncontrolled urban transformations and the spread of the contemporary commercial activities. Mohamed Ali Street is also well known for its Al-Manasra area, a furniture-production district with numerous carpentry workshops.

the end of 19th century.

<sup>44</sup> See “Shari Mohammed Ali Bemadinat Al-Qahira” (written by Dr. Al Arabi Ahmed Ragab), an Arabic reference work that presents a historical and urban study of Mohammed Ali Street.

<sup>41</sup> See “Mohammed Ali Street Project, study and proposal”, Tariq al Murri, September 2014, Digital Annex III.12.

<sup>42</sup> Khedive of Egypt and Sudan from 1863 to 1879.

<sup>43</sup> Al-Khalig Al-Masri was an important urban water channel that influenced the development of Cairo until it was filled at





Fig.41a Left: Buildings with arcades on the ground floor

Figs. 41b and 41c Middle and right: Al-Manasra area, famous for the production of furniture

The southern part of Mohammed Ali Street provides a direct connection the Citadel Square and with the Citadel itself; it is considered an important section of the street, providing great potential for the Citadel Neighbourhoods Reintegration Project. An up-to-date survey of the street's southern section revealed the following characteristics:

**Land Uses:** Most of the ground floors on Mohammed Ali Street are used for commercial activities (79%),<sup>45</sup> while 3% host offices or clinics. A few plots are empty or partially used as storage spaces (18%). Residential units (56%), offices and clinics (20%), shops (2%), and storage places (2%) occupy the upper floors of buildings on the street. Due to structural problems, 20% of the upper floors are unused, while their corresponding ground floors are mainly occupied by commercial activities.

**Street Alignment:** In the 1970s, Cairo's street-widening policy according to organisation lines (Khat al Tanzim)<sup>46</sup> led to the modification of the street alignment of Mohammed Ali Street, with setbacks created whenever a building collapsed or was demolished. Several groups of arcades were replaced by new structures with double height columns lacking the continuity of the original arcades, often with a 3- to 3.5-metre difference

<sup>45</sup> The majority of shop owners occupy sidewalks in front of their shops. Facade decorations and banners used for shops follow no regulations and are therefore inconsistent.

<sup>46</sup> The "organisation lines" define building lines within which building activities are permitted, according to plans from the 1970s that aimed to widen the streets of Cairo.

between the new building lines and the original street alignment. Few original arcades are still present; from time to time, they provide a repetitive pattern for passers-by. It is important to note that the Khat al Tanzim decree has been suspended for Historic and Khedivial Cairo<sup>47</sup> in an attempt to protect the urban heritage value of the Historic City.

**Street fronts and openings:** The buildings constructed during the opening of Mohammed Ali Street have a common morphology, with harmonious street facades featuring vertical windows protected by wooden shutters with Italian-type coloured louvers. A few have been changed to aluminium and glass windows with plastic folded shades. Today, most of the original mashrabiyya-like terraces have disappeared or have been enclosed to recover indoor living space, while new buildings in the street have changed the format of openings to square-shaped ones.

**Building Heights:** Building heights along the southern section of Mohammed Ali Street vary between 12 and 21 metres, as different building regulations were applied throughout the street's history; the buildings erected in the 19th century are 17-18 metres high. It should be pointed out that 43% of the surveyed plots possess 5 storeys/or more, 41% have 1-4 storeys, while 16% of the building in this section of the street either

<sup>47</sup> The National Organization for Urban Harmony (NOUH) issues these regulations for areas of peculiar value in Historic and Khedivial Cairo. According to the NOUH perimeters for Historic and Khedivial Cairo, Mohammed Ali Street lies at the intersection between the two areas.

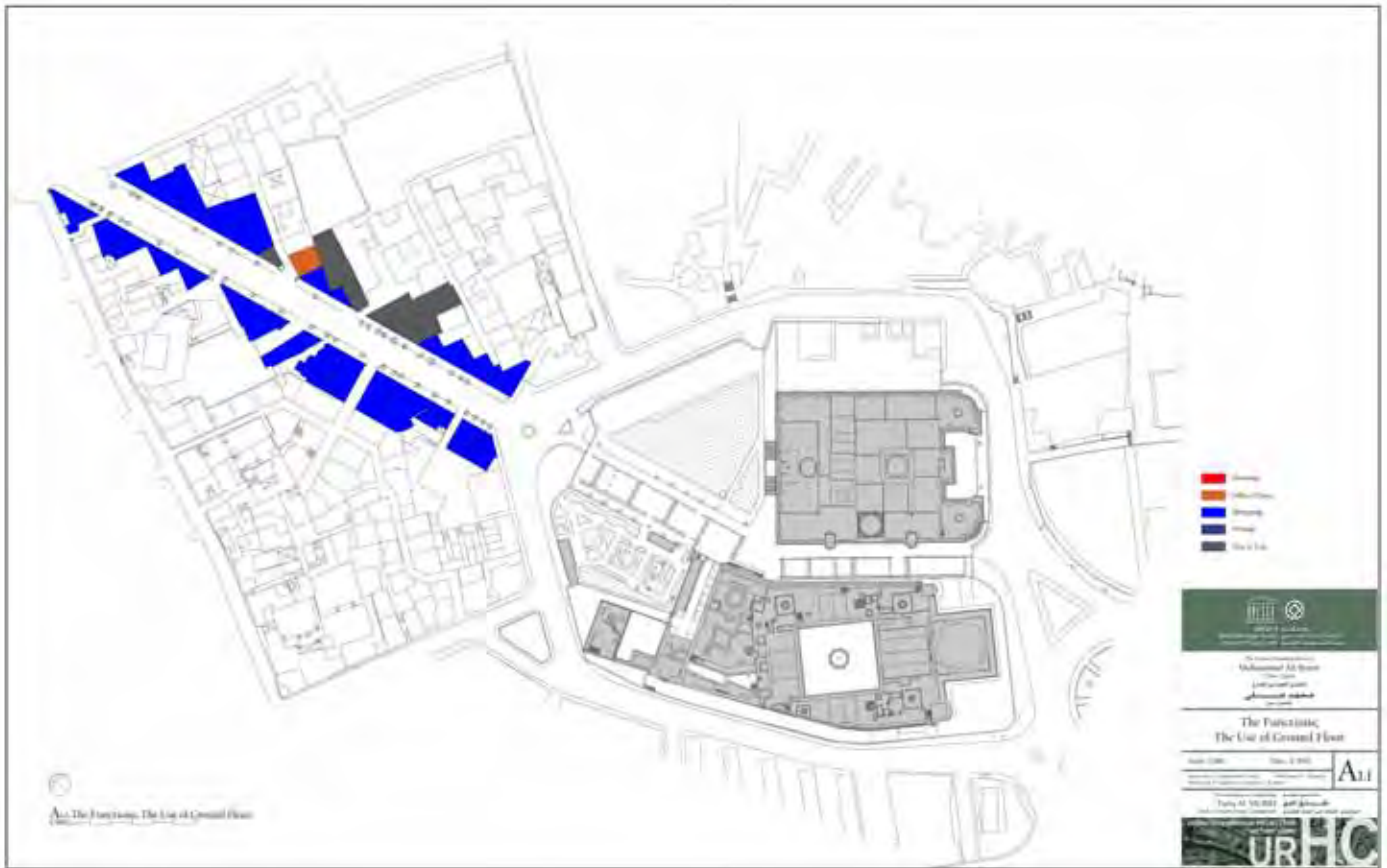


Fig.42 Land uses on the ground floor of Mohammed Ali Street. Extract from "Mohammed Ali Street Project, study and proposal", Tariq al Murri, September 2014. Digital Annex III.12



Fig.43 Morphology of the facades of Mohammed Ali Street. Extract from "Mohammed Ali Street Project, study and proposal", Tariq al Murri, September 2014. Digital Annex III.12

consist of a single floor or are empty.

**Building and Pavement Conditions:** 11% of the buildings in the southern part of the street are in good condition; these buildings are mainly new. 73% of buildings are in fair condition, while 16% are in a bad state of conservation (16%). Some buildings are not plastered; two were designed with fine brick finishing, while the rest are plastered in various colours. Air conditioning units are placed in an irregular fashion on the façades.

The sidewalk pavements are in a bad state of conservation and shop owners choose their own pavement materials and levels without following the existing official regulations developed by the NOUH.

A future design and rehabilitation proposal for Mohammed Ali Street should follow the recommendations listed below:

**Land Use:** It is important to protect the street from

large-scale shopping centres that cause further transformations to the urban fabric, as well as traffic congestion. It is therefore recommended that existing land uses in the street be kept, with commercial activities only on the ground floor and residential units on the upper floors.

*Street Alignment:* New buildings should follow and restore the original street alignment, with arcades on the sidewalks.

*Shops:* It is important to develop and apply regulations for shop advertisements in the street, while encroachments by commercial activities onto the sidewalks should be prohibited.

*Facades:* Deteriorated buildings should be restored and street façades should be rehabilitated with minimal structural changes, with appropriate choices of materials, and special designs for A/C units.

*Pavements and street furniture:* It is recommended that sidewalk pavements be unified, that lighting elements and waste collection bins be installed, and that benches for seating, shades for bus stops, and street trees be added.

*Traffic:* Vehicular movement in this section of the street should be changed to one-way towards Port-Said Street.

### **III.2.3 - Rehabilitation of Historic Residential Urban Fabric:**

Based on the URHC Project's assessment of urban heritage values and other sector studies, some priority areas of dilapidated urban fabric have been identified. A detailed analysis of the urban fabric was required to obtain more in-depth information about the heritage value of the buildings and open spaces. It was based on a plot-by-plot field survey<sup>48</sup> conducted by the URHC Project in 2013-2014. This survey led to the establishment of an Inventory of the components of the historic residential fabric, as discussed in Chapter II, which can be extended to the rest of the Historic Cairo World Heritage Property, in order to produce a comprehensive Conservation Plan.

<sup>48</sup> See Chapter II, Section 2 of the present report, "The Inventory of the historic fabric".

#### **a. Historic Urban Fabric**

Following the in-field survey for the aforementioned areas<sup>49</sup>, information collected in the database was displayed through GIS in map format. A detailed set of queries was identified and a group of thematic maps was produced<sup>50</sup>. These thematic maps helped show the heritage value of the buildings and open spaces for the purpose of classifying them and defining a rehabilitation strategy.

The URHC team extrapolated the number of buildings and the percentages for each parameter in the areas surveyed.<sup>51</sup>

##### **i The buildings:**

The survey covered 885 plots in the Darb Al-Hosr area, situated in the shiakha of Darb Al-Hosr and parts of shiakhas of Al-Khalifa, Al-Boqali and Al-Sayeda Aisha; 381 plots in Darb Al-Labbena area, including almost the whole shiakha of Al-Mahgar; and 388 plots of Al-Hattaba area, covering the shiakha in the area attached to the Citadel. Following are some of the outcomes of the survey and thematic maps represented quantitatively, with a comparison of data from these three areas.



Sample of building stock

<sup>49</sup> The area of Arab Al-Yassar has been previously surveyed. See "Study on frozen assets, Historic Cairo", Digital Annex III.3.

<sup>50</sup> See "Thematic maps of the buildings in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbana", Digital Annex II.4.

<sup>51</sup> See Annex I.5: Examples of the thematic maps concerning the buildings in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbana.



*Footprints<sup>52</sup>*

Areas	Darb Al-Hosr		Darb Al-Labbena		Al-Hattaba	
	number	%	number	%	number	%
Built	737	83.3	301	79.1	293	75.5
Under Transformation	4	0.5	4	1.0	2	0.5
Under Construction	18	2.0	4	1.0	11	2.8
Partial Ruin	86	9.7	37	9.7	38	9.8
Total Ruin	25	2.8	23	6.0	37	9.5
Un-built	11	1.2	9	2.4	2	0.5
Makeshift	4	0.5	3	0.8	5	1.3

The building footprint is the assessment of the overall volume of the surveyed building. The information is needed to determine whether the building is still standing, partially collapsed, totally collapsed and to identify the empty plots within the urban fabric.

- Darb Al-Hosr has the highest percentage of built plots, reaching 83.3% of the total area. However, the other two areas contain more than 75% of the surveyed plots built.
- Darb Al-Labbena has 4 monuments currently under restoration, scoring the highest percentage of buildings under transformation in the surveyed shiakhass.
- The highest percentage of total ruins is in Al-Hattaba, followed by Darb Al-Labbena. The percentage in Al-Hattaba for total ruins and makeshifts is very high because the area is part of the buffer zone of the citadel and no building/consolidation permits are allowed in it.<sup>53</sup>
- Nevertheless, the highest percentage of current on-going construction activity is also in Al-Hattaba, followed by Darb Al-Hosr.
- Al-Hattaba scored the highest in the sum of un-built, total ruins and makeshifts. However, Darb Al-Labbena had the highest percentage of un-built plots in the surveyed areas.



Fig.44a Overview of Darb al-Hosr



Fig.44b Top: Building in bad state of conservation in Al-Hattaba. Bottom: Monument under restoration in Darb Al-Labbena

<sup>52</sup> For definitions used during the survey, see "Guidelines to the survey of buildings and open spaces", URHC, 2013, Digital Annex II.3.

<sup>53</sup> See "Violations study", URHC, August 2014, Digital Annex II.9.

Number of floors

Areas	Darb Al-Hosr		Darb Al-Labbena		Al-Hattaba	
	number	%	number	%	number	%
0-4 floors	735	83	319	83.8	366	94.3
5 floors	84	9.5	39	10.2	19	4.9
6 floors	47	5.3	13	3.4	3	0.8
7 floors	16	1.8	8	2.1	0	0
8 floors	1	0.1	2	0.5	0	0
10 floors	1	0.1	0	0	0	0
14 floors	1	0.1	0	0	0	0

According to building regulations issued by the NOUH for Historic Cairo, the building heights approved in the areas of peculiar value (zone A) cannot exceed 3 storeys for streets less than 10 metres in width and 4 storeys for streets more than 10 metres in width.

- The average building heights of Al-Hattaba is the lowest: buildings with height less than four floors constitute 94.3% of the buildings. The other areas surveyed have an average of 83% of buildings less than 4 floors high.
- The maximum height in Al-Hattaba is 6 floors, representing 0.8% of the total buildings. As for Darb Al-Hosr, building heights reach 10 and 14 floors, with both buildings belonging to the contemporary second period.<sup>54</sup>
- The majority of buildings with more than 5 floors in Darb Al-Hosr are concentrated in its lower southern part, closer to the cemeteries.
- Building heights in Darb Al-Labbena reach 8 floors. 10% of the buildings have 5 floors.

Land uses at the ground floor

Areas	Darb Al-Hosr		Darb Al-Labbena		Al-Hattaba	
	number	%	number	%	number	%
Residential	500	63.5	207	65.9	220	65.9
Commercial - Neighbourhood	190	24.1	49	15.6	45	13.5
Commercial - City scale	10	1.3	5	1.6	3	0.9
Cafes - Restaurants - Take away	20	2.5	6	1.9	1	0.3
Workshops	46	5.9	54	17.2	25	7.5
Warehouses - storage	130	16.5	24	7.6	34	10.2
Industrial production	16	2	8	2.5	9	2.7
Administrative - services	7	0.9	5	1.6	5	1.5
Private Practice	4	0.5	0	0	1	0.3
Religious	15	1.9	11	3.5	5	1.5
Cultural	1	0.1	2	0.6	0	0
Educational	2	0.2	0	0	0	0
Sport	0	0	0	0	1	0.3
Parking - Garage	7	0.9	2	0.6	4	1.2
Waste dumpster	32	4	22	7	36	10.8
Animal Sheds	15	1.9	4	1.3	4	1.2
Unused	98	12.5	67	21.3	54	16.2

<sup>54</sup> This is a rough indication of the buildings' construction periods, based on building style and materials. The contemporary second period corresponds to buildings constructed after 1970.

The identification of building land-use included multiple choices, as one building can host multiple functions.

- The areas of study show that the predominant activity is residential; more than 60 percent of the used buildings exhibit residential activity.
- For commercial activities, Darb Al-Hosr exhibits the highest percentage of neighbourhood commercial activities, cafes-restaurants and take-away establishments. Darb Al-Labbena is more dependent on commercial activities on a city scale, while commercial activities in general are found in the lowest percentages in Al-Hattaba.
- Educational, cultural and sport facilities are almost non-existent, and are the least common activities in the three areas.
- The informal dumping of waste in abandoned plots is shown in excess of 10% of the plots in Al-Hattaba area, decreasing to 4% in Darb Al-Hosr.
- The highest percentage of unused buildings is in Darb Al-Labbena representing 21% of the total number of buildings.

#### The state of conservation

Areas	Darb Al-Hosr		Darb Al-Labbena		Al-Hattaba	
	number	%	number	%	number	%
Good	62	7.0	18	4.7	25	6.4
Fair	311	35.1	87	22.8	117	30.4
Bad	340	38.4	191	50.1	148	37.9
Dilapidated	123	13.9	36	9.4	40	10.3
Ruined	38	4.3	40	10.5	56	14.4
Un-Built	11	1.2	9	2.4	2	0.5

The overall state of conservation is the assessment of the building's structure, finishing and the main effects of physical decay.

- The overall percentage of buildings in good and fair condition is higher in Darb Al-Hosr than in Darb Al-Labbena and Al-Hattaba.
- More than half of the buildings in Darb Al-Labbena are in bad state of conservation, and more than one third of the buildings in Darb Al-Hosr and Al-Hattaba were assessed as being in a bad state of conservation.
- The highest percentage of ruined buildings is in Al-Hattaba, followed by Darb Al-Labbena. The total number of ruined and un-built plots in Al-Hattaba is very high (14.9%) compared to Darb Al-Hosr (5.5%). This is due to the freeze on building and consolidation in the Al-Hattaba area, as it falls within the Buffer Zone of the Citadel. However, Darb Al-Labbena has the highest percentage of un-built plots.



Fig.45a Left and Middle: Buildings in ruin in Al-Hattaba Fig.45b Right: Dilapidated buildings in Darb el Labbena



### Modifications that have occurred on the overall building

According to URHC's definition in the «Guidelines to the survey of building and open spaces», "modification" means any alteration to the front elevation that has compromised the layout of the original façade due to the use of different materials, colours or forms.

- All in all, the major part of Historic Cairo's building stock has been subject to numerous interventions that have modified the buildings. For example, modifications include vertical additions with materials that are inconsistent with the buildings, the closing up of balconies, the creation of new openings, etc. The highest percentage of buildings with modifications is found in Darb Al-Hosr, with a total of 60%. The percentage decreases in Al-Hattaba (47.9%) and Darb Al-Labbena (49.2%).

### Architectural value

Areas	Darb Al-Hosr		Darb Al-Labbena		Al-Hattaba	
	number	%	number	%	number	%
Outstanding	9	1.0	5	1.3	2	0.5
High	12	1.4	13	3.4	11	2.8
Fair	113	12.8	39	10.2	58	14.9
Low	299	33.8	144	37.8	157	40.5
None	452	51.2	180	47.2	160	41.2

As defined by URHC, the Architectural Value of the buildings is a comprehensive evaluation of several factors that leads to a univocal label for the building, taking into consideration typology, architectural significance and relation with the building's context.

- All the areas surveyed have a very small percentage of buildings of outstanding or high architectural value (less than 5% combined).
- Al-Hattaba has the highest percentage of fair buildings (14.9%), allowing for a rather integral and authentic perception of the historic urban landscape in the area, unlike in the other areas.
- All three areas have a very high percentage of buildings with no architectural value: more than half of the buildings in Darb Al-Hosr area are assessed as such, while in Al-Hattaba and in Darb Al-Labbena more than 40% have no architectural value.



Historic fabric Darb el Hosr area



Commercial activities on the spine of Shykho

### *ii The open spaces:*

The survey covered 182 open spaces in the Darb Al-Hosr area; 115 open spaces in the Darb Al-Labbena area; and 63 open spaces in the Al-Hattaba area.<sup>55</sup> Regarding the width of the streets in the different areas, Darb Al-Hosr has the highest percentage of streets less than 6 metres in width (89%), followed by Darb Al-Labbena (84.3%) and Al-Hattaba (73%). The outcomes of the survey and thematic maps<sup>56</sup> are represented quantitatively, with data for the three aforementioned areas compared as follows:

#### *Street general quality*

Areas	Darb Al-Hosr		Darb Al Labbena		Al-Hattaba	
	number	%	number	%	number	%
Good	4	2.2	3	2.6	6	9.5
Fair	64	35.1	12	10.4	29	46
Bad	114	62.7	100	87.5	28	44.4

This general quality has to do with an overall evaluation of the open space. Horizontal permeability,<sup>57</sup> spatial quality<sup>58</sup> and the state of conservation of the finishing material all affect street general quality.

- Although more than 80% of the three areas exhibit a rather high degree of horizontal permeability, the spatial quality of their open spaces is either fair or bad (more than 90%). This is the case in the three areas because paving, street furniture and walkability are deteriorated or inexistent.
- Furthermore, the lack of regular maintenance of open space finishings has caused material deterioration, therefore affecting their state of conservation. In Darb Al-Labbena and Darb Al-Hosr a high percentage of street finishings are in a bad state of conservation (84.3% and 60.4% respectively).
- The low spatial quality and the dilapidated state of conservation of the open spaces both affect overall general quality. Darb Al-Labbena has the highest percentage of bad general quality.
- Al-Hattaba has the highest percentage of streets with good general quality, due to the presence of the Citadel and the usage, until relatively recently, of one of its gates for access.



Fig.46 Examples of different kinds of paving in the Action Area

<sup>55</sup> See "Thematic maps of the open spaces in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbena", Digital Annex II.5.

<sup>56</sup> See Annex I.6: Examples of the thematic maps concerning the open spaces in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbena.

<sup>57</sup> Describes the extent to which urban forms and features permit or restrict the movement of people in different directions.

<sup>58</sup> Depends on the condition of paving, furniture and walkability.



Fig.46b Spatial quality of open spaces

### Presence of widening

Areas	Darb Al-Hosr		Darb Al-Labbena		Al-Hattaba	
	number	%	number	%	number	%
Yes	68	37.3	12	10.4	8	12.7
No	114	62.7	103	89.6	55	87.3

Until regulations were set by the NOUH in 2011, the “organisation lines” required setbacks in case a building was demolished as part of a policy of street widening, especially for streets less than 6 metres wide.

- According to the survey, more than 80% of open spaces in Darb Al-Hosr and Al-Hattaba do not have setbacks, and building facades are aligned with the street limits, as indicated in the cadastral maps. As previously mentioned, these two areas have the fewest building activities in the surveyed areas.
- The case is different for Darb Al-Hosr, as it has the highest percentage of streets that have been widened. This practice is somewhat spread throughout the whole area, but more intensely to the south, where new construction and dilapidated buildings are concentrated.



Fig.47 Sketch illustrating street widening

### Dominance of uses

Areas	Darb Al-Hosr		Darb Al-Labbena		Al-Hattaba	
	number	%	number	%	number	%
Pedestrian	154	84.6	108	93.9	53	84.1
Vehicular	28	15.4	7	6.1	10	15.9



Most streets in the surveyed areas are used by pedestrians and vehicles alike. However, streets and open spaces were identified by their dominant mobility.

- In the surveyed area, the dominant mobility is pedestrian (more than 84%).
- In Darb Al-Labbena and Al-Hattaba, vehicular dominance is present in the main streets and axes on the borders between the two areas. In Darb Al-Hosr, aside from the main streets and axes, the historic “spines” are also dominated by vehicular use.

#### **b. Violations on the built environment and open spaces<sup>59</sup>**

Following the political unrest of 2011, building activity in Historic Cairo increased exponentially, showing alarming patterns. In 2013, the URHC Project conducted a study on Egyptian legislation having to do with the built heritage<sup>60</sup> and city development. One of the outcomes of the study was a recommendation to identify building activity violations within Historic Cairo as per Egyptian laws<sup>61</sup> on built heritage.

The violation study was conducted on selected areas in the Study Area in order to identify violations per existing legislation, to evaluate the possible impact of the associated procedures, taking into account the different stakeholders involved, and to develop a methodology based on the archival documentation. These areas are:

- Al-Hattaba: lies totally within the Buffer Zone of the Citadel.
- Darb Al-Hosr Street: A main historic “spine” with a concentration of dilapidated buildings and intensive commercial activities.

According to Law n° 119/2008 (the “Building Law”), a permit should be obtained from the competent authority before starting any activities related to building/construction; otherwise, such activity will be considered a violation and should be removed. All of the building violations recorded<sup>62</sup> in Al-Hattaba (34 cases) and Darb Al-Hosr Street (4 cases) were due to building activities conducted without obtaining permits. The competent authority should normally send the violator a building cease-and-desist decision and a “Violation Removal Decision”, with a date specified for its removal. A daily fine is applied if the violation is not removed and the building activity is continued after the date specified; this is the case in Al-Hattaba. None of the building violations in Al-Hattaba have been removed despite having passed the specified date, and so all have received a daily fine. Moreover, the current building law does not allow for any reconciliation procedure. The same applies to demolition activity.<sup>63</sup>

“Organisation decisions” are decrees issued for buildings with structural problems. Organisation decisions that are issued order total or partial demolition, and very few prescribe the consolidation of the buildings. According to the survey outcomes, buildings having been issued organisation decisions often have heritage value. The building Inventory carried out within the URHC project shows that most of new developments that replace the demolished buildings are of low or no architectural value (94% in Al-Hattaba and 100% of them in Darb Al-Hosr). The survey investigating unimplemented organisation decisions for recorded violations in the Al-Hattaba and Darb Al-Hosr areas shows that the highest percentage of records involves buildings with high heritage values. These decisions affect the integrity of the urban fabric of the Historic City and the urban heritage value of Historic Cairo.

<sup>59</sup> See “Violations study”, URHC, August 2014, Digital Annex II.9.

<sup>60</sup> See “Egyptian legislations in relation to the rehabilitation of Historic Cairo”, Hassan Fahmy and URHC, July 2013, Digital Annex III.6.

<sup>61</sup> Law n° 119/2008 (“Building Law”); Law n° 144/2006 (“Demolition of Non-Dilapidated Buildings and Establishments, and the Preservation of Architectural Heritage”); Law n° 117/1983 (“Protection of Antiquities”); Law n° 140/1956 (“Public Road Occupation”); Law n° 38/1967 (“Public Cleanliness/Hygiene”); Law n° 4/1994 (“Environment Law”); and laws on shop activities.

<sup>62</sup> In general, violations on the built environment and open spaces are recorded by District engineers, while the monument violations are recorded by MoA inspectors and then sent to the District for further procedures.

<sup>63</sup> According to Law n° 144/2006 (“Demolition of Non-Dilapidated Buildings and Establishments, and the Preservation of Architectural Heritage”).

The “Environment Law” and the “Public Cleanness/Hygiene Law” are rarely applied in the Historic City. For example, any vacant plots without a fence should be considered violations of the Hygiene Law. Although several vacant plots are unfenced in Al-Hattaba and Darb Al-Hosr, only one recorded ticket was ever issued in Darb Al-Hosr. The same applies to the dumping of solid waste in areas not designed for this purpose. This is considered a violation of the “Environment Law”, and has been observed in the study areas despite the absence of official records noting many of these violations.



Fig.48 a Map showing unimplemented organization records and violation removal decisions in Darb Al-Hosr Street

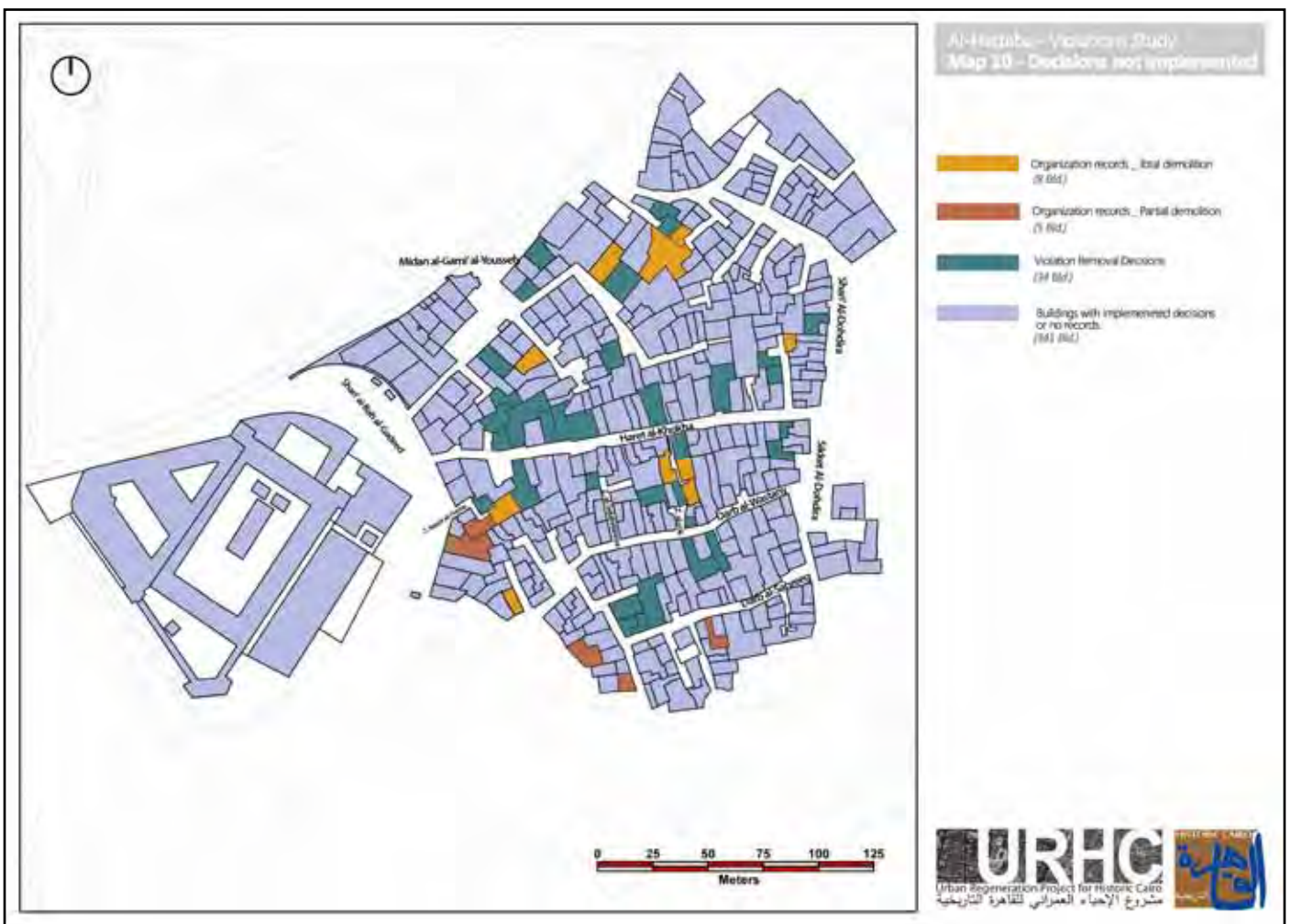


Fig.48 b Map showing unimplemented organization records and violation removal decisions in Al-Hattaba

**c. Outcomes**

Areas/ Classes of buildings	Darb Al-Hosr		Darb Al-Labbena		Al-Hattaba	
	number	%	number	%	number	%
Class 1 – very high	12/885	1.3%	15/381	3.9%	4/388	1.0%
Class 2 - high	13/885	1.4%	6/381	1.5%	11/388	2.8%
Class 3 - fair	109/885	12.3%	37/381	9.7%	56/388	14.7%
Class 4 - ordinary	465/885	52%	239/381	62.7%	233/388	60%
Class 5 - inconsistent	250/885	29%	52/381	13.8%	45/388	11.5%
Class 6 – un-built	36/885	4%	32/381	8.4%	39/388	10%

Areas/ Classes of buildings	Darb Al-Hosr		Darb Al-Labbena		Al-Hattaba	
	number	%	number	%	number	%
Class 1	8/182	4.3%	8/115	6.9%	12/63	19%
Class 2	31/182	17%	6/115	5.3%	20/63	32%
Class 3	29/182	15.9%	2/115	1.7%	3/63	4%
Class 4	114/182	62.8%	99/115	86.1%	28/63	45%

The survey outcomes prove that, for all the areas, the majority of buildings are of an ordinary class (Class 4) and the majority of open spaces are of the lowest possible class (class 4). Outstanding architecture or buildings of high architectural value represent only a minor percentage of buildings, ranging from 1% to 3% in all areas, while those categorised as “inconsistent” (Class 5) represent more than 10% in the three areas, reaching 29% in the area of Darb Al-Hosr.<sup>64</sup> Based on the survey outcomes and an analysis of data collected, the following summary description can be made for the three areas:

**Darb Al-Hosr** is more accessible and more connected to the major “spines”, and therefore has more built-up plots and inhabitants. The area is also connected to the Al-Sayeda Aisha market and the Darb Al-Hosr commercial “spine”. Accordingly, it has higher percentage of neighbourhood commercial activities, cafes and restaurants, private practices (lawyers, accountants, architects, etc.) and educational facilities. The state of conservation of the buildings rather good or fair overall, with buildings in these categories representing more than 42% of the total, but the buildings’ integrity is not at its best, as 60% of the buildings exhibit modifications to their main facades. Darb Al-Hosr has a very high percentage of buildings with no architectural value (51.2%). The area also has a number of buildings exceeding 4 storeys (17%), and contains buildings up to 14 storeys high.

The suggested interventions correspond to the ordinary-to-inconsistent character of the area: 579 buildings out of 885 are recommended for transformation interventions, while only 306 are suggested for conservation (65.4% for transformation versus 34.6% for conservation).

<sup>64</sup> See “Report of Classes of buildings and Open spaces and their categories of interventions for Darb Al-Hosr, Al-Hattaba and Darb Al-Labbena, URHC, 2014, Digital Annex II.6.



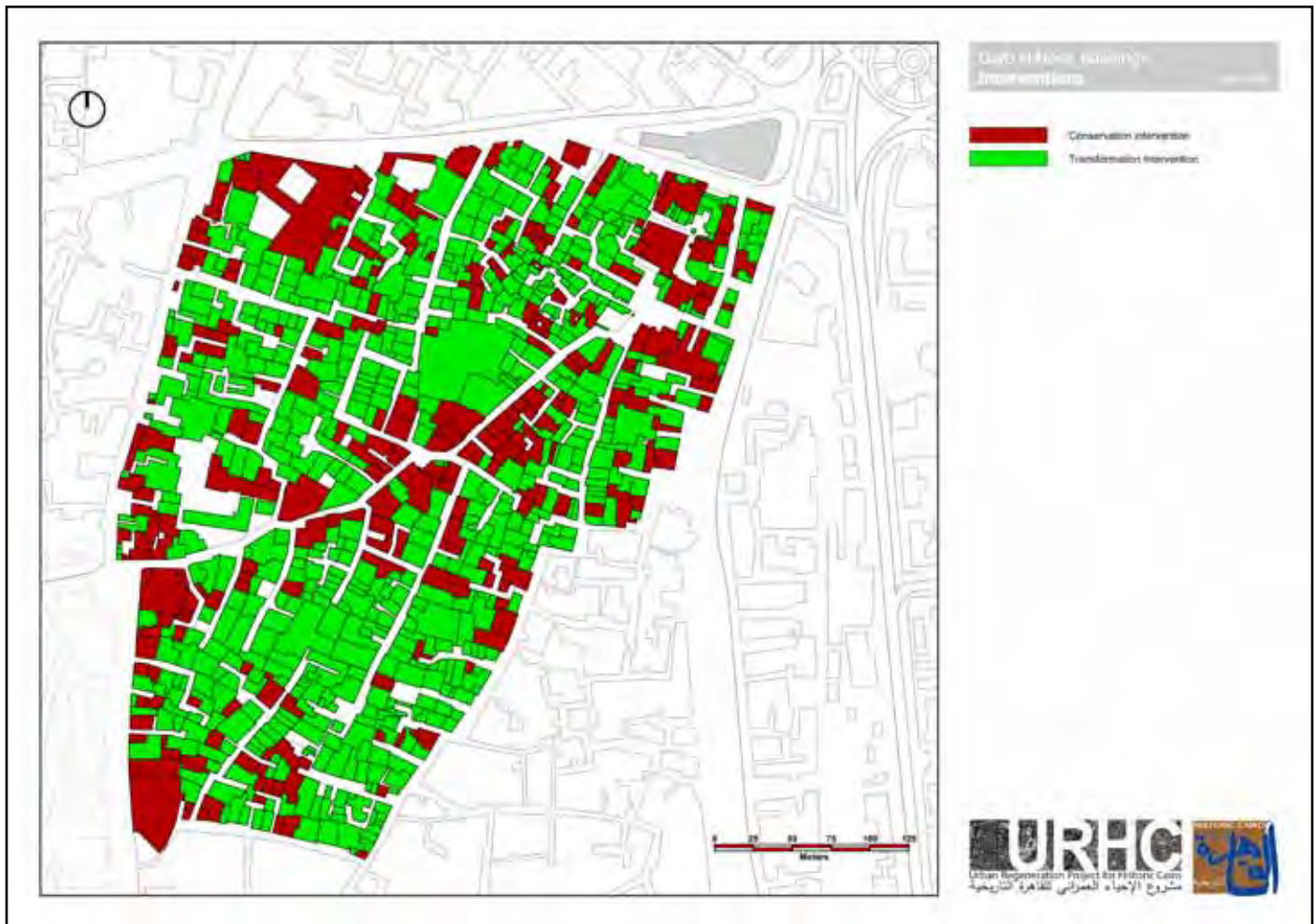


Fig.49a - Map showing the categories of intervention for buildings in Darb Al-Hosr

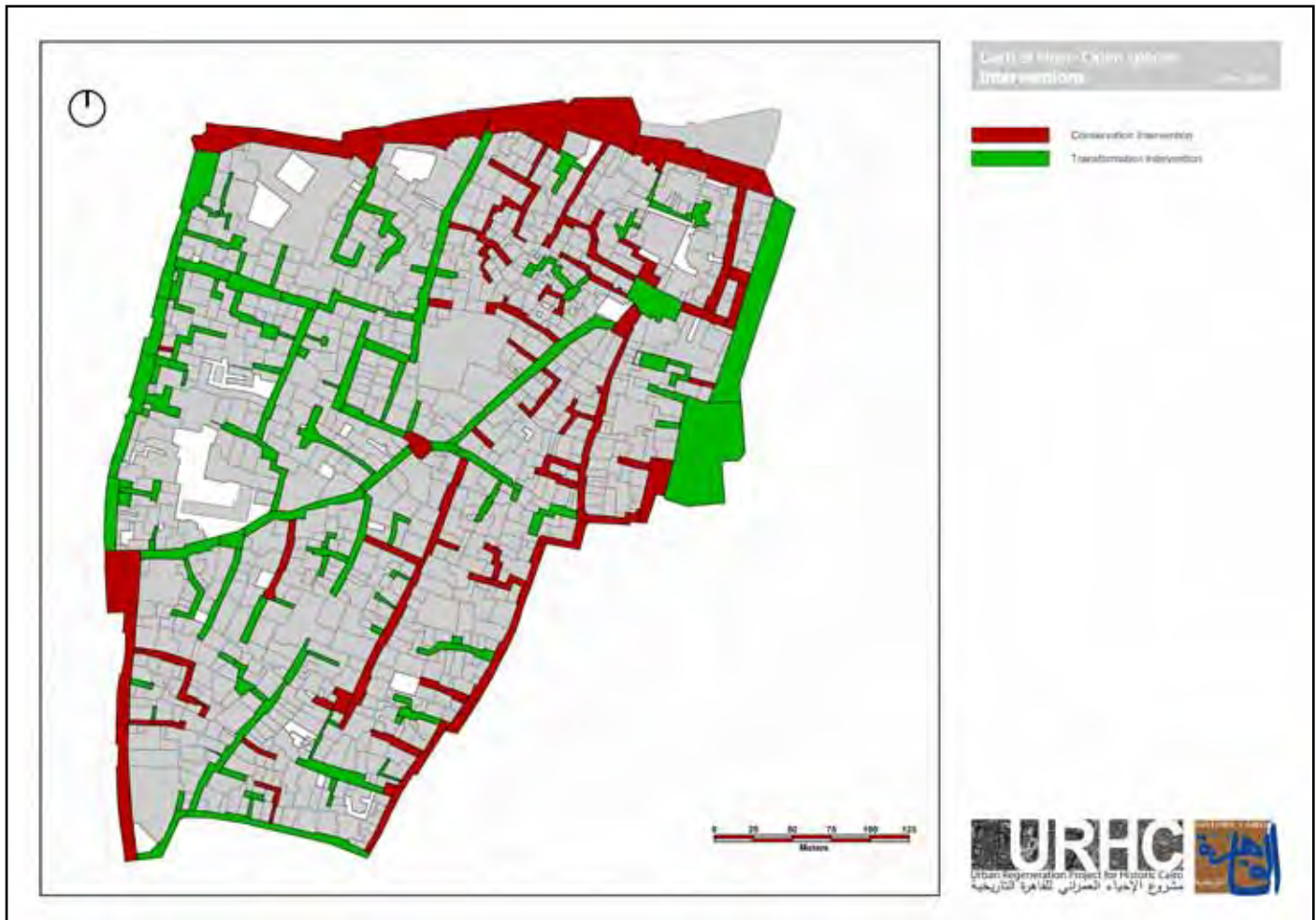


Fig.49b- Map showing the categories of intervention for open spaces in Darb Al-Hosr

**Al-Hattaba** is located on an uphill rocky area that is considered less accessible to public transportation and the major “spines”, and lies totally in the Protection Zone of the Citadel. Monument Protection Zones<sup>65</sup> strongly affect the urban fabric in Historic Cairo because they freeze construction and consolidation activities within their boundaries. This has a negative impact on the state of conservation of buildings in the Protection Zone. The freezing of building activities has rapidly increased the number of violations in Al-Hattaba, since permits are systematically not granted. The state of conservation in Al-Hattaba shows that only 36.8% of the buildings are in a fair or good state of conservation. The remaining buildings need attention, as they are either in a bad or dilapidated state of conservation. 19.3% of the buildings are in either partial or total ruin. The highest number of buildings in ruined state of conservation was recorded in Al-Hattaba.

Al-Hattaba also has the lowest population of the surveyed areas. The fact that building activity permits are not granted in the area has affected its building footprint and state of conservation. The area has the fewest number of buildings exceeding NOUH-defined building height standards. More than 10% of plots in Al-Hattaba are used as dumping sites, the highest percentage recorded. However, the lowest percentage of building modifications is also found here.

Nonetheless, the integrity level of Al-Hattaba is very low, and the majority of buildings are classified as ordinary (Class 4). Still, suggested interventions are mostly transformations (250 out of 388 buildings, or 64.4%), while recommended conservations cover only 138 out of 388 buildings (35.6%).

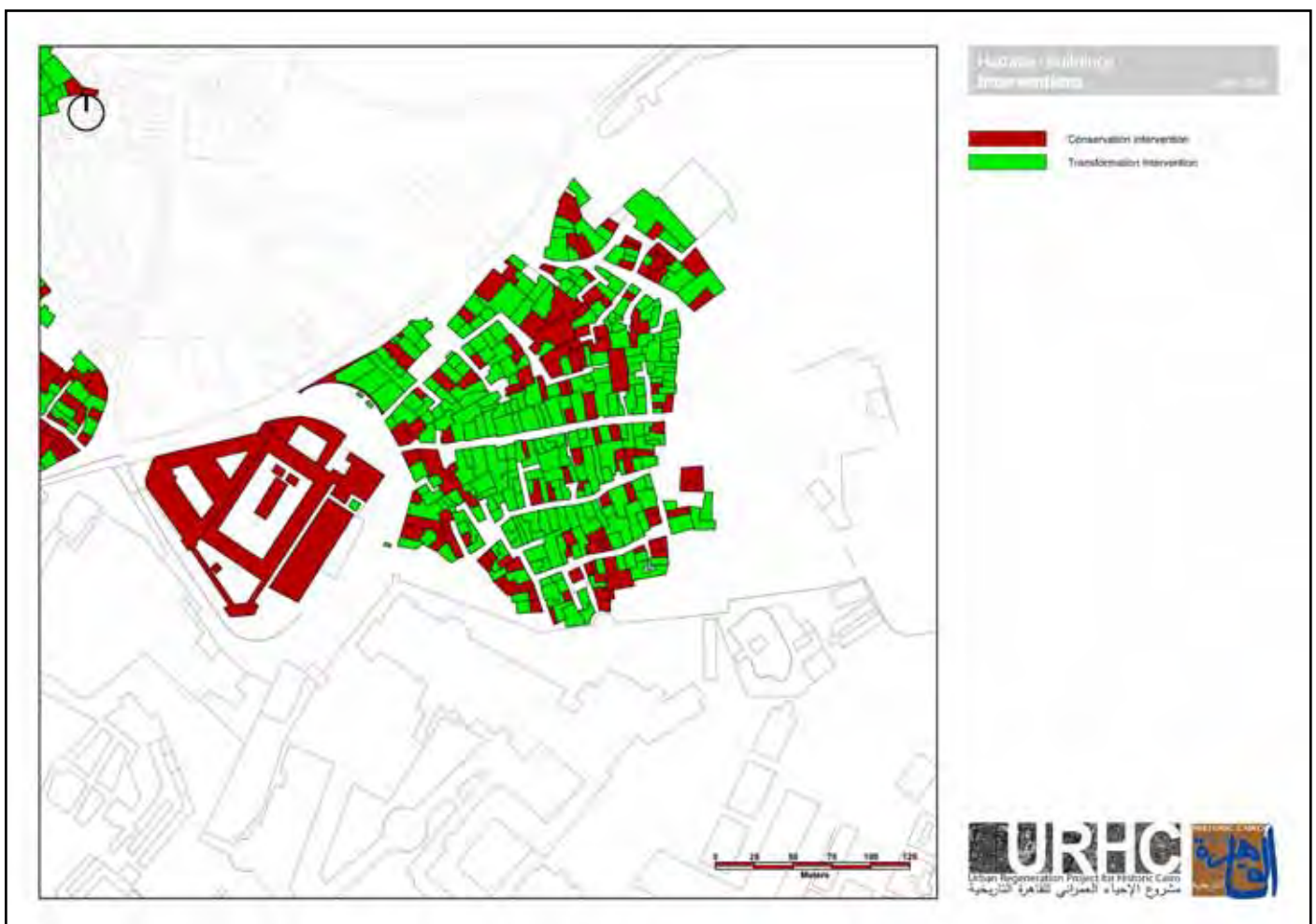


Fig.50a - Map showing the categories of intervention for buildings in Al-Hattaba

<sup>65</sup> Law n°117/1983 (“Protection of Antiquities”).



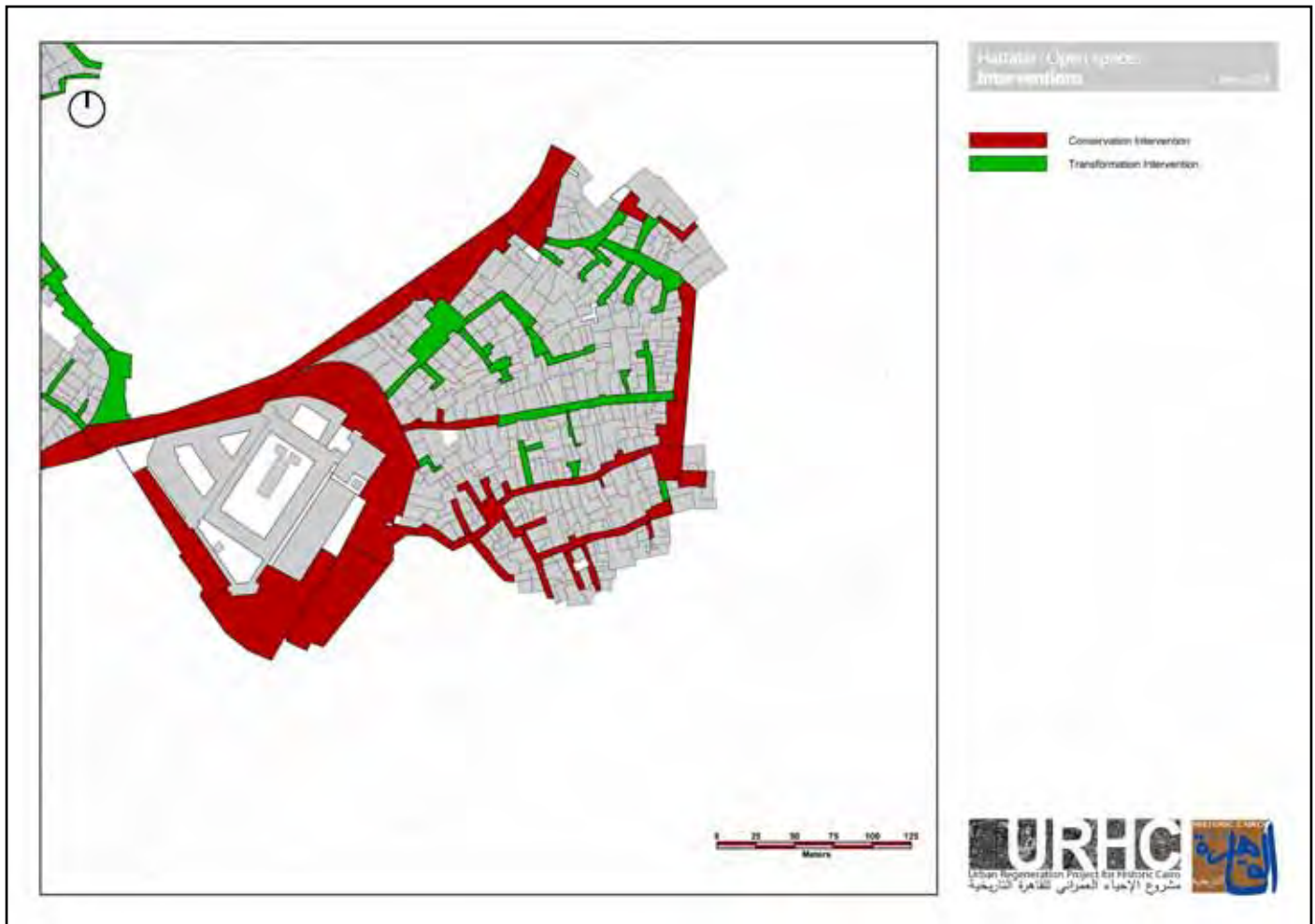


Fig.50b- Map showing the categories of intervention for open spaces in Al-Hattaba

**Darb Al-Labbena** is also located on an uphill rocky area, but is well connected to the area's main "spines". It is a heavily populated shiakha, with access to the Citadel Square as well as to Souq Al-Silah Street, one of Historic Cairo's main commercial "spines". This situation has influenced the presence of workshops, city-scale commercial activities and administrative services in the area. The area also has the highest number of registered buildings used for religious and cultural activities. This is reflected in the architectural value of the buildings, as the area possesses the highest number of buildings of outstanding and high value. However, the area's state of conservation is very alarming, with more than 50 percent of the buildings in a bad state of conservation. Darb Al-Labbena has the highest percentage of un-built plots in the surveyed areas. A considerable percentage of buildings in Darb Al-Labbena exhibit modifications on their main façades. More than 15% of buildings are higher than 4 storeys in the area.

As is the case for Al-Hattaba, the area's integrity level is low, although higher than that of Darb Al-Hosr. The majority of recommended interventions are transformations, covering 62% of buildings (236 out of 381) versus 38% of recommended cases for conservation (145 buildings out of 381).

To address violations, a proposal has been made to create a technical body composed of staff from the various institutions already trained by URHC, in order to complete the survey in this study. This body will be responsible for recording previous decisions for each building and for gathering archival information from the relevant administrative bodies. Once this information has been gathered, the field part of the survey will start. Once the field survey is completed, a decision can be reached as to whether the property exhibits violations, or if it needs further or new procedures.



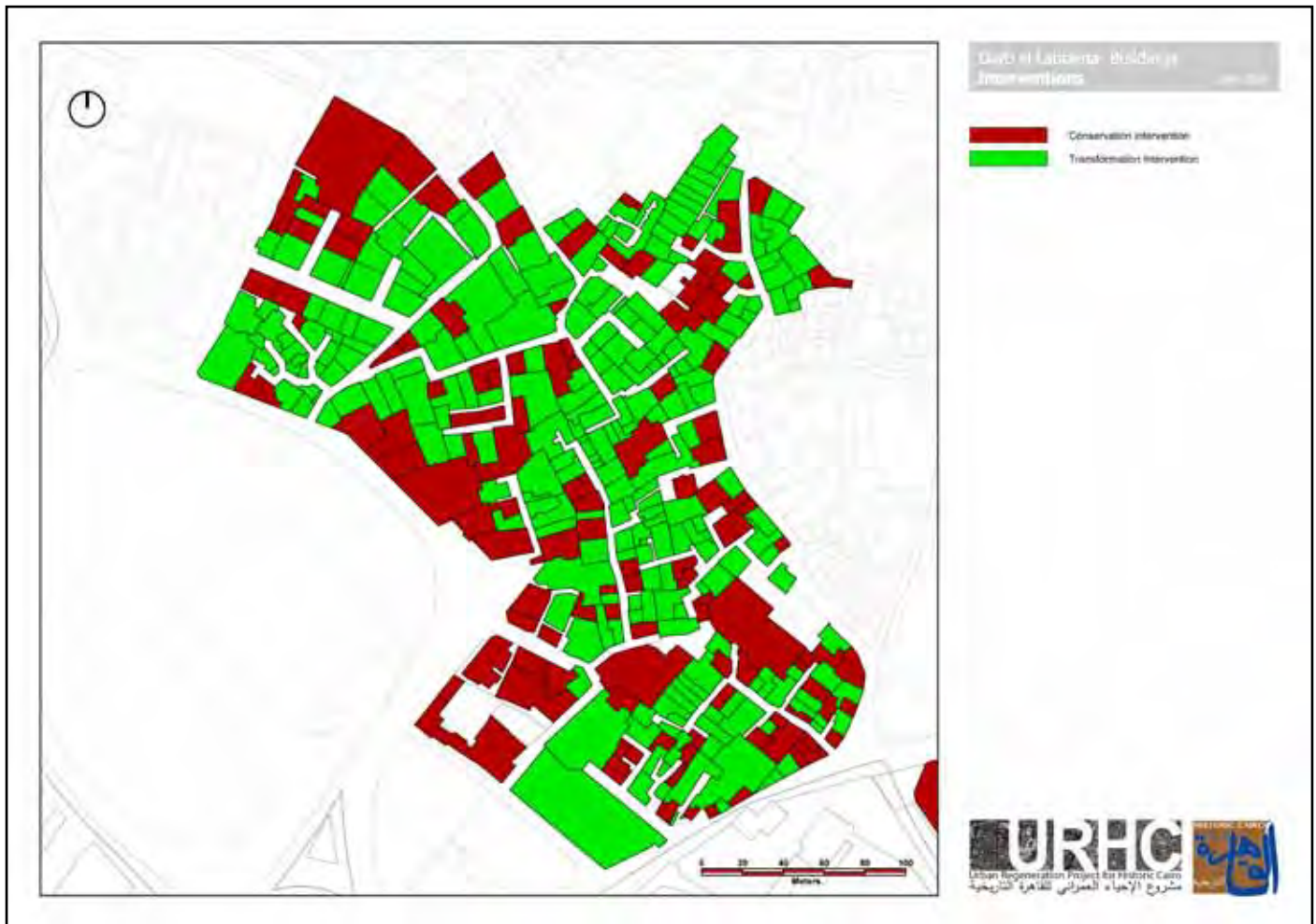


Fig.51a - Map showing the categories of intervention for buildings in Darb Al-Labbena

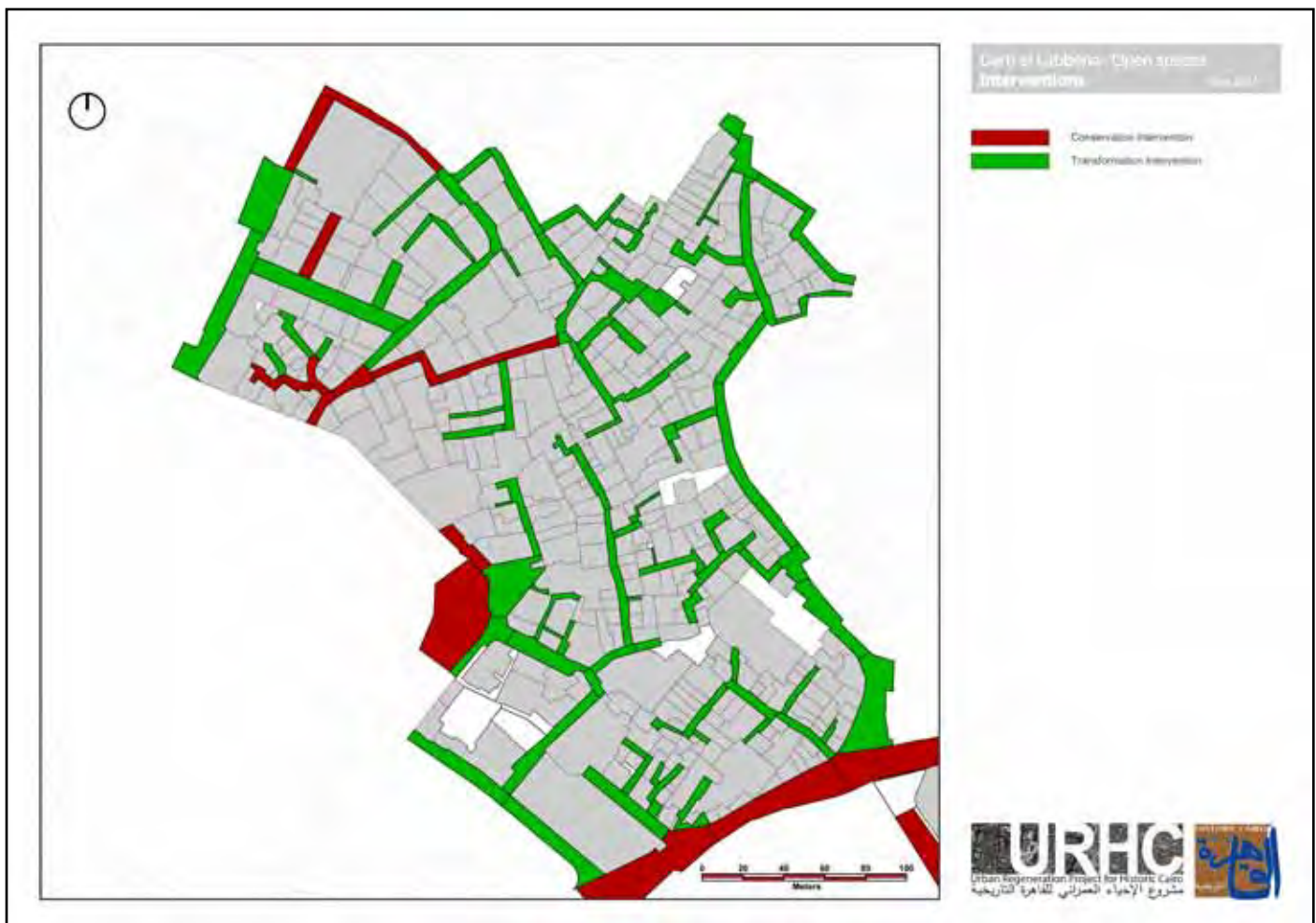


Fig.51b- Map showing the categories of intervention for open spaces in Darb Al-Labbena

### III.3 - ADDITIONAL FIELD STUDIES:

#### III.3.1-Monuments Study<sup>66</sup>



Fig.52 Skyline of Historic Cairo (URHC, 2011)

Cairo has a long history as an important and influential capital in the Middle East and in the Mediterranean area. This legacy has left outstanding examples of architecture that still survive from the early Islamic period up to modern day Cairo. These masterpieces have shaped the skyline of Cairo, earning it the title of “The City of a Thousand Minarets”.

During the second half of the 19th century, the Comité de Conservation des Monuments de l’Art Arabe was established under the Ministry of Endowments (Awqaf). The Comité played a crucial role in creating an inventory of monuments of artistic and historic interest, giving each monument a unique listing number, studying and approving related projects, and guaranteeing their conservation and maintenance. In 1951, the committee was transformed into the Egyptian Antiquities Authority, which later shifted between different Ministries (Tourism, Education, and Culture) until 1971. That year, the Egyptian Antiquities Organization was established and remained uniquely under the Ministry of Culture. In 1994, the Egyptian Antiquities Authority was transformed into the Supreme Council

of Antiquities (SCA) and became the sole responsible party for all the monuments in Egypt. In 2014, a Ministry of Antiquities was created, separate from the Ministry of Culture, and absorbed the SCA.

According to the “Protection of Antiquities” Law (n° 117/1983), the MoA is responsible for registering, protecting and promoting the monuments. The Ministry also has to set and implement regulations related to the monuments. It gives permissions and guidelines for restoring, conserving and documenting them. The SCA, on the other hand, can grant licenses to specialised bodies and institutions to conduct restoration and maintenance work under its supervision. The law also assigns to the SCA the responsibility for preparing registered sites for visits and study, taking into consideration their security and maintenance.

The costs of monument restoration and maintenance are borne by the Ministry of Endowments (Awaqf), the Egyptian Waqf Authority and Coptic Waqf Authority for their respective registered properties. The SCA bears the cost of restoring registered buildings acquired by other individuals or authorities. On the recommendation of the Minister of Antiquities, the Supreme Coun-

<sup>66</sup> See “Study on the monuments in the Action Area”, URHC, July 2014, Digital Annex II.7.

cil for Planning and Urban Development may assign easement rights to properties that are adjacent to archaeological sites and historic buildings and located within the limits of the antiquity zone,<sup>67</sup> in order to preserve its artistic characteristics or its outer shape. However, no building licenses may be granted for archaeological sites or lands within the perimeter of the aesthetic line.<sup>68</sup>



Fig.53 Historic Cairo Restoration project, Al Muezz Street

Numerous conservation and restoration projects for monuments have been undertaken in recent years.<sup>69</sup> Various institutions and agencies working in Egypt have implemented conservation projects that mainly target single monuments and aim to improve their physical condition.<sup>70</sup> A few projects have used a holistic approach, integrating monument-related and urban conservation projects, including the “Historic Cairo Restoration Project” (1998-2011, Ministry of Culture; 2014, Ministry of Antiquities) and the “Al-Darb Al-Ah-

67 The “Protection of Antiquities” Law defines “antiquity zone” as places or lands adjacent to the antiquity, the extent of which is defined by the ad hoc permanent committee in order to ensure the protection of monuments. Places and lands in proximity to the antiquity are defined as being outside the archaeological site, the extent of which is determined by the SCA. The Supreme Council for Planning and Urban development issued a resolution about sites, places or lands, whether within the qualified areas or otherwise, to guarantee the preservation of the antiquity’s surroundings. Article 16, Law n° 117/1983 (“Protection of Antiquities”).

68 Consists of the area surrounding the antiquity to an extent determined by the SCA in order to preserve the aesthetic value of the antiquity. Such lands are treated as archaeological lands.

69 See “Introduction”, “First Report on the Activities, July 2010-June 2012”, URHC, July 2012, Digital Annex II.1.

70 See the list of institutions and conservation projects in Historic Cairo in “Study on the monuments in the Action Area”, URHC, July 2014, Annex II.7.

mar Revitalisation Project” (2000-2012, Aga Khan Trust for Culture and its partner funding agencies). Despite the evident effort of various stakeholders to restore the monuments in Historic Cairo, there are still a good number of monuments that need more attention, as well as a comprehensive Conservation Plan that sees them as integral parts of the historic urban fabric with a clearer rehabilitation and reuse policy.

The Action Area is located to the north of the southern cemeteries, which influenced the location of the monuments: as shown on the map of the monuments, the concentration of most of the listed buildings is to the north, with few in the south facing the cemeteries. The monuments are concentrated around the two main “spines” in the Action Area, Al-Saliba Street and Al-Seyoufiya Street. Al-Saliba is a major “spine” that links the Citadel Square with Al-Sayeda Zinab Square. Al-Seyoufeya Street is the southern extension of al-Muezz le din Allah Street and continues on to link the historic city to the southern cemeteries.

There are a total of 81 monuments within the Action Area.<sup>71</sup> The monuments belong to various periods of Egyptian and Cairene history, starting in the 9th century, with mausoleums from the Fatimids and Ayubids, complexes from the Mamluk and Ottoman eras, and others from the modern and contemporary periods. The following outcomes<sup>72</sup> are based on a study conducted by URHC on the monuments,<sup>73</sup> covering the main aspects of their management and conservation for future planning:

1. On the subject of the state of conservation of the monuments:
  - i. Within the Action Project, 42% of the monuments (34 monuments) are in bad or dilapidated state of conservation and are in need of urgent intervention. The majority of these buildings are mausoleums.
  - ii. Most of the conservation interventions made are for monuments located on the main historic “spines”, especially monuments of great scale or

71 19 mosques, 12 madrasas and khanqah, 17 Sabil kuttab and Hawd, 16 Mausoleums, 6 Palaces and Houses, and 11 other monuments.

72 These outcomes are based on a survey prepared and implemented by URHC in May 2014.

73 See “Study on the monuments in the Action Area”, URHC, July 2014, Annex II.7.



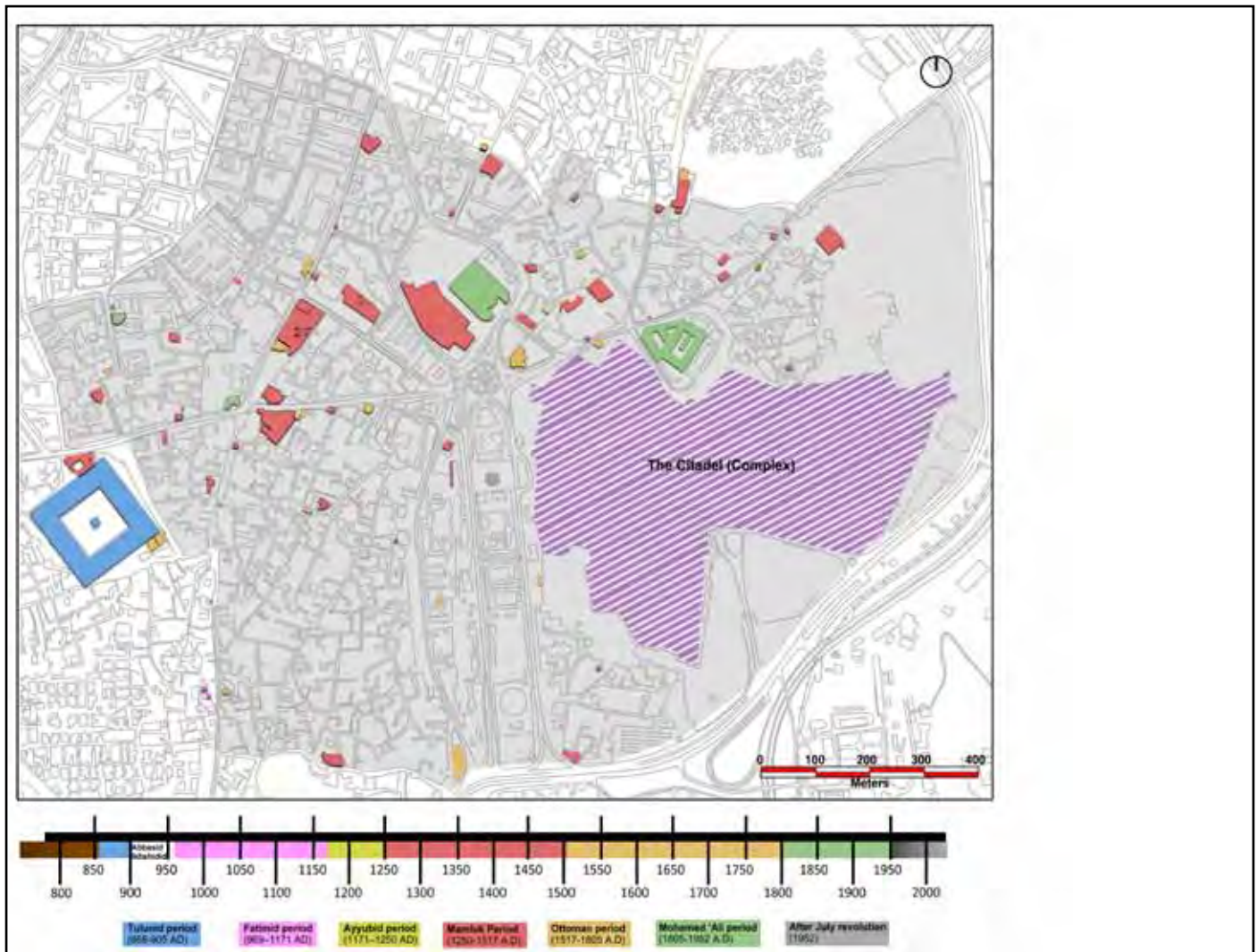


Fig.54a Map showing the monuments by period in the Action Project area

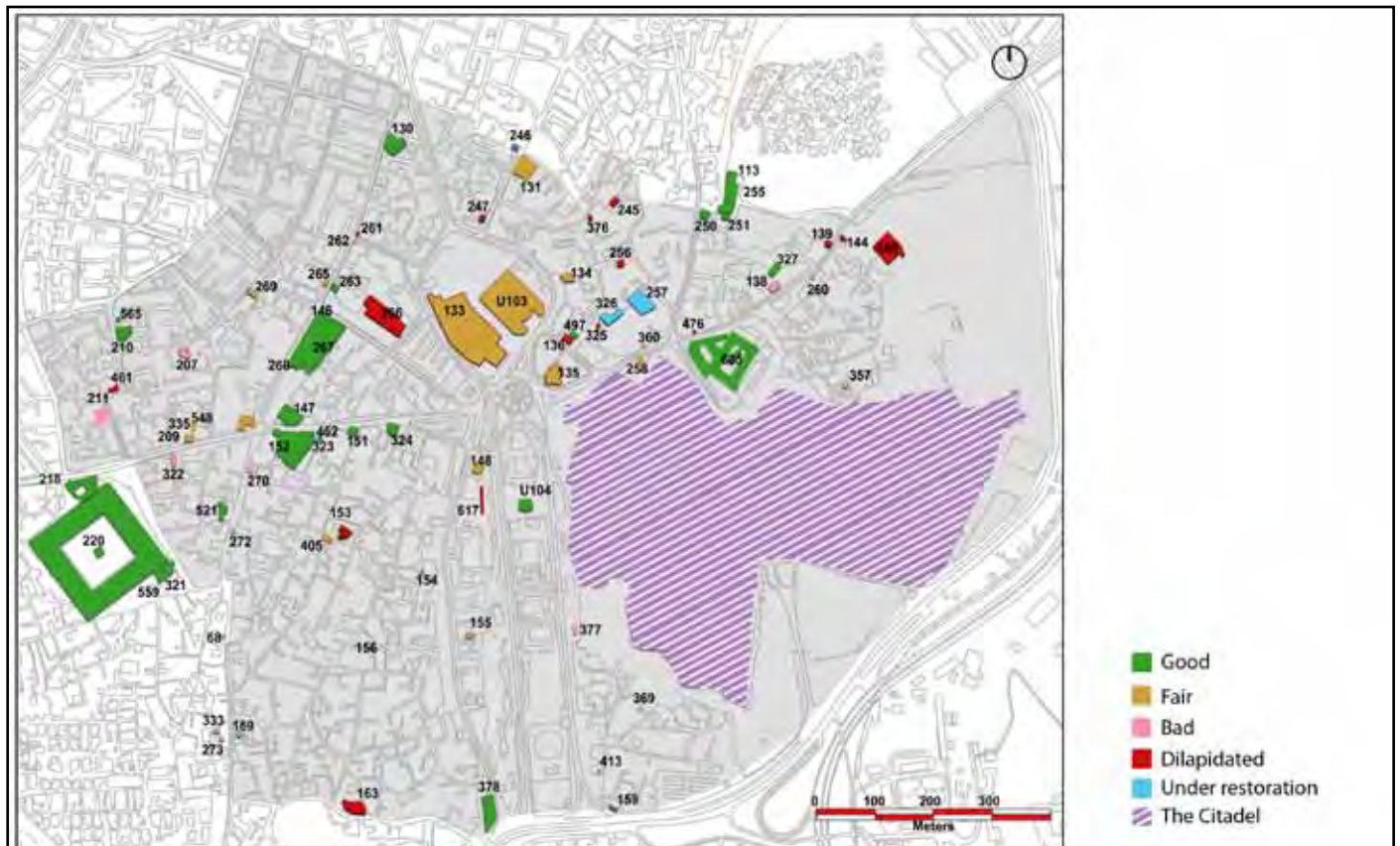


Fig.54b Map showing the monuments state of conservation in the Action Project area



those grouped in complexes. As shown on the map, 18 restored monuments and three that are under restoration<sup>74</sup> are located on Al-Saliba and Al-Seyoufeya Streets. Between Bab Al-Wazir Street, another main “spine”, and the Darb Al-Labbana area, five monuments have been restored and two are still under restoration.

state of conservation.

ii. 53% of the monuments in the Action Area are unused. Leaving the monuments closed with no use is a threat to their preservation, whereas their use leads to regular maintenance. 22% of the unused monuments are in good state of conservation.

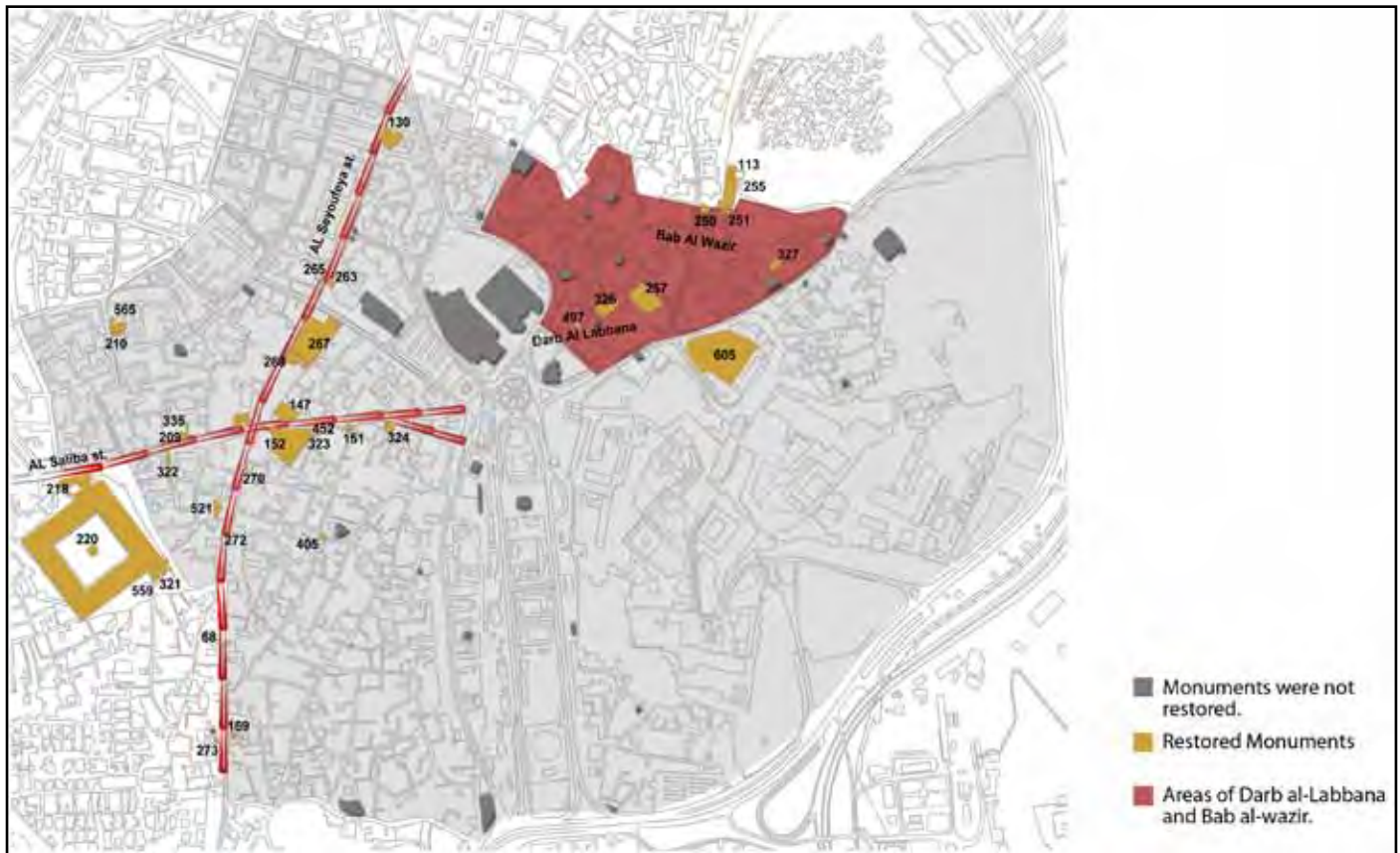


Fig.55 Map showing the restored monuments in the Action Project area

iii. A policy that prioritises buildings of monumental scale rather than the neighbourhood's small- and medium-scale monuments is being implemented. Because of this policy, the small-scale monuments suffer greater neglect, unless the community uses them for religious or social purposes.

## 2. On the subject of the use of monuments:

i. Within the Action Project, 47% of the monuments are in use. Reuses of monuments are mainly related to religious or cultural functions. Services (clinics, schools, craft teaching, workshops, commercial, etc.) are not foreseen for these monuments. The reuse of a monument has the potential to create a link between the monument and local residents, especially when the new function addresses their needs or provides a service to them. Only 49% of the used monuments are in good

iii. The criteria for the reuse of buildings are not clear. The reuse of monuments is decided by the Permanent Committee for Islamic and Coptic monuments within the SCA (MoA) on a case-by-case basis.

iv. As regards typologies, mosques are shown to be the most reused monuments (for religious purposes) in the area followed by palaces (for cultural purposes). As for the mausoleums, they exhibit a mix of cultural and religious uses, which depends very much on the person buried within. The least-used monuments in the Project Area were the sabils. In the case of fortifications, the reuse of such monuments is limited to their original function: passage for the gates, remains of the city wall, etc.

## 3. On the subject of the protection zones surrounding the monument:

i. The protection zones<sup>75</sup> and the approved aesthetic boundaries<sup>76</sup> are identified separately from

<sup>74</sup> Mausoleum of Mohammed Al-Anwar (by donations), Mausoleum of Shagarat al-Durr (by USAid) and Hawd Shykho (by the MoA).

<sup>75</sup> Article 2, Law n° 117/1983 (“Protection of Antiquities”).

<sup>76</sup> Article 19, *ibid.*

each other with no regular identification criteria. Sometimes they surround the monuments on all sides, other times they surround it only from one or two sides. Only 25 monuments within the action project have an identified buffer zone.

ii. Furthermore, the protection zone and the approved aesthetic boundary for the monuments makes obtaining building/restoration permission difficult for buildings that lay inside their limits. This has affected the immediate surroundings of the monuments and the urban fabric in general. This is evident in the areas of Al-Hattaba and Arab Al-Yassar that are part of the Protection Zones surrounding the Citadel.

#### 4. On the subject of the ownership of monuments:

i. The Ministry of Endowments and the Egyptian Endowment Authority are the owners of the majority of monuments within Historic Cairo, except for a few buildings owned by the MoA. There are no privately-owned monuments in the Action Project. According to the "Protection of Antiquities" Law, the owners of the monuments are responsible for paying all expenses related to their restoration projects and maintenance.<sup>77</sup>

#### 5. On the subject violations to the monuments:

i. The majority of violations recorded by the SCA have to do with building activities within proximity of the monuments, including construction, alteration or demolition. Very few violations are directly connected to the monuments themselves, such as restoring parts of them without receiving permission from the SCA.

ii. According the law, the SCA can issue a demolition decision for elements that represent a violation. The demolition decision should be sent to the competent local authority to implement it within 10 days of notification. However, if the 10 days pass without the decision being implemented, the SCA can proceed with the demolition through its own bodies or other bodies at the violator's expense. The police should secure the demolition operation. The provision of the law dealing with the removal of violations by the SCA was never implemented although 35 violations were recorded in the Action Project.

An inventory containing information on all the monuments within Historic Cairo WH property is not available. Furthermore, information about the current state of conservation, scheduled restorations and maintenance projects for each monument is not eas-

<sup>77</sup> Article 30, *ibid*.



Fig.56 Khanoqah of Nezam Al-Dein, in a dilapidated state of conservation



Fig.57 Sabil of Agha Dar Al-Sa'ada, showing a good state of conservation and still unused

ily acquired. Historic Cairo lacks a general strategy for identifying monuments in need of restoration and for setting up a priority action list to stop their deterioration. Based on observations of monument restorations, it was not clear if the conservation projects followed scientific anastylosis, though the use of traditional/natural materials was mostly apparent.

The lack of defined guidelines for the reuse of monuments and the discrepancies in reuse between the owners of listed buildings and the SCA has had effects. Historic Cairo is a living city; it has always been living and adapting through time. Monuments were reused and transformed throughout different periods in history. Leaving monuments closed with no use is a threat to their existence. Furthermore, the protection zone perimeters for monuments show no regular criteria for how they are identified. This has affected the immediate surroundings of the monuments and the urban fabric in general.



### III.3.2 - Awqaf Properties - Maintenance and Management<sup>78</sup>



Fig.58 The plaque indicates a waqf building and its number (Dina Bakhoun, 2014)

Waqf is a system of endowments that existed and still exists in numerous Islamic countries. Under Sharia law, it is considered to consist of a charity that cannot be sold or brought or given away or inherited, and whose revenue is to be spent on charitable and pious causes.

An Endowment Deed (waqfiyya) was registered for each endowed property. This was a legally binding document that includes stipulations for the endower and for administrative and financial matters as well as an architectural description<sup>79</sup> of the endowed property. The creation of an endowment was meant to make it charitable in perpetuity. Therefore, all endowment deeds stipulated that revenue from endowed properties should be spent on maintenance and repair.

Although there were previously-existing legal systems that dealt with awqaf (waqfiyya), the centralisation of this practice started during the 19th century. This led to the establishment of the Ministry of Awqaf in 1878. The Comité de Conservation des Monuments de l'Art Arabe, established under the Ministry of Awqaf in 1881, was responsible for creating an inventory of monuments owned under awqaf. It reported on the condition of the monuments, suggested repairs and supervised works. In 1936, the Comité was separated

from the Ministry of Awqaf and transferred to the Ministry of Public Instruction; it would later become the Supreme Council of Antiquities.<sup>80</sup>

The Egyptian Awqaf Authority<sup>81</sup> (hay'at al-awqaf al-Masriyya) was created as an independent authority that reports to the Minister of Awqaf. This Authority was entrusted with managing revenue-generating awqaf properties in order to achieve the highest possible revenue that would allow the Ministry to achieve its goals. The Ministry of Awqaf is accordingly responsible for mosques and mausoleums.

According to the current waqf laws, the Ministry must spend the money as per the endowers' stipulations. Therefore, even though the currency has changed and the awqaf system was centralised during the 19th and 20th centuries, the maintenance stipulations originally provided for remain.

Under Egyptian law, the Ministry and Authority of Awqaf can prepare conservation/restoration projects for awqaf-owned properties that are registered as monuments, along with the corresponding bills of quantities, and should bear all related costs.<sup>82</sup> For these properties, the Ministry of Antiquities also has to approve and supervise the works.<sup>83</sup> Awqaf-owned properties that are not registered as monuments fall fully under the responsibility of the Ministry of Awqaf and the Awqaf Authority. Nevertheless, for the properties that the Awqaf Authority is renting, tenants have to create residents' unions and are responsible for maintenance.<sup>84</sup>

The percentage of awqaf properties is relatively low in the Action Area,<sup>85</sup> comprising not more than 9%, including registered monuments. In Al-Hattaba, Darb Al-Hosr and Darb Al-Labbena the percentage of awqaf owned properties is respectively 5.6, 6.3 and 8.1%.

80 For a full description of the evolution of the SCA, see "Awqaf Properties; Maintenance and Management," Dina Bakhoun, May 2014, Digital Annex III.9.

81 Law n° 80/1971.

82 Article 30 of Law n° 117/1983 ("Protection of Antiquities")

83 According to Article 5 of Law n° 117/1983 ("Protection of Antiquities"), the Ministry of Antiquities is the body responsible for overseeing all monuments and antiquities,

84 Law n° 4/1996 and Law n° 119/2008.

85 This information is based on the survey carried out by the URHC team and trainees, from the Awqaf Ministry and Authority as well as from the Cairo Governorate.

78 See "Awqaf Properties, Maintenance and Management," Dina Bakhoun, May 2014, Digital Annex III.9.

79 The aim of the architectural description in the endowment deed was to serve legal purposes when it came to knowing the economic value of the building and to provide judges and engineers with sufficient information on the endowment when alterations were to be requested.

In Darb Al-Labbena the percentage of awqaf-owned buildings that are registered monuments is quite high (39%); it is the only area of the three that has awqaf-owned buildings (two buildings, precisely) with “peculiar value”.<sup>86</sup> Less than 20% of buildings are registered as monuments in the other two areas and no buildings are registered as “peculiar value”.

**Overall State of Conservation of Awqaf Properties within the Action Area:**

Areas	Darb Al-Hosr		Darb Al-Labbana		Al-Hattaba	
	number	%	number	%	number	%
Good	5	9	0	0	0	0
Fair	14	25	7	23	5	23
Bad	20	36	14	45	9	41
Dilapidated	12	21	7	23	4	18
Ruined	4	7	3	10	4	18
Un-Built	1	2	0	0	0	0
total	56	100	31	100	22	100

It is clear from the above table that the majority of awqaf-owned properties (around 70%) are in a bad or dilapidated state of conservation. In al-Hattaba and Darb al-Labbana areas, none of the awqaf properties is in good state of conservation, and 23% of the buildings are in fair condition. There is accordingly a need to intervene in these buildings. Ruined areas could be upgraded, developed and reused for activities that are socially, culturally and economically beneficial for the neighbourhood.

As for the relationship between a building's state of conservation and its registration status, the percentage of registered buildings that are in a better state of conservation is higher than that of non-registered buildings. The majority of non-registered buildings are either in a bad or dilapidated state of conservation.<sup>87</sup>



Fig.60 Apartment building registered as a building of peculiar value



Fig.61 A building having the potential to be registered as of peculiar value

<sup>86</sup> Registered under Law n° 144/2006.

<sup>87</sup> Based on an in-depth analysis of Darb Al-Hosr awqaf properties.

**Awqaf Properties within the Action Areas in relation to their architectural value:**

Areas	Darb Al-Hosr		Darb Al-Labbana		Al-Hattaba	
	number	%	number	%	number	%
Outstanding	8	14	3	10	1	5
High	7	13	7	23	4	18
Fair	12	21	4	13	1	5
Low	19	34	11	35	5	23
None	10	18	6	19	11	50
total	56	100	31	100	22	100

It is clear from the above table that the majority of awqaf-owned properties (around 60%) are of low or no architectural value. In Al-Hattaba, only one of the waqf properties is of outstanding architectural value, and half of the buildings are of no architectural value. In Darb Al-Labbana, 33% of the buildings are of outstanding and high architectural value. Darb Al-Hosr has the highest percentage of buildings with fair architectural value.

Regarding the relationship between architectural value and building registration status, the buildings that are of outstanding values are all registered. This is not applied to all buildings that have high architectural value<sup>88</sup> (though they include sabils, kuttab, mosques, etc). Obviously, those buildings do have the potential to be registered as being of peculiar value.



Fig.62 19th century madrasa of Sidi Shaheen



Fig.63 Tomb of Safial-Din Gawhar (monument n° 270)

**State of Conservation of Awqaf Properties within the Action Areas in relation to usage and typology:**

Areas	Darb Al-Hosr		Darb Al-Labbana		Al-Hattaba	
	number	%	number	%	number	%
Totally used	32	57	16	52	9	41
Partially used	18	32	6	19	7	32
Not used	6	11	9	29	6	27
total	56	100	31	100	22	100

The use of the buildings should be accompanied by regular maintenance in order to allow for continuity. Unfortunately, the results obtained from the survey do not show evidence of this. 50 % of buildings that are in use are also in a bad or dilapidated condition.

<sup>88</sup> Ibid.



It is clear that the buildings that are in a good state of conservation are mainly mosques, though there is also the sabil kuttab of Amir Abdallah, which houses the Al-Nasiri madrasa. The analysis of buildings in bad condition based on their typology demonstrates that these are mainly apartment buildings, individual units and townhouses. The Awqaf Authority has no maintenance and management strategy for the maintenance of rented buildings, especially when it comes to non-registered buildings.

### **The Awqaf Properties within the Action Areas in relation to the Building Classes:**

According to the classes of buildings discussed in chapter two, 45-50% of awqaf properties in the three action areas are situated in Class 4.<sup>89</sup> This means that the Awqaf Authority could actually transform a high percentage of their properties through upgrading, re-modelling and reconstruction.



Figs. 64, 65 Hamam of Shaykhu (unregistered). The building is used as shoemaking workshop, and is in a dilapidated state of conservation (Dina Bakhoun, 2014)



Figs. 67,68,69 Suggested area in Darb Al-Hosr to be upgraded

<sup>89</sup> Class 4 includes those buildings of low architectural value that are not registered in national inventories but which form an integral part of the urban fabric.

Having the obligation to invest in awqaf properties in order to generate revenue, the Awqaf Authority could carry out pilot projects for upgrading and ensuring sources of funding for regular upkeep, maintenance and sustainability.

This would be beneficial for community members, and at the same time would demonstrate the possibility of respecting the historic urban landscape of Historic Cairo.

Awqaf properties represent only a small percentage of buildings and plots of land in Historic Cairo. If carried out properly, their management, conservation, maintenance, upgrading, rehabilitation, reconstruction and overall development could set examples for successful pilot projects in Historic Cairo. Unfortunately, in the current state of affairs, the Awqaf Authority and Ministry do not have defined or established maintenance guidelines, procedures and systems for their properties. The lack of a final decision-maker for questions of what to restore, how to maintain, what to fund, how much to spend, etc. accordingly leads to ambiguous situations with, as a result, heritage buildings that are left to decay.

### III.3.3 - Signage<sup>90</sup>

Heritage signage plays a key role in the general public's awareness by providing way-finding tools as well as information about heritage. Heritage signage should provide information on the scale of both the historical urban fabric of the city and the individual building (for monuments and heritage buildings). The URHC Project conducted a special study to examine the current situation of heritage signage of Historic Cairo, with the goal of drafting guidelines and proposals for the heritage signage types and locations within the Action Area.

#### **a. Current Situation of Heritage Signage in Historic Cairo**

Various stakeholders (the Cairo Governorate, the Ministry of Antiquities, the Ministry of Endowments and the National Organization for Urban Harmony) are re-



Fig.70 Street name signage in different areas in Historic Cairo. Unified calligraphy and fonts, plaques are in deteriorated state. Some signage is in Arabic, some only in Latin script, but the majority in both Arabic and Latin script

<sup>90</sup> See "Heritage signage in Historic Cairo", URHC, July 2014, Digital Annex II.8.



sponsible for monuments and heritage buildings and for the historic urban fabric. There is a lack of communication and coordination between these stakeholders about managing the historic city, which has an impact on the heritage signage. The historic urban fabric, monuments, and heritage buildings lack a system for signage. Historic Cairo visitors rarely encounter descriptive or cognitive signs for monuments and no information or maps on the city level are available. Also, signage providing historical background on streets and saha<sup>91</sup> is non-existent in the city. While walking the streets of the city, it is impossible to identify the fact that the city is a WH Property.



Fig.71d Left: Wooden sign in a bad state of conservation. Not a heritage sign, but it is a sign for the building tenant, a social development NGO. No mention of the monument's name or function. The sign is inappropriately affixed and hides architectural elements and a window of the building

Fig.71e Right: Heritage Buildings that do not have plaques



Fig.71a Left: Sabil Kuttab of Ali Agha Dar As Sa'ada. Copper plaque. The sign is in both Arabic and Latin script, the layout states the name, function and dates. The location of the sign on top of the carved lintel should be changed to a place less harmful to the architectural elements of the building

Fig.71b Right: Wikalat Qaytbay. A painted wooden sign in a bad state of conservation, dusty and lacking maintenance. The Arabic calligraphy is difficult to read. The sign of the MWNF location does not take into consideration the alignment of the sign above



Fig.71f Beshir Agha Mosque. Owned by the SCA. The plastic sign is an inappropriate material, the fixation is bad, the text lacks transliteration and there is neither mention of the listing number nor any information about the monument



Fig.71c Sabil Kuttab Qait-Bey. Plaque contains information on the listing number, dates of construction and restoration done by the Spanish Agency for International Development Cooperation. The plaque in Plexiglas is not easy to maintain with the dust of Cairo and shows signs of a lack of maintenance



Fig.71g: El-Mahmoudeya Mosque, a self-illuminating sign stating only the monument name. Its inappropriate design and location disfigure the entrance and its architectural features



Fig.71h Monuments that lack any signage

<sup>91</sup> Al-Saha is an open space formed by pockets located at street intersections or the widening of a narrow street.



## **b. Proposed Guidelines for Historic Cairo Signage**

### 1. Objectives of Heritage Signage:

- To raise awareness of the Historic Cairo WH Property. This communication process helps people make sense of and better understand the site as a living city, but also its urban setting, monuments, heritage buildings, traditional handicrafts and intangible heritage;
- To encourage and facilitate visiting Historic Cairo, so as to avoid concentrating tourism on major monuments without discovering the Historic City as an urban setting;
- To provide information and descriptions of the Historic Cairo WH Property boundaries and its cultural heritage, on both urban and building levels;
- To promote the city's intangible heritage;
- To stimulate the interest of youth and children in Historic Cairo and to encourage them to understand the city.

### 2. Design Parameters<sup>92</sup>

Way-finding signs and heritage signage including maps and illustrations of different areas of Historic Cairo should be properly designed so as to respect the nature and features of the historic urban site. Signs on heritage properties must respect the integrity of the building, as well as the general character of the urban context to which the building belongs. The design of the signage should be neutral and simple and should not distract from the buildings' architecture nor interrupt the city's urban setting. Heritage Signage design should:

- Provide information about the heritage property and available services;
- Be designed so as to be unobtrusive and unimportant as an object;
- Be integrated into the urban setting, easy to see, and readable but not harmful or disfiguring to the heritage property's visibility;

92 See "Design Parameters", Section 2 of "Heritage Signage in Historic Cairo", URHC, July 2014, Digital Annex II.8. Design parameters were detailed in the heritage signage study to cover materials, styles/types of signage, fixing methods and illustration techniques, placement of signage (urban level and single building level), graphics and lighting.

- Use appropriate materials given the building's function and historic context;
- Consider existing local handicrafts and the know-how of craftsmen and women of the area in producing the signage;
- Be clear and easy to read;
- Be durable and easy to maintain.

## **c. Proposed Signage for the Action Area:**<sup>93</sup>

Signage should be well distributed within the Action Area. The distribution has to cover both the urban and the building scale:

### 1. Urban Scale:

The proposed locations for signs within the Action Area have been chosen mainly to facilitate pedestrian accessibility. Street entrances, saha, pockets in historical streets, street intersections and roundabouts are urban nodes where signs can be located to optimise their use and visibility for visitors. The signage also aims to raise awareness among the general public about the WH Property and its OUV. It is important to avoid concentrating the distribution of signage only around key monuments; signs should instead cover all of the historic urban fabric.

- Double-sided map, Action Area/Historic Cairo sign: The proposed sign has two sides: on one side there will be the visitors' map of Historic Cairo showing the links between the area and the whole World Heritage site; the other side, a detailed map of the Action Area will be shown. The map of the Action Area will show the location of all key monuments, heritage buildings, historic streets and squares, workshops and shops for traditional handicrafts, markets, mulids, etc. The Historic Cairo logo with the World Heritage emblem should be included.

The Action Area/Historic Cairo sign should be relatively large in size to ensure that it is readable by a group of people at the same time. These signs will be limited in quantity because of their relatively

93 Detailed in "Heritage Signage Proposal", Section 3 of "Heritage Signage in Historic Cairo", URHC, July 2014, Digital Annex II.8.

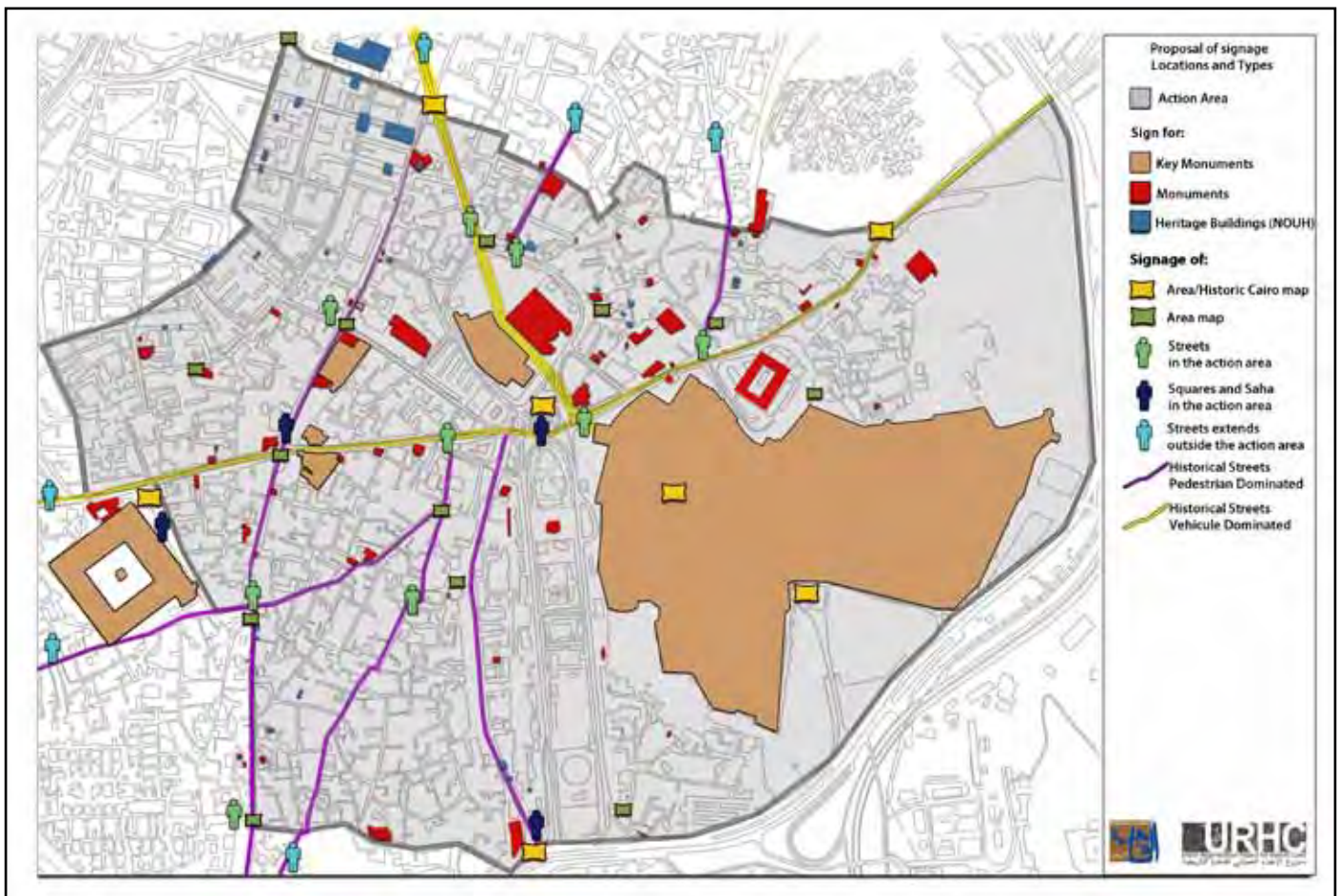


Fig.72 Action Area project proposed signage

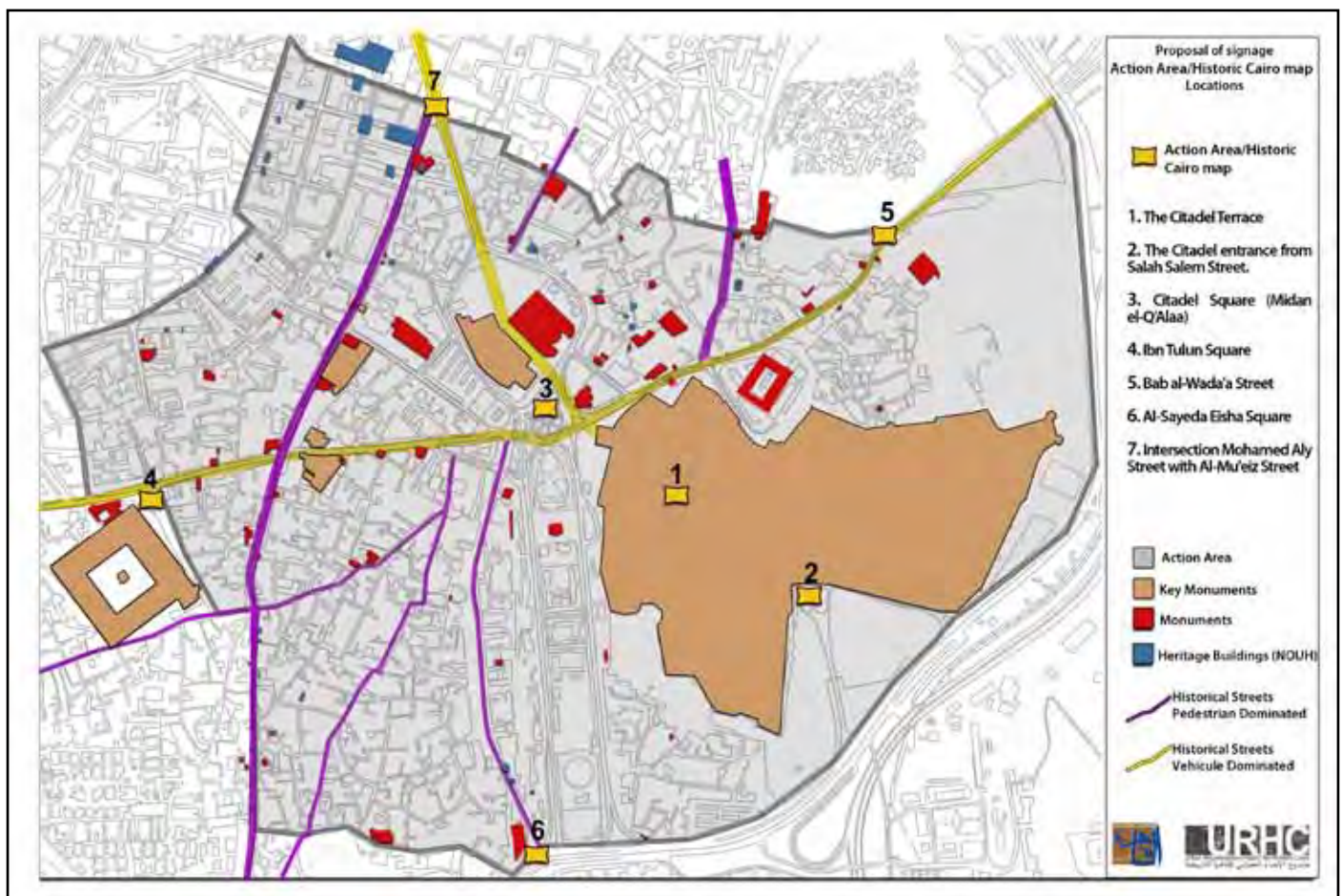


Fig.73 Proposed locations of the Action Area/Historic Cairo signs in the Action Area



high cost and large size. Criteria for where to locate these signs should include selecting central zones and spacious open spaces in the Action Area such as its entrances and main roundabouts, where the scale of the visitors' map can be clearly presented without disfiguring the urban setting or any architecture features.

URHC has proposed prototypes to provide a model for how these signs could be designed.



Fig.74 Action Area/Historic Cairo map, pole in granite; Face 1, printed HC map on metal, Prototype 1, 3D presentation



Fig.75 Action Area/Historic Cairo map, pole in white pine; Face 2, printed Action Area map on wood, prototype 2, 3D presentation

ii. Action Area Sign, Al-Khalifa and Al-Sayeda Zeinab: The detailed map of the Action Area is illustrated on one side of the proposed sign; it is the same map as is used for the Action Area/Historic Cairo World Heritage property sign. This sign is smaller than the one proposed for the Action Area/Historic Cairo because it should be located in the secondary/historic "spines", streets and open spaces (saha). It should also be spread more fully throughout the site.

Criteria for the locations include selecting the most visible spots at the entrances and intersections of historical streets. The main saha in the historical urban fabric could also be possible locations for the Action Area sign. These signs should also be located in areas where no key monuments exist – for example, Al-Hattaba, Darb Al-Labbena and Al-Helmeya – in order to highlight their heritage value as part of the Historic City.

URHC has proposed prototypes to give an example of how these signs could be designed.

iii. Streets and Squares signs: Historical streets and squares, which trace the urban fabric of the city, are very important elements that need to be valorised. Informative signs for these streets and squares in the Action Area will raise awareness among the general public about the value of the city and its historical urban fabric. The sign should mainly state the name of the street or the square with a relevant historical brief. It could also include historical illustrations or images. A simple map of monuments and heritage buildings on the street or the square should be also included, as should the Historic Cairo logo and the World Heritage emblem.

URHC has proposed prototypes to give an example of how these signs could be designed.

## 2. Building Scale:

i. Key Monuments: The sign for key monuments should be informative. It should include old pictures of the building, historic illustrations, plans and drawings of the monument, a clear legend for the plans, text detailing historical background, the date of construction and restoration(s), as well as any other pertinent information and the logo of Historic Cairo, the World Heritage emblem and the owner's logo.



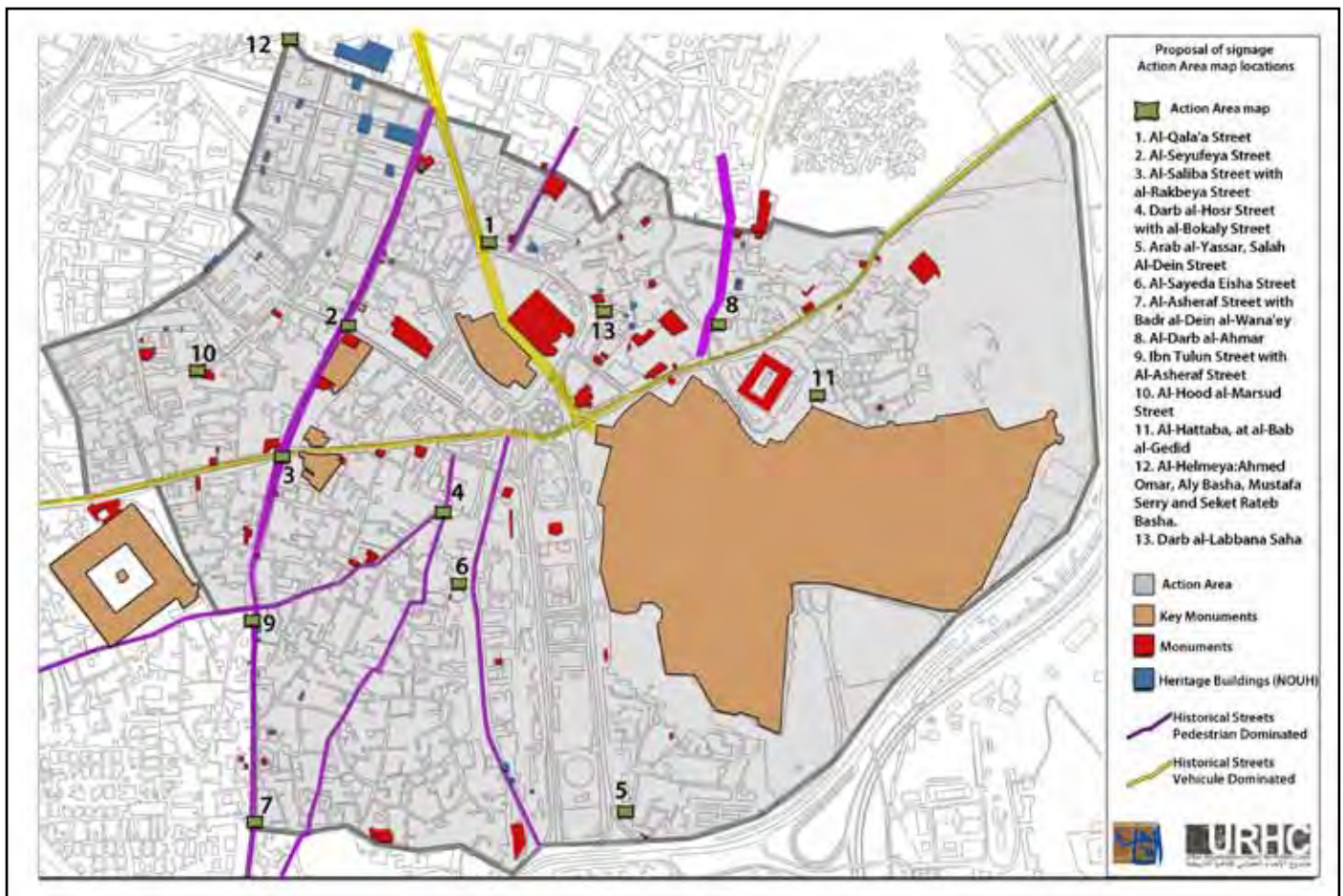


Fig.76 Proposed - locations of the Action Area map signage

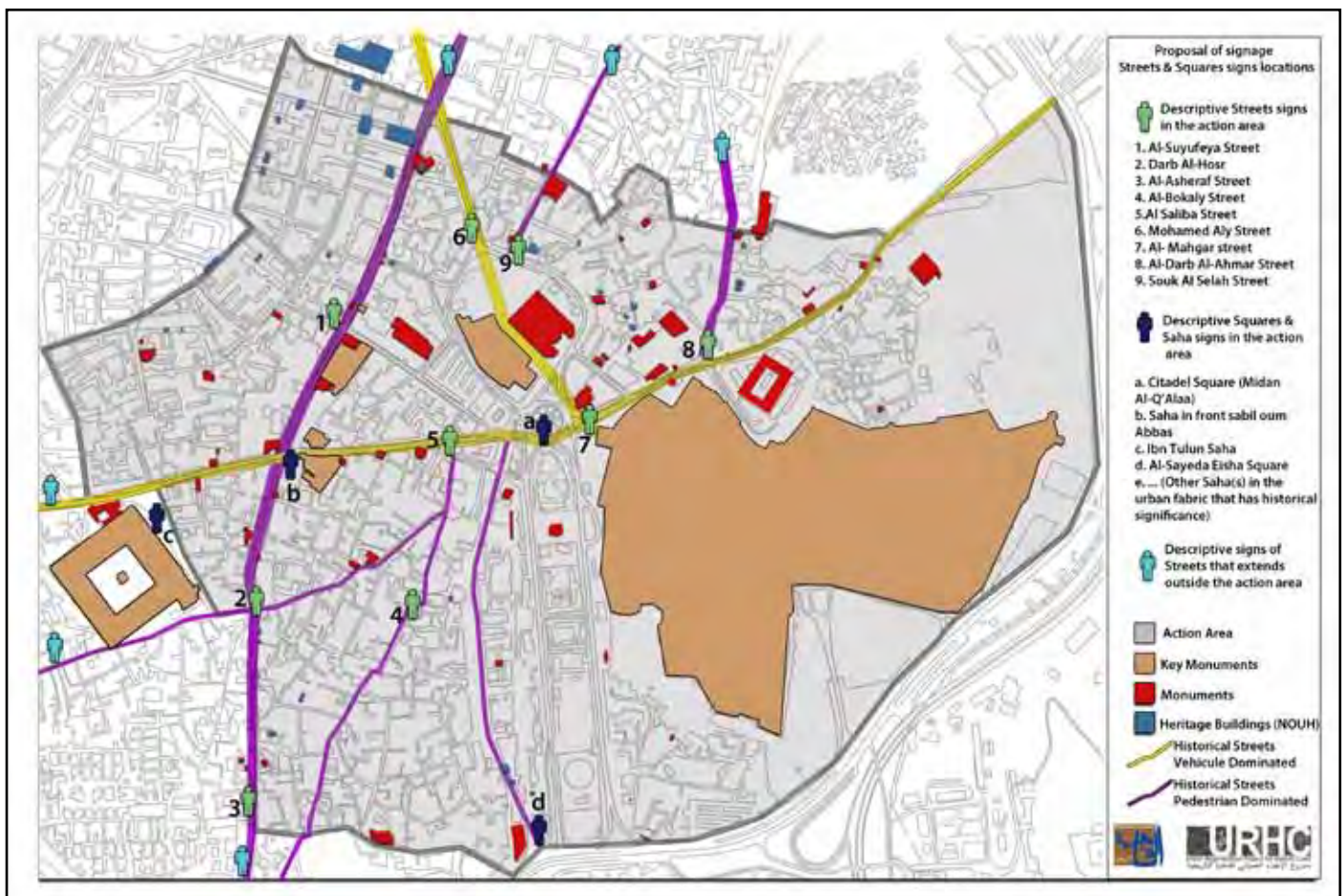


Fig.77 Proposed location of streets and squares signage in the Action Area

URHC has proposed prototypes to give an example of how these signs could be designed.

ii. Plaques for Monuments: these include the name of the monument, the construction and restoration dates, the owner's logo and that of Historic Cairo. Some monuments will have complementary signs for historical background (both outdoor and indoor signs). These plaques should be properly designed in conformity with a unified signage system<sup>94</sup> and located at all monuments.

iii. Plaques for Heritage Buildings: The plaque should include: the name of the heritage building, the name of the owner, the dates of construction and renovation if available, and the Historic Cairo logo.

iv. Handicraft workshop plaques: the Historic Cairo logo should be affixed to the facade of each traditional handicraft shop and workshop. It is suggested that handicrafts know-how be used in creating the logo (i.e. that the logo made in pottery for pottery workshops, in brass for copper workshops and in wood for carpentry ateliers, etc.).

#### **d. Applications for mobile devices**

Signs have size limitations thus in the amount of information that they can provide. For this reason, virtual illustrations can be complementary and effective tools for understanding more about the WH Property on both urban and building-level scales. The last few years have seen the widespread development of specialised applications for smartphones dedicated to cultural heritage and tourism alongside the continuous expansion of the market of mobile devices.

An official mobile app/guide could be developed to provide users/tourists with customised, detailed multimedia guides directly on their phones. Among the many types of information that could be expanded upon in different stages, an initial set could include:

- An accurate and interactive map of Historic Cairo,
- Information on neighbourhood landmarks, monuments, attractions and shops throughout the City.
- Self-guided walking tours.

In an initial phase, codes readable by smart phones and tablets should be included on signs whenever it is possible to give access to more detailed information on the heritage property.

#### **Conclusion:**

Heritage signage is an important tool

A proper heritage signage system for the Historic Cairo WH Property should be created. The signage system should rely on proper planning, and should be controlled and well maintained.

Mapping and distributing the signage will constitute a first step towards planning Historic Cairo's signage system. The mapping will include different types of signage to cover the urban scale and the building scale. Signs should include city maps, way-finding signs, maps and descriptions of historic streets and open spaces, cognitive signage for monuments as well as plaques<sup>95</sup> for heritage buildings, traditional handicrafts workshops and traditional markets. The second step will involve the design of different types of signs. Designs should follow the guidelines and parameters<sup>96</sup> of heritage signage design, be respectful of the Historic City, integrated into their context, and make use of the know-how of traditional handicrafts.

Whenever possible, the fabrication of signage should take place in local workshops in Historic Cairo. For the benefit of the local community, crafts that are available in the Historic City should be used as a base for the production of heritage signage.

Controlling the quality of heritage signage is an important issue that should be studied case by case, to ensure that no signs are unsuitable for their purpose(s) or for the nature of the site are affixed on any heritage property, and to make sure that they follow the design guidelines set for Historic Cairo. Maintenance is a crucial aspect that should be assured to avoid the degradation of the signs. Signs have to be cleaned and maintained on a regular basis. The maintenance should also cover the lighting of signage to make sure that it is readable at night.

<sup>94</sup> Problems related to a non-unified signage system of monument plaques are detailed in "Current Situation", Section 1 of "Heritage Signage of Historic Cairo", URHC, July 2014, Digital Annex II.8.

<sup>95</sup> Plaques include the name of the building, the ownership and dates of construction and renovation if available.

<sup>96</sup> Proposed guidelines are included in "Heritage Signage of Historic Cairo", URHC, July 2014, Digital Annex II.8.



Signs nevertheless have limitations in size and thus in the amount of information that they can provide. That is why the virtual illustrations can be effective, modern tools for understanding more about the heritage property on both urban and building scales. Codes readable by smartphones and tablets should be included on each sign to provide access to detailed information on the heritage property.

### III. 3.4 - Solid Waste Management Component<sup>97</sup>



Fig.78 Al-Sayeda Aisha Market

Waste accumulation and pollution are among the major threats affecting the urban heritage of Historic Cairo and the quality of life of its inhabitants. Therefore, a specific study on this component was carried out in the Action Project area in order:

- To highlight the weaknesses and strengths of the current solid waste management (SWM);
- To provide the URHC Project with a vision of SWM in a selected area;
- To propose an initial outline for a strategy to address waste accumulation and pollution in Historic Cairo.

The study started with collecting available data and selecting the area to be representative of the Action Project area based on the following criteria:

- Both high and lower population densities are included, which is reflected in the quantity of waste produced;
- The presence of partial and total ruins and un-built

plots where solid waste is and/or can be disposed of;

- Most types of industrial and commercial activities are represented, as they produce different types of waste;
- Different street typologies are represented, as this has to be reflected on the method adopted for waste collection.

Accordingly, the following areas were selected to form the Pilot Area in which sampling took place:

1. Households survey: Al-Hattaba and Darb Al-Hosr;
2. Business owner survey: Darb Al-Hosr and Arab Al-Yassar. It was decided that Al-Hattaba, Al-Mahgar and Al-Sayeda Aisha market should be included. This was mainly based on the fact that Darb Al-Hosr and Arab Al-Yassar did not include enough and had insufficiently diversified commercial and industrial activities.

In the meetings and preliminary field investigations, a huge disparity was found in terms of SW collection systems, which can differ significantly from one place to another. The service is regular in some areas, irregular in others and completely absent in some places. To better investigate this disparity, the following was taken into account in distributing the samples in the selected Pilot Project Area:

- To cover every street, hara (lane) and zoqaq (alley) of the shiakha being surveyed;
- The number of samples for each street was proportional to the street length and the number of buildings present in it.

For the collection of baseline data, a review was conducted of available secondary data (a literature review, topographic maps and satellite images, meetings with secondary stakeholders) as was a review of GIS maps of the project area, with the goal of better understanding of the local socioeconomic and sociocultural environment. Primary data were built on a number of activities including field visits and walkthroughs in the local community, interviews with key stakeholders; and focus group discussions with sensitive receptors in the local communities.

Quantitative data were obtained using survey forms.

<sup>97</sup> See "Solid waste management report", Environix, July 2014, Digital Annex III.10.



A sample of 200 households and 100 business owners was surveyed, with the aim of giving a representative sample of the community present within the Action Plan Area.

Finally, a mapping of stakeholders took into account the nature of potential impacts, as well as institutional, legal and managerial frameworks applicable to SWM systems in the context of urban heritage preservation.

According to results of the meetings with all parties involved in SWM in Cairo's historic areas, as well as the results of the field survey of a sample of households and shops, it was concluded that the waste collection service system in the study area suffers from a number

In monitoring the current situation and with the data obtained, the study revealed contradictions between the data and other information. The former are not updated, whether it be in terms of population statistics, the number of residential units, or the number of commercial, industrial and service enterprises. No accurate data was available on the amount of waste generated or the quantities collected per day. Although data was available on equipment, tools and workers in branches of the CCBA Authority, no data was available on the capacities of contractors assigned to collect waste. Those in charge of waste collection did not have detailed data on the location of antiquities, especially those with historic value.

119



- The absence of a regular waste collection service in most areas led to the continuation of dumping in the streets and spaces around antiquities.
- The accumulation of waste in rundown buildings (Figure 7-3) and street spaces around antiquities concentrates around rubbish bins such as at Sabil Om Abbas in Shaykhoun Street.
- Scavengers (nabbisha) are prevalent around accumulations of waste and rubbish bins in streets and markets (Al-Sayeda Aisha market), scattering waste in the streets .
- There are impacts on the environmental status of the areas and historical sites as well as on their general aesthetic appearance.
- Rodents and insects proliferate as a result of the accumulation of waste, which threatens public health.
- In some areas, residents live in direct contact with rubbish, thus leading to serious hygiene and public health problems.

After assessing the current situation, an initial proposal for a Solid Waste Management Strategy was outlined, highlighting a vision for the sector's improvement.

### **Strategic Objectives**

Analysing the existing situation in its social, institutional, organisational, technical, financial, legal, and environmental aspects, the proposed strategy set seven objectives. They are as follows:

1. An effective legal and organisational/institutional framework for SWM;
2. A comprehensive database for SWM to be used in planning and management;
3. A community that is more aware of and better involved in the SWM system;
4. Trained cadres who are able to manage the system in a proper and effective way;
5. The sustainability and financial efficiency of SWM services and activities;
6. Adequate mechanisms and bases for dealing with solid waste;
7. Encouraging the involvement of the private and informal sectors and facilitating their participation in the system.



Fig.80 A rundown building located near Al Sayeda Sakina School (Darb Al-Hosr) used as rubbish dumpsite



Fig.81 Scavengers collecting waste using a donkey-cart.



Fig.82 Recyclable materials collected in bags by local scavengers



Fig.83 Bags used for recyclable waste collection and transportation. All pictures extract from "Solid Waste management Report", Environs, July 2014. Digital Annex III.10



Fig.84 Photo taken from the window of a house in Hosh Sobeih (Darb Al-Hosr) showing rubbish accumulated on the roof in front of it. Extract from "Solid Waste management Report", *Environics*, July 2014. Digital Annex III.10

Specific policies and strategic interventions were identified for each objective, including the roles and responsibilities of the bodies and institutions involved in implementing strategic interventions.

Three different scenarios for how to implement the possible revision of the SWM organisational system were then proposed. Suggestions were also given on actions for increasing primary stakeholders' participation and for raising awareness. Guidance was also provided for the selection of suitable contractors.

Finally, in implementing the proposed strategy – in particular, to improve the effectiveness and quality of the service and the management systems for SW collection and transportation – it is crucial to consider some technical aspects connected to the nature of the area. These include the use of suitable collection equipment according to street typologies and the improvement of recycling and the reuse of materials.

### III.3.5 - Crafts Study in the Action Project Area<sup>98</sup>



Fig.85 Woodcarving workshop in Al-Mahgar

Crafts activities represent a crucial aspect of the heritage values and living traditions in Historic Cairo; they are seriously threatened today due to socioeconomic and physical pressures.<sup>99</sup> Traditional crafts sectors and master artisans grew with the Historic City since its early development.<sup>100</sup> They influenced the development of the urban fabric in Historic Cairo, as they were always intermingled with housing and construction activities, and also influenced the use of public space, major "spines" and markets, and mobility and waste management issues. Therefore, safeguarding crafts and the development of compatible economic production activities should be major objectives for any urban regeneration and revitalisation policy for Historic Cairo.

The study has to do with handicrafts workshops, industrial units, and community-oriented production activities in the Action Project area. It is based on a field survey<sup>101</sup> that includes interviews with craftspeople working in the workshops and provides detailed in-

<sup>98</sup> See "Crafts study", URHC, September 2014, Digital Annex II.10.

<sup>99</sup> The uncontrolled spread of new high-rise building and commercial activities that change the morphology of the historic city, and the lack of awareness and appreciation of the value of local handicrafts as source of income generation, make it difficult for craftsmen to maintain their small-scale and often high-quality production activities.

<sup>100</sup> For example, Al-Fustat was famous for pottery workshops.

<sup>101</sup> The survey was based on official registers received from CAPMAS and the Cairo Governorate, the URHC GIS for the Action Project area, observations by the project team and surveyors, and the outcomes of the URHC sector studies.



formation, analyses, and recommendations on crafts as part of the site's living heritage. The study is considered a continuation of the URHC sector studies carried out in 2012 that deal with community-oriented activity patterns and the sustainability of commercial and productive activities in Historic Cairo.<sup>102</sup>

After developing the survey form, a systematic field survey was carried out by trained surveyors<sup>103</sup> between March and May 2014 on 221 workshops/industrial units in five neighbourhoods of the Action Project area (Al-Hattaba, Al-Mahgar, Darb Al-Hosr, Al-Khalifa and Al-Boqali in qism Al-Khalifa).<sup>104</sup> A database was developed that contains in-depth information on each of the surveyed units, including location, date of establishment, ownership/registration status, activity type, rootedness of the activity in the area, physical environment, use of public space, environmental condition, design sources, order types and clients, as well as human resources and inherited/family activities. The surveyed workshop types were classified into general categories: handicrafts workshops, light industrial production activities, or service providers, which often overlapped with the category of traditional crafts.

Moreover, the results of the crafts study in the Action Project area were integrated in the GIS developed by URHC for the Inventory of Buildings and Open Spaces in 2013.<sup>105</sup> The outcomes of the crafts survey are presented in various thematic maps for the surveyed neighbourhoods.

102 See "Community-oriented activity patterns", Dina Shehayeb, December 2011; and "Living and working in Historic Cairo: Sustainability of commercial and productive activities", Dina Shehayeb, December 2012. To consult the study, please visit: <http://www.urhcproject.org/Studies>.

103 Four surveyors from governmental institutions involved in managing Historic Cairo (the Ministry of Antiquities and the National Organization of Urban Harmony from the Ministry of Culture) participated in the crafts study. They tested the survey form and carried out the field investigation. They also participated in developing a GIS for crafts and drafting the preliminary study outcomes.

104 It was agreed that the crafts study would be conducted in the same areas covered by the URHC survey on buildings and open spaces in qism Al-Khalifa (2013/2014). This study area was chosen to complete the interdisciplinary studies carried out by the URHC Project in preparation for the Conservation Plan for the Action Project area.

105 The URHC GIS developed in 2013 for buildings and streets/open spaces in the Action Project is considered the basis for the GIS on crafts workshops. See Chapter II of the present report for more information.

The evaluation of each workshop was based on the five main criteria analysed in the survey form; this was followed by an overall evaluation derived from the sum of points achieved in each of the five criteria:

- C 1: Compatibility of activity to the area
- C 2: Activity disturbing pedestrian movement or traffic in the open space
- C 3: Suitability of workshop space for the requirements of the activities
- C 4: Environmental condition
- C 5: Inherited crafts or activity exists in the family

The outcomes show that numerous workshops and community-oriented production activities exist in the area,<sup>106</sup> which confirms that Historic Cairo still preserves its living traditions. It was difficult to compare existing workshops types, numbers, and concentrations with the past, as no historic mapping of crafts was found.

The majority of crafts activities are compatible with the area (68%), while 30% are intermediate and 2% are incompatible. On the subject of the disturbance caused by crafts to movement in the public space, it was found that 47% workshops do not disturb, because they are mainly used for working and storing materials and products inside, while 37% partially disturb movement in public space. Only 5% of the workshops were considered to totally disturb public space.

The suitability of the workshop spaces for the requirements of the activity was found to be as follows: 42% intermediate, 31% good, and 16% bad. This indicates that various workshops need facilities, services, or improvements in their physical conditions. As for the environmental assessment, the majority of workshops have intermediate environmental conditions, usually lacking safety measures (78%); 7% are bad and 4% good.<sup>107</sup> Exceptionally, some workshops suffer from potential environmental hazards or air pollution that threaten the urban fabric and the local community. The problem has to be immediately addressed by appropriate solutions, though relocation proposals justifi-

106 The surveyed workshops mainly include carpentry (32%), metal (17%), car (15%), textiles (13%), leather (8%) and food (8%), stone (2%) and other workshops producing, for example, glass or brooms (5%), as well as 1% for chemical workshops.

107 Bakeries usually have good environmental conditions, as they have to respect safety regulations to obtain a license.

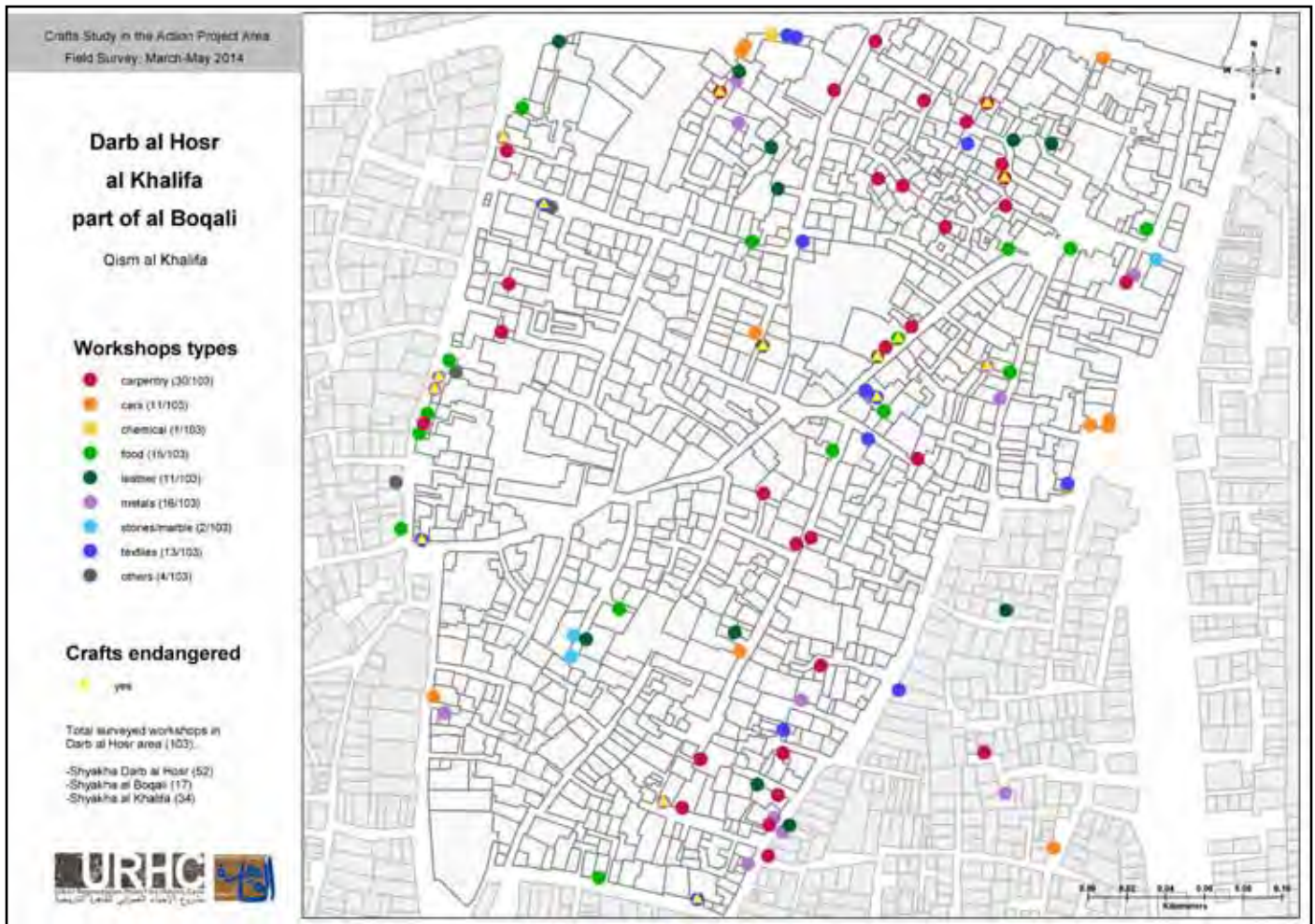


Fig.86 Map showing types of workshops and endangered crafts in Darb Al-Hosr

fied by the environmental problems for similar cases should be avoided.

The evaluation of inherited/family activity indicates that 45% of the crafts are still inherited in the area, while 44% are not inherited. Various workshops have opened in the area in the past years.<sup>108</sup>

Finally, the overall evaluation of the surveyed workshops, which presents the sum of points achieved in the above mentioned evaluation criteria, is considered quite positive, as it illustrates that 19% are evaluated as high, 48 % good, 19% fair, and 3% bad.<sup>109</sup> It should be taken into account that this evaluation does not give indicators about aspects such as the quality of products produced by the workshops, the working environment, or economic issues.

The report includes area-specific outcomes in relation to each of the surveyed shiakhass. More specific conclusions were only outlined for the area of Al-Hattaba, as an example on how to present an in-depth qualitative analysis from the survey's outcomes.

The quantitative and qualitative analysis was further developed into a SWOT analysis on the crafts sectors and artisans in the Action Project area in Historic Cairo.

108 24% opened after 2011; 34% opened between 1990s and 2010. They include carpentry, car, leather and food workshops.

109 The 11% of the workshops are classified as "unknown", because they were not accessible. However, C1 on the compatibility of the activity to the area was evaluated for all the surveyed workshops, as the activity type was known.

**Strengths**

- The compatibility of many crafts activities to the Action Project area is good
- Strategic location as a link between the Citadel, the historical city and Downtown Cairo
- Some master-artisans are still present in the area
- Main streets in the area (e.g. the streets of Bab Al-Wada'a, Al-Dohdera, Al-Rakeeba, and Darb Al-Hosr) include concentrations of workshop activities
- The strong connections between many workshops that support each other in the surveyed *shiakh*as or that support areas in Historic Cairo, such as Khan el Khalili
- Some women in the area participate in crafts production by working from home
- The rootedness of crafts in the Action Project area
- Many workshop owners still live and work in Historic Cairo
- Some workshop concentrations are located close to historical buildings

**Weaknesses**

- Potential environmental hazards and air pollution exist in several workshops
- Lack of appreciation, especially among youth, about values of crafts
- Craftsmen have inadequate marketing skills and opportunities
- Physical and economic decline has negatively affected the sustainability of crafts
- Production activities often replaced by storage spaces in Darb Al-Hosr, Al-Khalifa and Al-Boqali
- Historical buildings sometimes used for production activities that cause environmental hazards
- Unclear/unofficial legal status of many workshops

**Opportunities**

- Proximity of Al-Hattaba and Al-Mahgar to the Citadel of Salah Al-Din, which could be translated into development potentials for crafts in the Action Project area
- Proximity to Al-Darb Al-Ahmar, Mohammed Ali street, downtown Cairo, as well as the cemeteries
- Vacant plots and unlisted historical buildings that could be reused as handicrafts schools, training centres or outlets
- Monuments and historical building in the area in need of restoration, which is a great opportunity to revive building crafts and train qualified artisans in the area
- Potential for youth empowerment and job creation through crafts in the study area
- A Replicates Production Centre affiliated with MoA exists inside the Citadel; it could provide training opportunities to the local communities. Moreover, MoA could benefit from the experience of artisans in the area
- Proximity to Al-Sayeda Aisha market

**Threats**

- A number of handicrafts are endangered, especially older workshops or artisans (such as mother of pearl, tailors, those producing natural brooms, food or chalk)
- Low-quality products are invading the Egyptian markets
- Workshops opened after 2011 were often car or metal workshops with lower heritage values.
- Egyptian legislation (especially Law n° 453/1954, a reference for the district official that issues a workshop permit) is often in contradiction with the existence of crafts that are considered compatible to the area
- Proximity to Al-Sayeda Aisha market



### III.4 AWARENESS RAISING INITIATIVE:

#### PUBLIC OUTREACH<sup>110</sup>

An awareness campaign was developed in the Action Area that included a number of workshops, seminars, lectures and informational events. The campaign targeted different groups: professionals (surveyors and stakeholders), the local community, and youth and children from within the community. The variety of activities organised aimed to provide examples for how awareness campaigns on the subject of Historic Cairo could be organised in the future to serve the broader goal of public outreach.

#### III.4.1. Team Building Workshop with the Surveyors Target Group: Professionals

In the framework of the on-the-Job training activity detailed in Chapter I of this report, a one-day workshop was conducted for the Action Area's surveyor team. In the future, these surveyors should ideally constitute the core of a unified body for the management of Historic Cairo. It was therefore vital that they enter the program with a long-term perspective about the potential benefits to be derived from their association with URHC, from working with each other, and from potential modes of cooperation between them. The workshop consisted of five sessions with various activities:

1. Introductory discussion and presentations;
2. Evaluation questionnaires for different governmental entities involved with Historic Cairo;
3. A role-playing session: asking surveyors to assume the roles of different stakeholders, to defend their points of view and to address conflicting claims to the city's heritage;
4. Expectations of the surveyors from the on the-job-training;
5. Presentation on the information campaign<sup>111</sup> planned for communities in the Darb Al-Hosr and Al-Hattaba areas of the Action Area, and a discussion of the role of the survey team in them.

<sup>110</sup> See "URHC Community Outreach Component", May al-Ibrashy, April 2014, Digital Annex III.7.

<sup>111</sup> The information campaign will be explained in the next section of this chapter.



Fig.88 Role-playing session materials. Extract from "URHC Community Outreach Component", May al-Ibrachy, April 2014. Digital Annex III.7



Fig.87 Team-building workshop in URHC premises, introduction to the Action Area

The following observations can be made about the workshop:

1. There were contradictions in the governmental entities' assessments. These were the result of confusion about their original scope of work and the roles that they actually play, along with poor information about the other entities' scope of work;
2. The most overarching comments related to poor coordination, poor awareness and to the gap between existing laws and regulations and their ability to implement them;
3. There was confusion as to the value of Historic Cairo, and whether its value stems from its urban qualities or from the architectural/historic value of the buildings listed by the MoA or the NOUH;

4. There was a great gap between participants' views on policies, strategies and tactics and the official positions and performances of the entities they belong to.<sup>112</sup>

However, results were discussed and were used as an opportunity for participants to correct misconceptions about each other and to explain their responsibilities and the scope of their work in more detail, as well as the restraints and restrictions that bound them. This kind of activity would be extremely beneficial both as a teambuilding exercise for the future Historic Cairo technical unit and for raising general awareness among staff from all the institutions involved about the management of the WH Property.

#### III.4.2. Darb Al-Hosr and Al-Hattaba Informative Campaigns

Target Group: Local Community



X Fig.89 Children carrying Historic Cairo posters in Darb Al-Hosr area, (May al-Ibrachy, 2014)

A two-day informational campaign for the community was held in Darb Al-Hosr and in Al-Hattaba. The event's goal was to inform residents of on-going URHC Project research and the survey and to get their feedback on URHC's proposed approach. It also sought to learn more general information about their perception of the urban heritage of their neighbourhood. Children were a major target audience, with activities designed to make them think about the meaning of heritage through a mix of discussions and art. The survey team assisted with both events. They also assisted with the

<sup>112</sup> It should be noted, however, that this session came after an intensive round of lectures and discussions organised by URHC to explain the URHC Project's views on how to manage Historic Cairo and the participants may have been affected by these views, either permanently or temporarily.

children's activities and attended the final seminar of the weekend-long campaign.

Day One was focused on teasers for campaign activities. Its main purpose was to inform as many people as possible of activities proposed for Day Two and to convince them to join in the next day. On Day Two, two types of awareness activities were conducted: housing stock awareness and general project awareness. The campaign then ended with a community meeting.



Fig.90 Preparation for Day One, hanging posters in Al-Hattaba as teasers for campaign activities



Fig.91 Photographing residents in front of their own traditional houses in Darb Al-Hosr



Fig.92 Darb Al-Hosr competition card 1; (back) Al-Malika Safeyya Mosque & Suq Al-Silah Street



Main outcomes from the informational campaign can be broken down into the following subjects:

- **Monuments:** The community sees monuments as important places and as places for recreation. A monument was clearly seen as a potential resource for the community, whose members made demands for conservation and for their use for the benefit of the community. For example, community members complained about the closing of the back gate of the Citadel. Since this happened, the area of Al-Hattaba experienced commercial decline and its services deteriorated.



Fig.93 Children in Al-Hattaba in the art atelier. Extract from "URHC Community Outreach Component", May al-Ibrachy, April 2014. Digital Annex III.7



Fig.94 A community meeting (May al-Ibrachy, 2014)

- **Tourism:** The neighbourhood saw itself as being off the tourist trail.
- **Buffer zones of monuments:** In Al-Hattaba, community members complained about the regulations that put them within the Citadel's protection zone and which therefore do not allow them to restore or rebuild their homes.<sup>113</sup>
- **Housing:** The majority of residents prefer their older traditional houses to new constructions. They agree that new buildings harm the monuments

<sup>113</sup> The issue of monument Protection Zones is clarified in the URHC Monument Study.

and that tourism doesn't flourish when newer buildings are constructed.

- **Public spaces:** Neighbourhoods in Historic Cairo were perceived as more secure, less expensive and better accommodating to their way of life than neighbourhoods outside Historic Cairo. There were many complains about the quality of open spaces, particularly regarding the lack of lighting, pavements and the solid waste problem.
- **Places that should disappear:** The majority of the vote went to solid waste accumulations as a phenomenon, not as a place. The next most annoying phenomenon was buildings in ruin (kharabas).
- **Uses proposed for empty plots:** Community members requested services such as a clinic, a multipurpose hall and playground, a market, a school, and Qur'an lessons.
- **Children and youth activities** were very important. These need to be accumulative and will have more impact if carried out in a structured manner in an enclosed setting (such as in a local school or club).
- **Power structures and community resources:** Building trust in these neighbourhoods requires an understanding of the dynamics of existing power structures.

Some points came out of the activity:

1. The political will to work on policy and legislative reform is needed to create bridges of trust between stakeholders and the communities they serve.
2. Services and infrastructure are main issues that cannot be ignored. These are priorities not just for the built heritage but also for everyday users of the Historic City. Finding solutions to issues such as waste management and service upgrades is crucial for improving the image of heritage and heritage management entities in the Historic City.
3. There are social and economic benefits to be derived from upgrading projects in the neighbourhood thanks to the adoption of a comprehensive Management Plan. These could occur both through an increase of tourism (possibly more local than international) and also through the upgrading of services and the subsequent increase in quality of life.

### III.4.3. Field Investigation of Pertinent Issues through Focus Interviews

*Target Group: Community and Stakeholders*

This activity was conducted in parallel to the struc-



tured survey of buildings, plots and public spaces of the Study Area. It attempted to answer questions about themes that could lead to a better understanding of the Study Area's intangible heritage based on the local community's perceptions. Its aim was to identify the main themes of a parallel narrative that could shed light on perceptions of the Study Area from the point of view of stakeholders in general and residents in particular. These themes included:

#### **a. The Neighbourhood:**

This part of the study included:

1. Neighbourhood divisions, subdivisions and landmarks as perceived by residents;
2. Identifying commercial and industrial activities for each neighbourhood as perceived by residents;
3. Transitional changes in specific blocks or streets. Heritage sites undergoing transition were chosen for the focus on collecting and analysing collective memories. These were gathered in interviews with area residents about their memories and stories.<sup>114</sup>

#### **b. Cultural Heritage as Perceived by the Neighbourhood, with a focus on monuments:**

Residents' memories and myths related to major heritage sites were also collected, as were their perceptions of the administration and control of major heritage sites. Relevant excerpts from interviews with citizens of the Action Area were organised by site and sub-organised into four categories: personal memories, popular memories, activities and control.

The main outcomes of the field Investigation conducted through focus interviews can be summarised as follows:

- The endanger of intangible heritage such as mawlid (religious festivals), artisanal crafts and workshops and recreational activities (pigeon rearing, decoration of carts and cart horses)
- Hidden resources that should be utilised: People are willing to spend time and money on activities they believe are necessary, but mainly in religious places that they perceive as "theirs". Most of the activities in non-religious monuments are not seen

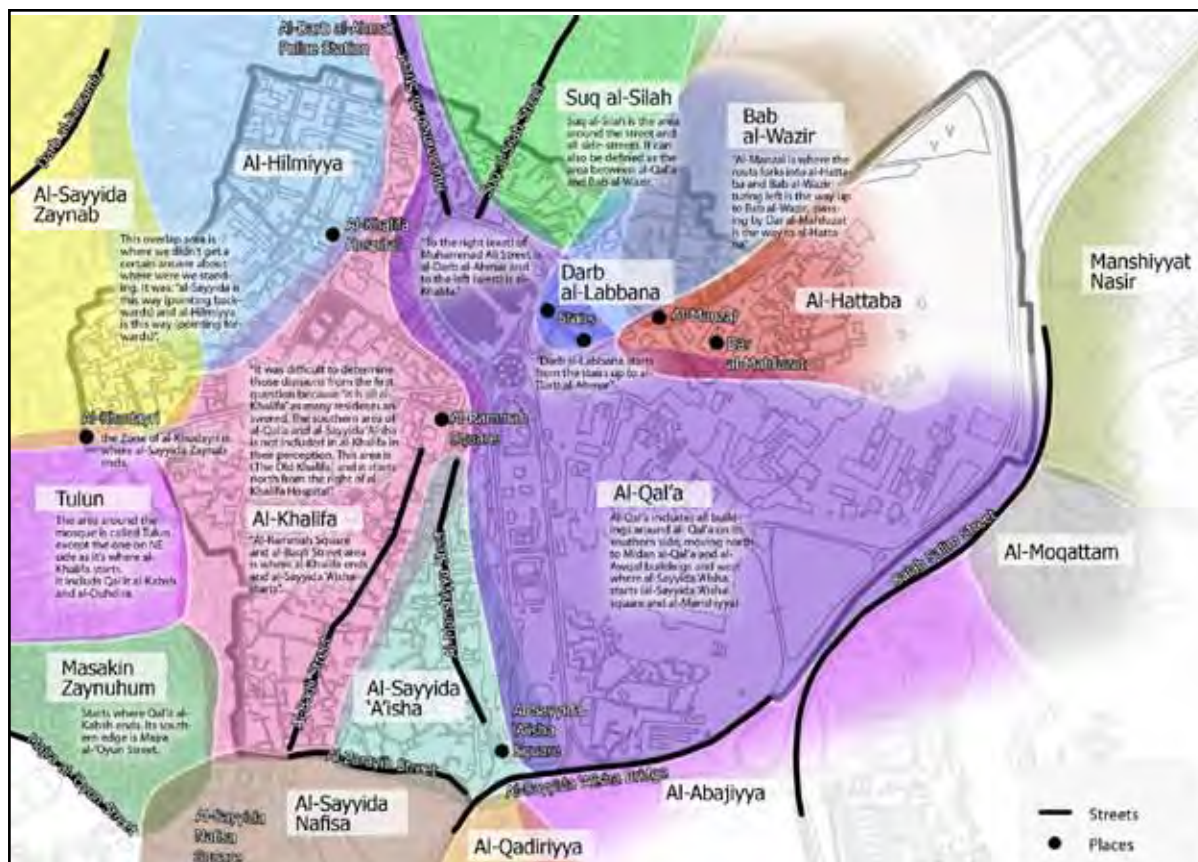


Fig.95 Neighbourhoods and border landmarks as perceived by residents. Extract from "Research on intangible heritage and storytelling event in the action area", Chirine El Ansary, April 2014. Digital Annex III.8

<sup>114</sup> See "Intangible heritage and storytelling" in Section 1 of "Field Investigation of Pertinent issues through Focus Interviews", May El-Ibrashy and Chirine El-Ansary, April 2014, Digital Annex III.8.

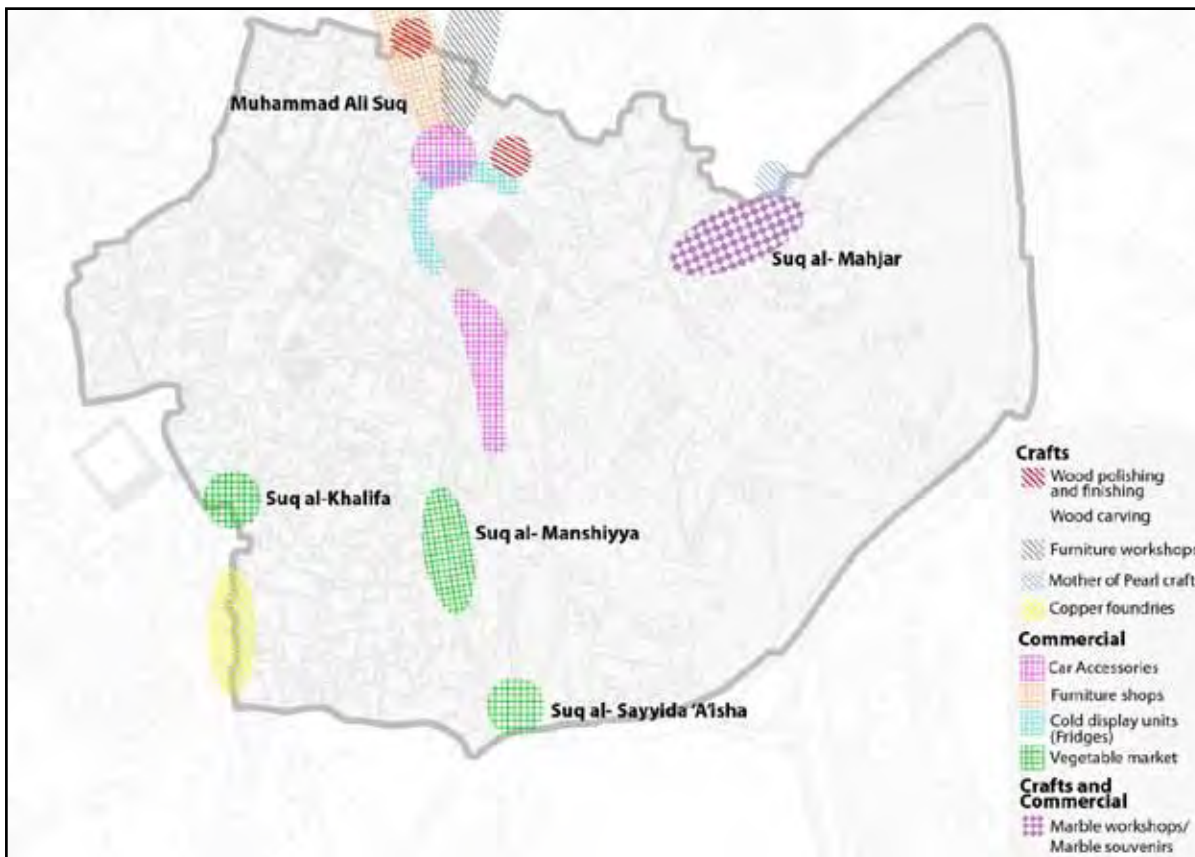


Fig.100 Landmark commercial and craft zones as perceived by the residents. Extract from “Research on intangible heritage and storytelling event in the action area”, Chirine El Ansary, April 2014. Digital Annex III.8

as necessary, and the people do not perceive the latter as being “theirs”. While this kind of participation is no substitute for state involvement, it should not be ignored as a primary potential source of heritage conservation in Historic Cairo, particularly over the long term.

- Hidden power structures that need further investigation: Hidden resources are directly connected to power structures of the community. These have to be understood before any kind of intervention is attempted.
- The continued exclusion of the people from their heritage: This includes the difficulties faced by residents who wish to contribute to the maintenance of religious buildings, the continued threat of inclusion of buildings in proximity to monuments in Protection Zones, and limits on access to monuments, particularly for children. Heritage will not be conserved unless it is seen as a resource, unless it is perceived as relevant.
- Spirals of distrust and blame games: These occur among the different types of actors within the government, the community and the different representatives of NGOs, professionals, international organisations, etc. This distrust could be contained if successful models of intervention were introduced (even on a small scale) and are perceived to work.
- The perceived scope of tangible heritage: It is

important to work to widen the scope of what is perceived as heritage and, as such, worthy of preservation. Besides listed monuments, which are generally acknowledged by all stakeholders as heritage, consideration should be given to unlisted historic buildings, structures housing intangible heritage that are not themselves of historic value, the street fabric and public spaces.

#### III.4.4. Storytelling<sup>115</sup> event

*Target Group: The Community*

Alongside the two weekends of informational campaigns, a storytelling event<sup>116</sup> constituted a part of the awareness campaign activities in the Action Area. The purpose of the storytelling event was to emphasise the inextricable link between the monuments and the community. The information and stories collected about residents’ perceptions of their neighbourhood’s heritage, their understanding of its history, their personal histories related to it, and the power structures within the monuments were interwoven with informa-

<sup>115</sup> See “Field Investigation of Pertinent issues through Focus Interviews”, May El-Ibrashy and Chirine El-Ansary, April 2014, Digital Annex III.8.

<sup>116</sup> Conducted by a professional actress, Chirine El Ansary.



tion from basic historical sources. The message intended to be conveyed was that heritage is not just monuments: it is the people, their histories and activities, and the urban fabric of streets and buildings where their lives and stories are played out. The focus of the stories was the triangle of relationships between the monument, its keepers (the institutional stakeholders: the Comité-SCA-MoA) and the community.<sup>117</sup>



Fig.101. Crowd of citizens listening to the itinerant storytelling performance in front of Sultan Hassan mosque. Extract from "Research on intangible heritage and storytelling event in the action area", Chirine El Ansary, April 2014. Digital Annex III.8

The event was interactive and aimed to engage a wide variety of audiences. It was also meant as a magnet event for the two feedback sessions: the feedback session in Al-Takiyya Al-Mawlawiyya, and the Community Seminar organized in the Amir Taz palace, both of which were held on the day following the storytelling event.

<sup>117</sup> See all the stories told in various monuments in the Action Area in the section entitled "Story Telling, Perception of listed Monuments" in "Research on intangible heritage and storytelling event in the action area" Chirine El Ansary and May al-Ibrashy, April 2014, p. 45-50, Digital Annex III.8.

### III.4.5. The Feedback Session

*Target Groups: Community, Stakeholders, Professionals*

The aim of the feedback session was to present the URHC Project's work, with a focus on the Action Area, in order to exchange ideas and know-how between the URHC team and stakeholders from partner governmental entities. In doing so, it aimed to win over these



Fig.102 Feedback session in Al-Takiyya Al-Mawlawiyya (May al-Ibrashy, 2014)

representatives to URHC's approach to Historic Cairo and its vision for the future. People invited to the event were from the local community, alongside representatives from the MoA, the Cairo Governorate and the NOUH, as well as the URHC trainees (the surveyors), who were asked to invite colleagues and supervisors from their institutions.<sup>118</sup>

The event focused mainly on:

1. Updating the MoA, the Cairo Governorate and the NOUH on the URHC Project and opening a discussion about steps to be taken for the continuity and implementation of its recommendations.
2. Reinforcing the paradigm shifts the survey team experienced, and making sure they were able to put their new knowledge and perspectives gained to use.
3. The exchange between professionals, research consultants and stakeholders.
4. Getting feedback from the community.
5. The event was therefore oriented towards maximum information sharing and feedback gathering while taking care not to compete with the final event of the campaign, the Community Seminar,

<sup>118</sup> Details of the feedback session can be found in Part 3, Activity 2, "Peer feedback panel" of the "URHC Feedback Report" in the "URHC Community Outreach Component", May al-Ibrashy, April 2014 May al-Ibrashy, p. 5-15, Digital Annex III.7.



which was to target a higher tier of government officials as well as the media.

### III. 4.6. The Community Seminar, with a one-day exhibition

The exhibition presented a slideshow and film loop with images of different research projects and public outreach and awareness activities that had already taken place. The purpose of this presentation<sup>119</sup> was to give an overall idea about the URHC Project's objectives and achievements. The loop was first shown in Al-Takiyya Al-Mawlawiyya for the benefit of participants. It was then moved to the façade of al-Amir Taz Palace as a magnet to announce the community seminar and to invite people to attend.

The Community Seminar's overall objective was to explain to people what the URHC Project is and why Historic Cairo was placed on the World Heritage list.

Important points discussed following the URHC presentation:

- The community/monument relationship;
- Socioeconomic problems that need to be studied.

### III.4.7. Lectures and Video Competition

*Target group: Youth and Students*

Alongside URHC's presentations at awareness campaign events, the team also gave a number of lectures in universities and other institutions and NGOs involved with Historic Cairo and heritage management. These lectures were meant to raise awareness about the Historic Cairo WH Property among students and future specialised professionals. It involved presenting the URHC Project and answering questions about Historic Cairo, boundaries, listing and management.

Lectures were held in universities such as:

- Ministry of Antiquities, training department;
- Cairo Governorate, capacity building department;
- Cairo University, Architecture Department;
- French University of Cairo, Masters Program, Cultural Heritage Management;

- American University of Cairo (AUC), Architecture Department.

- MEGAWRA, Built Environment Collective;<sup>120</sup>

The URHC Project launched a video competition on the subject of Historic Cairo in April 2014. Young filmmakers and urban heritage lovers 18 to 30 years old were invited to produce a video of 5 minutes or less that expressed their vision of Historic Cairo and its heritage. The URHC project requested that videos be based on the theme of Historic Cairo or the WH Property, and that they deal with aspects of its OUV. Links to all official online information on Historic Cairo WH Property were provided. The award-winning video/videos were meant to be broadcast on the UNESCO-WHC website and on that of the URHC Project, on UNESCO's YouTube channel and to be presented in public events.

Unluckily, the unstable situation meant it was not the right moment to shoot videos in the Historic City, and the initiative has not had the desired result. However, this kind of initiative should be spread in the future as a fundamental part of the kind of awareness raising activities that the technical unit of Historic Cairo could be responsible for implementing.



Fig.103 URHC video competition poster

<sup>119</sup> Illustrated in Part 3, Activity 3, "All day exhibition" of the "URHC Feedback Report" in the "URHC Community Outreach Component", May al-Ibrashy, April 2014 May al-Ibrashy, p. 15-23, Digital Annex III.7.

<sup>120</sup> MEGAWRA is an architectural hub a space for young students and architects. It is a platform for holistic debate in the fields of architecture and urbanism with a focus on art, theory, praxis and cultural heritage. [www.megawra.com](http://www.megawra.com)

## Chapter IV

**CONCLUSIONS AND RECOMMENDATIONS**

*IV.1. A new approach to the conservation of Historic Cairo*

*IV.2. Legislative and Planning framework*

*IV.3. Management system*

*IV.4. Lessons from the Action Project*

*IV.4.1 Control of buildings activities*

*IV.4.2. Measures against violations*

*IV.4.3. Improvement of housing conditions*

*IV.4.4 Rehabilitation and adaptive reuse of monuments*

*IV.4.5 Upgrading and rationalisation of economic activities*

*IV.4.6 Valorisation of Awqaf properties*

*IV.4.7 Environmental improvement*

*IV.4.8. Mobility and accessibility*

*IV.4.9. Awareness raising and Signage*

*IV.4.10. Community involvement*

*IV.5. Priority interventions to put urban regeneration in action*

*IV.5.1 The Citadel and the adaptive reuse of the Bab Al Azab area*

*IV.5.2 The rehabilitation and regeneration of the historic residential fabric*

*IV.5.3 The regeneration of the main urban open spaces*

*IV.6. Suggested further studies and possible project areas*

*IV.6.1 Need of a large scale planning framework*

*IV.6.2 Sector studies*

*IV.6.3 Possible further planning studies*

*IV.7. Proposal of a technical body for Historic Cairo WH*

The work carried out by the URHC Project in the second biennium was strongly limited by the continuing lack of a clear institutional, legal and planning framework. The still-pending approval of the WH Property's SOUV, Perimeter and Protection Measures, the lack of reactions to the proposed Work Plan and ineffective relationships with some institutional partners obliged the team to pursue the Project's objectives on an autonomous basis, almost totally disconnected from the institutional decisional powers that be.

The work was mostly concentrated on a pilot Action

Project having to do with a sensitive strategic and heritage area. It was not intended to constitute a Conservation Plan or any other type of legal planning document – the conditions for that to be put in place were entirely absent – but it was developed as a planning exercise aimed at:

- Investigating some of the main conservation issues for Historic Cairo;
- Defining an urban regeneration strategy based on detailed survey and analysis of the existing physical and socio-economic situation;
- Making concrete planning and urban design proposals based on an approach and a methodology that could be applied to the rest of the WH Property.

As such, the Action Project is a first step towards a Conservation Plan, providing information, tools and ideas to be put in operation. However, the outcomes of this exercise are necessarily open and non-conclusive, since only the setup of an appropriate management system will make it possible for a shared vision to be defined and for clear planning objectives and priorities to be established.

The conclusions and recommendations of this chapter mostly refer to this experience and intend to summarise potentially crucial elements of a future strategy for the urban regeneration of Historic Cairo, one that combines heritage protection and socioeconomic development in an effort to improve the liveability and the vitality of the urban environment.

While the specific interventions proposed are listed and explained in the previous chapters, the conclusions presented here aim to indicate possible lines of future action based on the various studies carried out, and focusing on the most urgent tasks. They are partial and incomplete as compared to the Project's initial objectives, which aimed to establish both a Management Plan and a Conservation Plan.<sup>1</sup> Nevertheless, they could provide useful hints for how to establish effective conservation planning tools and ultimately for how to undertake an integrated rehabilitation policy for the Historic Cairo WH.

<sup>1</sup> See "Extract from the URHC Project Work Plan", Annex VI of the "First Report of Activities July 2010 – June 2012", URHC, 2012, Digital Annex II.1.

#### IV.1. A NEW APPROACH TO THE CONSERVATION OF HISTORIC CAIRO WH

A first and essential point of the proposed urban regeneration strategy is the adoption of a new, up-to-date approach to urban conservation.

Several conservation interventions were implemented in Historic Cairo over the course of the last few decades. Many monuments were restored, and the SCA carried out important large-scale upgrading projects on Al-Muezz Street and Al-Gamaleya. The implementation of the AKTC program for rehabilitating Al-Darb Al-Ahmar, linked to the restoration of the Ayubid Wall and the creation of Al-Azhar Park, represents an example of the use of globally acknowledged best practices for urban regeneration.



Fig.1 *Cairo Skyline from the cemeteries*

However, the surveys and studies carried out by the URHC Project show that a process of physical decay and dilapidation of the historic urban fabric has been underway for decades – including widespread demolition and intrusive reconstruction – in the absence of Protection Measures except for listed buildings and monuments. This process has accelerated since 2011, showing a total lack of control of building activities and the spread of illegal high-rise constructions.

The OUV of the WH Property of Historic Cairo is now at risk. Most of its architectural and urban attributes, including many “monuments” and large parts of the historic fabric are in a very bad state of conservation or even abandonment, while at the same time the urban liveability and environmental conditions of the prop-

erty are increasingly deteriorating, despite its remarkable socioeconomic vitality.

The first mandatory step towards an effective approach to the conservation of Historic Cairo must be the establishment and the enforcement of general Protection Measures. These would reduce the risk of definitively losing the OUV and most of its attributes. Putting such measures in place is urgently needed not only to maintain Historic Cairo’s place on the World Heritage List but also as a precondition to any future urban rehabilitation and regeneration policy that would use heritage as leverage for cultural enhancement and socioeconomic development.

The evolution of the discipline and practices of urban heritage conservation over the last few decades has led to the conclusion that it is time to move beyond a conventional approach, e.g. one that is essentially aimed at protecting individual “monuments” or listed buildings. Instead, it is necessary to address the historic urban fabric as a whole by means of appropriate planning measures, and to promote integrated urban conservation projects that combine heritage protection and socioeconomic improvements for the resident population. Also urgently needed are ways to deal more effectively with the challenges of preserving and valorising heritage in a living and vibrant historic city like Cairo by protecting and regenerating the historic fabric, not just isolated and individual buildings or sites.

With this in mind, the URHC Project envisions the application of the recent Recommendation on the Protection of Historic Urban Landscape<sup>2</sup> with regard to:

- The revision of both the SOUV and the delimitation of the WH Property<sup>3</sup> based on the analysis of urban development and an understanding of the historic city “as the result of a historic layering of cultural and natural values and attributes, extending beyond the notion of “historic centre” or “ensemble” to include the broader urban context and its geographical setting;”<sup>4</sup>

2 See the UNESCO, “Recommendation on the Historic Urban Landscape”, adopted on November 10th, 2011 at the 36th session of the General Conference (For the full text, please visit: <http://whc.unesco.org/en/activities/638>).

3 See Chapter I and Annex I.2 of the present report.

4 See the HUL Recommendation, paragraph 8. (<http://whc.unesco.org/en/activities/638>).



- The proposed conservation zones and related Protection Measures<sup>5</sup> that aim to improve “the quality of the human environment, enhancing the productive and sustainable use of urban spaces while recognizing their dynamic character, and promoting social and functional diversity.”<sup>6</sup>

These should constitute prerequisites for any “vision” and agreements among institutional stakeholders for the long-term protection, rehabilitation and regeneration of Historic Cairo WH as a national project of international relevance.

In order to make this new approach effective, the following is recommended:

- The revision of the boundaries of the Historic Cairo WH Property for official submission to the World Heritage Centre and approval by the World Heritage Committee;<sup>7</sup>
- The official submission of the SOUV to the World Heritage Centre for adoption by the World Heritage Committee;
- The adoption of Protection Measures (regulations for conservation zones proposed by the URHC Project) through the revision of decrees having to do with “areas of peculiar value” established by the NOUH.

## IV.2. LEGISLATIVE AND PLANNING FRAMEWORK

A second crucial aspect is the establishment of an appropriate, up-to-date legislative framework that addresses issues of urban conservation beyond just the protection of individual listed buildings, and that set heritage valorisation into the wider urban context.<sup>8</sup>

It is imperative to overcome the current lack of Protection Measures for the historic fabric, and to develop planning tools that make it possible to undertake a proactive rehabilitation and regeneration policy.

To this end, in the short term, it is possible to exploit the opportunities provided by the “Building Law” (Law n° 144/2008), which calls for “detailed plans” for the “areas of peculiar value”, even if these are not specifically

<sup>5</sup> See Chapter II of the present report.

<sup>6</sup> See the HUL recommendation, paragraph 11. (<http://whc.unesco.org/en/activities/638>).

<sup>7</sup> See Annex I.1, World Heritage Committee, Decision 37 COM 7 B.49.

<sup>8</sup> See paragraphs 21-24 of the HUL recommendations. (<http://whc.unesco.org/en/activities/638>).

designed to support widespread effective heritage protection<sup>9</sup> and the promotion of integrated urban rehabilitation.<sup>10</sup>

A more appropriate and effective legal framework is needed, one that combines heritage protection and urban development planning to overcome the current disjointedness of different legal tools.<sup>11</sup>

While waiting for substantial improvements to existing legislation, the following is recommended:

- The unification of regulations for areas of peculiar value (Historic Cairo and Khedivial Cairo) with the Protection Measures proposed by the URHC Project for the WH Property;
- The further development of architectural guidelines for conservation interventions and new buildings in Historic Cairo.

## IV.3. MANAGEMENT SYSTEM

As per the Convention 1972,<sup>12</sup> the establishment of an appropriate Management System is required for every WH Property.

The URHC Project proposed an initial outline for a management system (see Chapter I) and discussed it with the various competent authorities. A Steering Committee was recently created under the responsibility of the Prime Minister, and an “Agency for the Protection of Historic Cairo” is being discussed.

Regardless of the institutional set-up that is created, the following is strongly recommended:

- The development of a Management Plan – as required by the WH Property status – with the involvement of all institutional stakeholders via a participatory process. This process should include a vision and a strategy for the preservation of Historic Cairo’s OUV, a set of actions to be implemented over the short and long term, the planning and regulation framework to be created, the technical and financial tools to be used, and all other ele-

<sup>9</sup> They only provide Protection Measures for “listed buildings”, not for the urban fabric.

<sup>10</sup> For instance, no measures for land use control are envisioned.

<sup>11</sup> I.e. the “Building Law” of 2008 and the “Protection of Antiquities” Law of 2010.

<sup>12</sup> See UNESCO, “Operational Guidelines for the Implementation of the World Heritage Convention”, November 2011, p. 108-118. (<http://whc.unesco.org/en/guidelines/>).

ments needed to make the regeneration policy effective and to monitor it.<sup>13</sup>

- The Management Plan should include a clear delimitation of responsibilities for the studies and intervention projects to be carried out for the Historic Cairo WH Property but also on the subject of potential negative impacts of infrastructural and urban planning choices at the larger scale of Greater Cairo. Strong governance and practical means for stopping illegal construction must also be ensured;
- The development of awareness raising and capacity building programs in the relevant administrations, especially to ensure that staff responsible for issuing building permits are aware of all the laws that protect the urban heritage of Historic Cairo;
- The creation of a technical unit dedicated to the WH Property that will receive the URHC Project's data, materials and equipment (detailed below in Section IV.7).

#### IV.4. LESSONS FROM THE ACTION PROJECT

The Action Project's specific interventions and sector studies have shown some general conservation and planning issues to be addressed at the institutional, legal, and technical levels by the competent administrations.

The following must be taken in consideration when developing the Management Plan and in preparing future legal planning documents; they represent priorities that will make it possible to implement a rehabilitation and regeneration strategy for the whole Historic Cairo WH property.

##### IV.4.1 Control of buildings activities

Existing building regulations used by the District when delivering building permits are largely out-dated and/or not respected. In many cases, their application has proved detrimental to the continuity and the spatial coherence of the urban fabric (i.e. "organisation decisions" regarding total demolition, "regulation lines"). Moreover, there is a general need for capacity building among the technical staff in charge of issuing building

<sup>13</sup> The involvement of all the relevant institutions in the drafting of the Management Plan through a participatory process is a clearly indicated requirement as per the "Operational Guidelines for the implementation of the World Heritage Convention" (latest version July 2013) and in the Recommendation cited above.

permits based on Laws n° 144/2006 and n° 119/2008, as well as the NOUH's regulations for Historic Cairo.

Relying on existing legislation, there is an urgent need to establish clear and comprehensive building regulations for the relevant administrations to respect and apply in order to control building activities, in doing so preventing further damages to the heritage values and promoting a well-balanced evolution of the urban environment.

The enforcement of the general Protection Measures for the entirety of the WH Property is an urgent requirement, as these will provide useful tools for regulating building activity. However, more detailed regulations need to be enforced in areas with higher heritage values, in which conservation interventions for buildings and open spaces have to be identified to protect the historic urban fabric.

It is therefore proposed that building regulations be gradually provided for all Type 1 Conservation Zones (following the categories and types of intervention defined in Chapter II). These should be identified through a plot-by-plot survey using the methodology tested in the "priority areas" of the Action Project.

##### IV.4.2. Measures against violations

The proliferation of illegal buildings has seriously disrupted the urban fabric at many points and has equally seriously spoiled its historic image. The Egyptian Government and the Governorate of Cairo have recently taken measures to remove violations and to prevent the proliferation of new illegal buildings, particularly next to monuments. To make these measures effective on a larger scale, the following is recommended:

- The creation of a technical body responsible for extending the violation study to the entire WH Property. It should record previous decisions for each building, gather archival information from the relevant administrative bodies, carry out the field survey and make decisions about whether there are violations. An internal unit of specialised workers (i.e. construction companies) to conduct the work of removing violations should also be created.
- The revision and reconsideration of some "organisation decisions" issued by the Governorate, especially the total and partial demolition decrees. Some of these were issued more than 30 years ago.

It is recommended that total demolition decrees be limited to cases where there are no alternatives, and instead preferring consolidation decisions to preserve the architectural value of old buildings.

- The restriction of infrastructure and utilities (water, electricity, etc.) for buildings in violation of code, and the enforcement of Law n° 119/2008, according to which utilities should not be supplied for buildings unless the administrative body submits a formal letter confirming its legal status (indicating that it has been established under a valid building license).

#### IV.4.3. Improvement of housing conditions

Though the Action Project did not directly address housing issues, the outcomes of surveys on the urban fabric and the Inventory of buildings and open spaces in the “priority areas” showed that its housing stock and the urban environment in general were in critical condition.<sup>14</sup>

Previous studies<sup>15</sup> have shown how the legal and regulatory framework in particular is ineffective and sometimes counterproductive in managing and controlling housing stock, particularly as regards conservation requirements. The main issue is that Law n° 144/2006 does not provide legal or financial incentives for building owners to benefit from their registration status, nor does it provide financial mechanisms through which buildings can be rehabilitated and regularly maintained by their owners.

On the other hand, the well-known rootedness of Historic Cairo’s resident population<sup>16</sup> is confirmed by the positive and proactive attitude expressed by inhabitants towards their dwellings. Many make repairs in their dwelling units or buildings, very often with very poor and inadequate materials and building techniques.



Fig.2 Housing stock in need of improvement in the Action Area

It is clear that the widespread improvement of housing conditions must be a necessary component of any urban rehabilitation and regeneration policy. It should be based on a specific understanding of the social, legal, institutional, financial and economic aspects at stake and should include (among others) legal measures to regulate diverse tenure issues, new financial tools (e.g. microcredits) and various forms of technical assistance to provide affordable housing.

The Inventory of buildings and open spaces in the “priority areas” show that there is a high potential for instituting such a policy through the rehabilitation and/or reuse of the existing housing stock (including many “ruined” buildings), as well as by means of individual “infill” interventions in vacant lands, especially within the historic fabric of Conservation Zone 1.

#### IV.4.4 Rehabilitation and adaptive reuse of monuments

The sector study carried out in the framework of the Action Project<sup>17</sup> shows that current state of conservation of the “monuments” and listed buildings is rather poor, and that part of the protected architectural heritage of the WH Property is at risk. A consistent intervention policy, including clear priorities and criteria, needs to be quickly established to stop their deterioration or dilapidation. The strategy recommended focuses on catalyst interventions: those that could reverberate in their surrounding contexts via the cultural and architectural significance of the building, its location and functions, its visibility and other factors. The following criteria are proposed the selection of priority interventions. Such interventions are those that:

14 See Chapter III, Section.2.3 in the present report and “Thematic maps of the buildings in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbena”, Digital Annex II.4.

15 See in particular “Study on frozen assets, Historic Cairo”, Karim Ibrahim, 2012, Digital Annex III.3; and “Housing Rehabilitation Study”, Karim Ibrahim 2011. (<http://www.urhcproject.org/Studies>).

16 The studies above show that more than 80% of the residents have been living in the same house for more than twenty years, and work or study in Historic Cairo.

17 See “Study on the monuments in the Action Area”, URHC, July 2014, Digital Annex II.7.



- Address all the different historic and cultural layers as well as the different typologies of the urban fabric, monuments and sites;
- Respond to specific conservation priorities, with reference to clear threats to architectural integrity and structural risks;
- Embody a strong concern for awareness raising, community participation and capacity building;
- Are diffused and connected to important spatial “nodes” within the urban fabric, with high visibility and accessibility;
- Enable adaptive reuse for non-residential activities, thereby promoting economic and cultural revitalisation as a component of the sustainable conservation process;
- Give priority to interventions involving reuse of empty buildings and dilapidated or under-utilised open spaces in order to improve access to and the visibility of monuments and historic sites.

To establish and implement such a strategy, the following points are recommended:

- An updated Inventory of all the monuments within the Historic Cairo WH Property is needed. It should include historical briefs and detailed architectural descriptions but also information on monuments’ current state of conservation, existing uses, clearly identified ownership, and scheduled restoration and maintenance projects. This Inventory should also require listed buildings to be registered by the Governorate, so that a single tool can be used to identify and protect buildings of high heritage value. Inventory information should be made available on a website and shared with all stakeholders;
- With regard to buildings’ state of conservation, it is recommended that an overall strategy be applied for identifying monuments in need of restoration. This strategy should involve the identification of dilapidated monuments in order to create a priority action list with the goal of stopping their deterioration;
- On the subject of the use and occupancy of monuments, it is recommended that guidelines be established to identify compatible activities and related overall adaptive reuse criteria. These should take into account the diversity of the urban context and refer back to a comprehensive vision for each conservation zone and sub-zone, while also addressing residents’ needs;
- The robust functional and spatial integration of the monuments into their urban context is highly recommended to enhance their significance. To

this end, it is recommended that the “protection zones” and “aesthetic boundaries” be revised, and that the practice of demolishing adjoining or nearby structures in order to “free” the monuments be revised. The concept of “protection zones” has to evolve from the notion of isolating the monument from its surroundings to one that aims to integrate it into them.

#### **IV.4.5 Upgrading and rationalisation of economic activities<sup>18</sup>**

The widespread presence of craft activities was recorded. This reflects the “rootedness” of the resident population and therefore deserves to be kept and enhanced. Crafts represent an essential component of the historic residential fabric, and as such require rationalisation measures. To this end, the following is recommended:

- The improvement of environmental conditions and safety measures for workshops. This includes the adjustment of legislation<sup>19</sup> affecting the viability of crafts and compatible economic activities within the site, including the adoption of special regulations for the protection of handicrafts as part of its intangible heritage values;
- Encouraging governmental institutions to develop an inventory of crafts and a GIS for Historic Cairo. It is also recommended that accreditation and incentives be offered for compatible and outstanding crafts workshops;
- The establishment of a Crafts Centre for Historic Cairo to provide technical support, business development services, and educational and awareness raising activities to craftsmen and women and to the local community. This should involve civil society organisations, donors, and CSR programs in the protection of traditional crafts as a source of income and as part of the development of a brand for the WH Property.

#### **IV.4.6 Valorisation of Awqaf properties<sup>20</sup>**

Due to their being spread out over the urban fabric, Awqaf properties can be considered an asset for hous-

<sup>18</sup> See Chapter III, Section 3.4 in the present report.

<sup>19</sup> Law n° 453/1954 regulates industrial and commercial shops that are considered sources of inconvenience or are deemed hazardous to public health. Regulations are set by law to identify streets and areas where permissions can be issued for commercial shops, industrial units, and other elements that constitute sources of inconvenience.

<sup>20</sup> See “Awqaf Properties; Maintenance and Management”, Dina Bakhroum, May 2014, Digital Annex III.9.

ing rehabilitation and economic revitalisation. To this end, the following is suggested:

- Making an inventory of all awqaf-owned properties, including information about (but not limited to) typology, date of construction, state of conservation, etc. URHC's GIS system should be used as a base for future inventories. In particular, building ownership should be carefully noted because of its importance for management issues that cut across ministries and between institutions within the Ministry of Endowments (Awqaf) itself;
- Digitising all waqf khayri deeds and making them available to the public for research and consultation. It is understood that making waqf ahli public could create problems and might breach privacy of certain endowers, but the availability of data is considered to be more important;
- Reintroducing the maintenance of architectural and artistic values other than those related to the religious functions of buildings. To achieve this, different types of adaptive reuse should be encouraged for buildings whose functions have ceased to exist (sabil kuttab, mausoleums, etc.) These reuses should encourage local residents to use them on a regular basis, in doing so making them custodians of the buildings and generating revenue for their maintenance and upkeep. Accordingly, the Awqaf Authority should develop mechanisms and strategies for encouraging investors to restore and use awqaf-owned but non-listed buildings;
- Completing current legislation that regulates the modalities and responsibilities of registered awqaf properties with shared responsibility between the Ministry of Awqaf (or the Awqaf Authority) and the Ministry of Antiquities;
- The Awqaf Ministry and Authority should start creating a "heritage body" that has the capacities, know-how and expertise to work on planning and managing studies and projects related to their valuable heritage buildings and other properties in the Historic City. New creative management tools should be established that allow for a percentage of revenue to be spent primarily on maintenance as well as on charity.

#### IV.4.7 Environmental improvement

Rehabilitating the residential fabric will require substantial improvements to current environmental conditions; the solid waste management (SWM) system plays a crucial role in this regard. It certainly affects the liveability of Historic Cairo and is recognised by the resident population as a major priority issue. Waste

management issues represent serious barriers for attracting investments in new services and economic activities.

The studies carried out in the framework of the Action Project<sup>21</sup> show that the solution for improving the existing system must account for the specific features of the street pattern and urban fabric of Historic Cairo. It should resume the traditional role of the zabaleen with new ways of organising the work and with appropriate equipment.

The following is recommended:

- Historic Cairo's narrow streets, lanes and alleys obstruct the waste collection process. They require a direct service that starts with housing units and operationally adapts to their position using special tools and equipment (small cars or carriages, etc.);
- Overcoming the poor coordination, lack of integration and unclear roles and responsibilities of the various parties involved in the area's SWM (e.g. the CCBA branch, the Monitoring and Follow-up Department, and the Supreme Council of Antiquities and contractors). The institutional setup could be enhanced by designating a division of the CCBA that would be directly responsible for SWM in Cairo's historic areas.
- Creating an integrated awareness plan that encourages community members, NGOs and schools to take part in SWM activities. Also recommended is the initiation of a system for upstream garbage separation. Prior to this, an awareness campaign should be conducted in cooperation with local councils, NGOs, schools, places of worship and the Ministry of Environment.
- A realistic and specific database is needed that includes accurate statistical data on people, business and the quantities and frequency of waste generation.
- Creating a coordinated, holistic and sustainable institutional approach to enhance managers' decision-making capabilities and to encourage capacity and experience building for SWM staff.
- Creating an enabling environment for investment via incentives such as loans, facilities, tax exemptions and transparent information to the private sector and to young people.

• Reviewing, enhancing and implementing resolution 21 See "Preliminary study of the waste disposal management in Historic Cairo", Lise Debout, June 2012, Digital Annex III.1; and "Solid waste management report", Environs, July 2014, Digital Annex III.12.

lutions and provisions included in laws on solid waste management.

The most urgent tasks include the following actions:

- Enforcing the provisions of the “Environment Law” (Law n° 4/1994) on the dumping of rubbish and solid waste in places not designated for that purpose. Enforcing the “Hygiene Law” provisions on fencing vacant plots, and punishing the dumping of rubbish other than on public soil. Also, private buildings that are filled with garbage or that have it accumulated on the roof should pay fines;
- Monitoring illegal rubbish dumping and allocating resources for temporarily improving the environmental situation until an efficient SWM system for the WH Property can be defined.

#### **IV.4.8. Mobility and accessibility**

An overall comprehensive study on mobility and accessibility in Historic Cairo is needed to put traffic and transportation issues into the proper operational framework. “Cuts” and the thoroughfares created since the second half of the 19th century have resulted in heavy vehicular traffic in the historic fabric, creating “barriers” and conflicts with pedestrian mobility. This seriously affects walkability and the appropriation of space.

Issues in the Action Project area and in Historic Cairo more generally, have to be addressed at different scales:

- The urban/metropolitan traffic system, with its “arterial” and “collector” roads, with the goal of reducing through-traffic within the historic fabric, thereby alleviating pressure on intersection “nodes” such as Al-Qala Square;
- The “local streets” system connecting the different quarters of Historic Cairo, with the goal of rationalising and making traffic flows, the delivery of goods, and transportation stops and buses more efficient, making it possible for vehicular traffic to coexist with pedestrian mobility;
- The system of historic “spines” within the historic neighbourhoods, with the primary goal of enhancing walkability and traditional forms of appropriating space, thereby ensuring the continuity of pedestrian accessibility and use.

The solutions proposed for Al-Qala Square and Al-Sayeda Aicha market reflect these objectives. Even if their technical feasibility needs to be verified through

a larger-scale traffic study, they demonstrate possible ways of combining the functional needs of Greater Cairo’s road network with that of reclaiming an important heritage public space as one of social interaction and pedestrian connectivity.

The types of interventions proposed for the system of streets and open spaces in the historic neighbourhoods of the “priority areas” are intended to be models to be replicated in similar areas in Historic Cairo, also with the goal of increasing walkability and enhancing the heritage values of the residential urban fabric.

#### **IV.4.9. Awareness raising and Signage<sup>22</sup>**

The implementation of a consistent signage system is a fundamental tool. Aimed at both residents and visitors, it will increase awareness of the heritage features and values present in the urban fabric. This is an important objective because these features and values are far from being recognised or understood due to a lack of information and the often-confusing urban environment.

Beyond its specific technical and design solutions, the system can be adopted for the whole of Historic Cairo based on the following recommended criteria:

- The creation of four scales of differentiated signage: plaques on buildings, signs for streets and squares, signage for areas, and city-scale signage. The design, size and materials used in this signage should respect the integrity, nature and features of the historic urban site;
- The signage must provide information about the heritage property and available services whenever present;
- The visibility and readability of signs must be prioritised while taking care not to harm or disfigure properties or landscapes;
- The durability and maintenance of the materials and shapes used must be taken into account when choosing and designing the various scales of signage;
- Signage should be produced in workshops located within the Historic City, if possible using local crafts know-how and materials;

22 See “Heritage signage in Historic Cairo”, URHC, July 2014, Digital Annex II.6.





Fig.3 Prototype of key monuments Signage



Fig.4 Proposed poster for the Sultan Hassan key monument sign

#### IV.4.10. Community involvement<sup>23</sup>

Public outreach conducted over the course of the Project has revealed some urgent issues that need to be addressed because they heavily affect the liveability of residential areas. These include the elimination of rubbish amassed in ruined buildings (kharabas), and the opportunity to reuse empty plots and vacant land for new services such as clinics, schools, multipurpose halls and playgrounds or markets.

Additional issues have proved to be of particular concern for the resident population, and they should be involved in developing intervention programs to address these concerns. The following elements should be considered on the subjects of housing, heritage and tourism:

- Swift action should be taken to demolish illegal multi-storey buildings;
- Residents should be reassured that old buildings are safe and incentives should be provided to owners to restore them;

- Regulations that “freeze” buildings and areas within the protection zone of monuments (and as such forbid restoration or redevelopment) should be revised, in particular those used in the buffer zone of the Citadel in an attempt to clear the area of all buildings.
- A priority list should be created for monuments that should be conserved and their potential for use to address the needs and demands of the community. In particular, reopening the gate of the Citadel should be seen as an opportunity to commercially revive adjacent areas and to upgrade services;
- Inhabitants do not welcome the fencing off of monuments and protection zones, as the majority of them see these places as recreational areas for their neighbourhood.

On the subject of power structures and community resources, it is necessary to build trust in the neighbourhoods. The Governorate can be especially effective to this end. It has been pointed out that resources are put into local mosques and shrines but not into other types of heritage buildings because mosques and shrines are perceived as belonging to the community

<sup>23</sup> See “URHC Community Outreach Component”, May al-Ibrashy, April 2014, Digital Annex III.7.

whereas heritage buildings are perceived as a burden.

A change in heritage policy is needed to start seeing Historic Cairo as a living city rather than as an island of listed monuments that needs protection from a hostile environment. Upgrading projects are expected to have social and economic benefits for the neighbourhood through the growth of tourism and services, leading to increases in quality of life.



Fig.5 Children participating in the community event held in Al-Hattaba in November 2013 (May al-Ibrachy, 2013)

The Action Project included experiences that revealed the importance of addressing children and youth as a vector for increasing awareness and participation among the community, and that various kinds of activities should preferably be developed in local schools, clubs or through community mosques.

#### IV.5. PRIORITY INTERVENTIONS TO PUT URBAN REGENERATION IN ACTION

Based on the outcomes of the Action Project, the following interventions should be considered priorities for initiating a widespread urban regeneration policy, not only for the Study Area but also for the whole WH Property. They address the “nodal” heritage complex of the Citadel and the diffuse historic residential fabric of the “priority areas”, and involve the system of principal public spaces that connect these two elements.

##### IV.5.1 The Citadel and the adaptive reuse of the Bab Al-Azab area<sup>24</sup>

24 See “Documentation Levels in Surveying the Lower Enclosure of the Citadel in Historic Cairo: A Beginning to Understand the Area’s Future Potentials”, Nairy Hampikian, 2014, Digital Annex III.11; and “Valorisation and reuse plan for the area of Bab Al-Azab”, Karim Ibrahim, 2014, Digital Annex III.14.

The adaptive reuse of the Bab Al-Azab area is essential for reintegrating the Citadel into the context of Historic Cairo. This ensemble is one of the main attributes of the OUV. This project aims not only to preserve heritage that is at risk, but also to play a strategic role in the revitalisation and regeneration of the whole WH Property. As such, it could become an exemplary national project if it incorporates a number of factors that lead to the sustainable reuse of heritage for the benefit of society (e.g. awareness activities, solid waste management, energy efficiency, new financial tools, etc.).

All of the proposed interventions focus on maintaining the integrity of the Bab Al-Azab area and emphasize its historic significance and character-defining features. To achieve this, it will be necessary to reach a consensus among the various stakeholders about what should be protected and what can be changed in the site. The legal framework/status must accordingly be revised to permit the agreed-upon transformations.

In physical terms, the interventions should focus not only the Citadel itself but also the greater surroundings of Bab Al-Azab, addressing and involving local communities, existing economic activities, and the possible impacts of tourism. In institutional terms – given that it has to do with a large-scale project – the process should incorporate the relevant governmental agencies and civil society organisations, members of professional society, business sectors, and the local community members.

The URHC Project’s approach promotes integrating of the Bab Al-Azab area into its context and valorising the Citadel, an outstanding heritage asset, to make it a resource for the regeneration of Historic Cairo. A set of detailed recommendations have been proposed to this end, including:

1) Within the walled enclosure of the Bab Al-Azab area, a series of urgent interventions need to be acted upon:

- The preservation of main heritage features, often at risk, such as Bab Al-Azab itself, its ramp and the Sultan road; the Mosque of Ahmad Katkhuda Al-Azab and its surroundings; the Mausoleum Al-Biraqdar; the remains of the palace of Al-Nasir Mohammed; the double cross hall; the Industrial area in the lower enclosure; the corbelled façade; and Burg Al-Raf Raf;



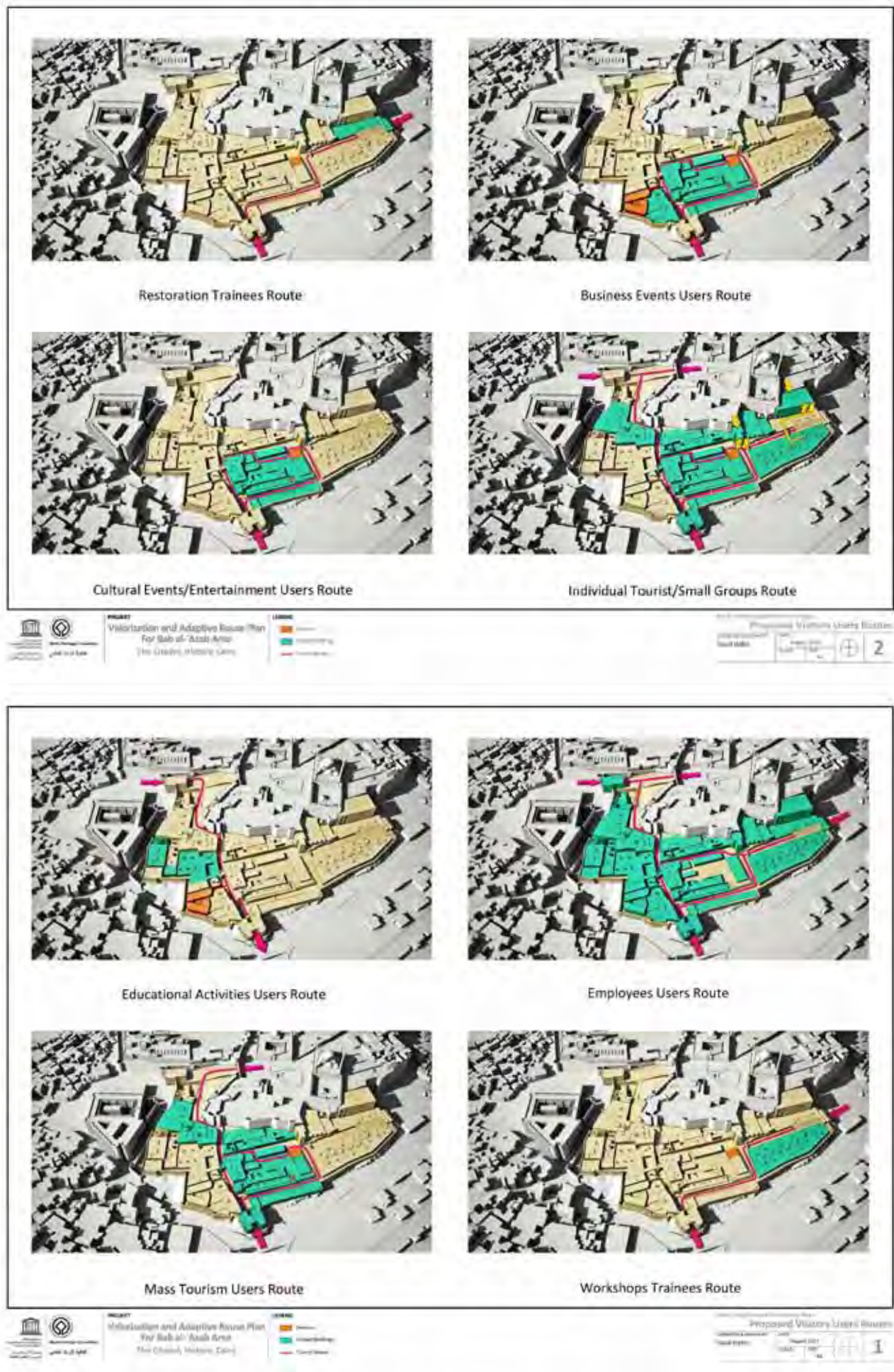


Fig.6 Proposed visitor routes within the enclosure of Bab Al-Azab. Extract from "Valorisation and reuse plan for the area of Bab Al-Azab", Karim Ibrahim, October 2014. Digital Annex III.14



- The removal of inappropriate uses and environmental nuisances such as unnecessary vehicular access (especially for trucks); the disposal of old and dilapidated cars; and the removal of combustible materials and rubbish (wood, chemicals, etc.) in storage areas;
- Fixing the existing water tap in front of the Military workshop and providing it with proper drainage.

2) Within the walled enclosure in the Bab Al-Azab area, a series of interventions is needed to create the conditions for future adaptive reuse projects and to enable the development of compatible cultural, educational, recreational and tourist activities. These interventions should cover:

- The valorisation of the structure by clusters; the organisation of two main paths connecting the lower to the higher part of the Citadel and internally within the lower part itself; and the creation of a meeting point at the intersection of these paths;
- The overall usage of roofs, with their climatic benefits and the opportunities for panoramic views;
- The use of multiple surfaces for rooftop wind catchers and devices for collecting and providing solar energy.

3) Improving the visitor experience of the Citadel site by:

- Creating new visitors' facilities (restrooms, cafes and restaurants) and opening unused spaces;
- Diversifying the types of activities to attract more target groups with different interests;
- Improving the interpretation and communication tools to raise visitors' awareness of the Citadel's multi-layered history.

#### **IV.5.2 The rehabilitation and regeneration of the historic residential fabric**

The historic residential fabric of Historic Cairo urgently requires the development and approval of legal planning tools to protect and valorise its heritage values while at the same time improving its liveability and promoting community development.

In general, these planning tools should integrate and develop the Protection Measures proposed for the different Conservation Zones.<sup>25</sup> For the Type 1 Conservation Zones (the pre-modern fabric), more detailed

<sup>25</sup> See Chapter II, Section 1 of the present report.

conservation planning studies are recommended, given the very peculiar tangible and intangible heritage values involved.

The methodology and technical criteria used for the "priority areas" discussed in Chapter III are recommended as models for how to create these detailed planning tools, as they reflect the current state of the art in urban conservation. The tools should include the classification of all buildings and open spaces, based on an Inventory built through a plot-by-plot survey, and the subsequent definition of categories and types of intervention, according to the process described in Chapter II.

These conservation planning tools should be aimed at creating a regulatory framework for housing rehabilitation programs in order to improve inhabitants' living conditions, to put a hold on on-going demolition and to stop illegal construction activities. To make these tools effective, it is necessary to:

- Stop issuing building permits for new construction until general Protection Measures are adopted;
- Review total and partial demolition decrees for historical buildings and suspend demolitions until new planning tools are approved. To this effect, it is recommended that consolidation decisions be adopted rather than demolition decrees, based on an assessment of each situation.

Aside from these necessary Protection Measures, another priority should be the development of a proactive planning approach for the most dilapidated areas that identifies integrated and multipurpose projects for urban rehabilitation, regeneration and redevelopment. The examples proposed in the present report are based on studies conducted in the "priority areas" of Darb Al-Hosr, Al-Hattaba, Darb Al-Labbena.<sup>26</sup> These have shown the existence of "critical areas", where the dilapidation and inconsistency of the urban fabric may represent a both a potential and an opportunity for differently scaled interventions with the goal of recreating the continuity of the historic urban environment. Opportunities exist in these cases for new public spaces and pedestrian connections, targeted "infill" developments for housing and social facilities, and other types of urban provisions (parking, playground, etc.).

<sup>26</sup> See Chapter III, Section 2.3 of the present report.

Urban conservation should not “freeze” the current situation but rather should result in the design and management of changes to the urban fabric that valorise heritage values, provide a better environment and create new opportunities for residents. For this purpose, the Inventory of buildings and open spaces is a tool that makes it possible to identify “critical areas” where change can occur. Cross-referencing different thematic maps and classifying both buildings and open spaces can reveal elements to be preserved but also possible “weaknesses” in the urban fabric, as well as the extent of potential/necessary areas for new regeneration interventions. These can include a former street closed off by buildings or construction, an empty plot located in a strategic portion of the area (on its borders or in the centre of it), or a collection of empty plots and/or makeshifts that create a void in the urban fabric.

It is important to consider the interrelatedness of issues on many levels that affect the urban environment and which need to be addressed simultaneously and within the same planning framework. The example below is a suggested planning mechanism that could be applied throughout the WH Property in Conservation Zones 1; it addresses all the “weak” elements and involves a planning layout based on the following criteria:

- Ensuring the “permeability” of the urban fabric for its users (to improve pedestrian mobility in particular), but also for management and maintenance purposes (such as accessibility for fire brigades, solid waste collection, etc.);
- The possibility of changing the usage of spaces, plots and buildings according to demonstrated needs that were not addressed in previous planning measures. These can include crafts or working activities, or the need for further street networks for easier passage;
- Finally, the relation of a specific local area to its surroundings, in terms of urban features but also usage and necessities.



Fig.7a Weak spots in the urban fabric, Al-Hattaba

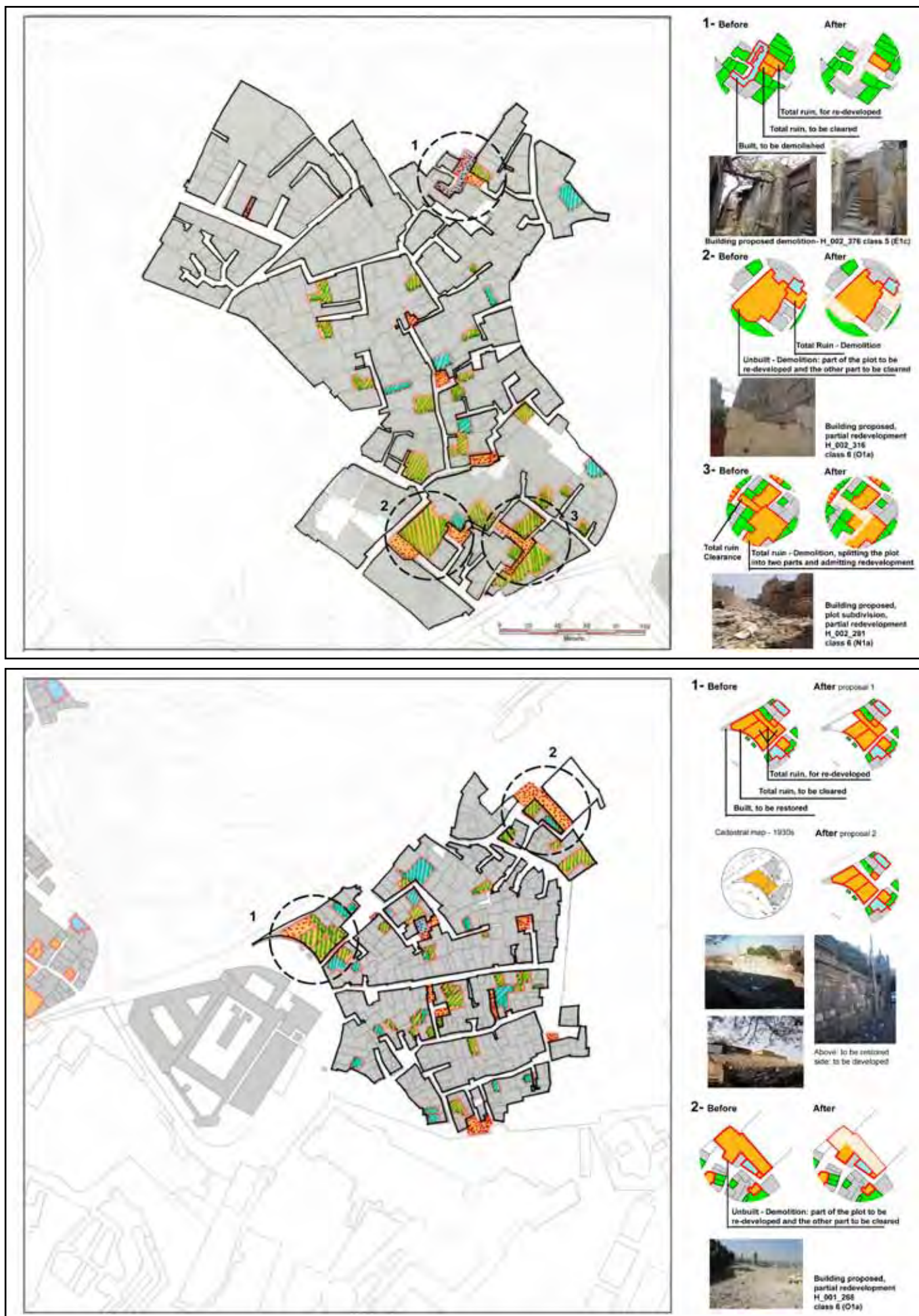
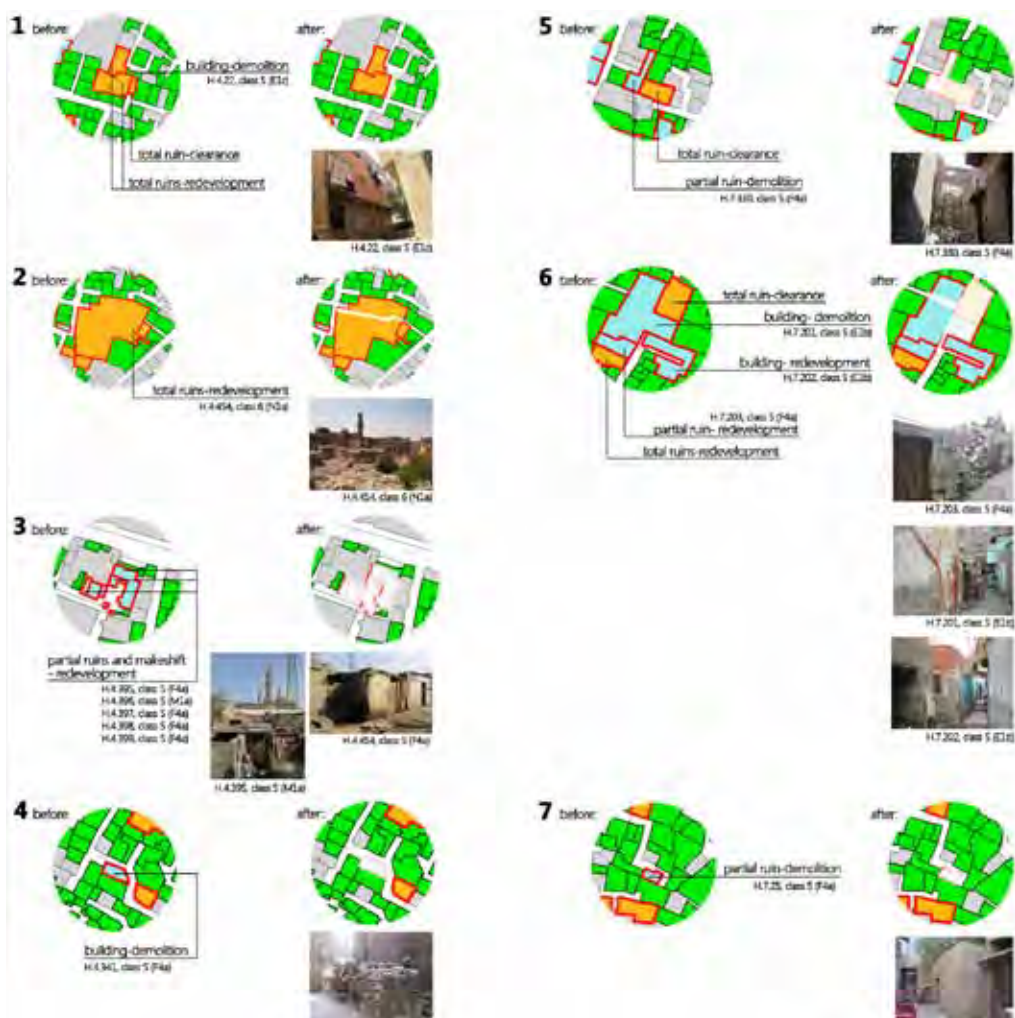


Fig.7b,c Maps with localisation of weak spots, Darb Al-Labbena, Al-Hattaba



# Identification of weak spots in the urban fabric



## Potentials for re-use and regeneration



## Proposed land-uses and interventions

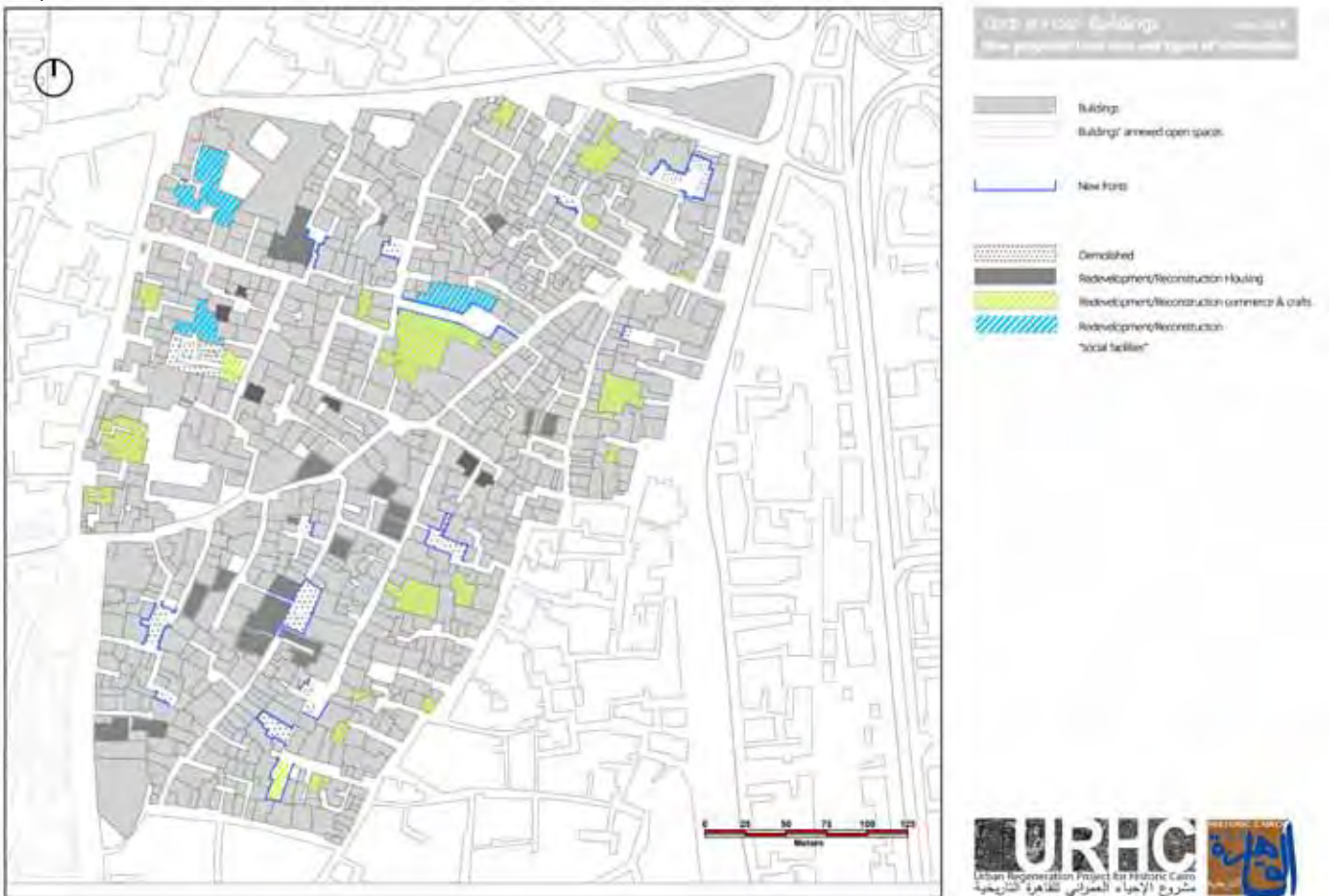


Fig.7 d, e, f Darb Al-Hossr Area, process for identification and regeneration proposal of weak spots in the urban fabric



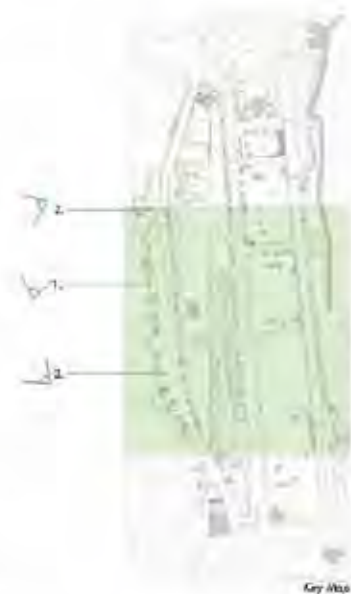
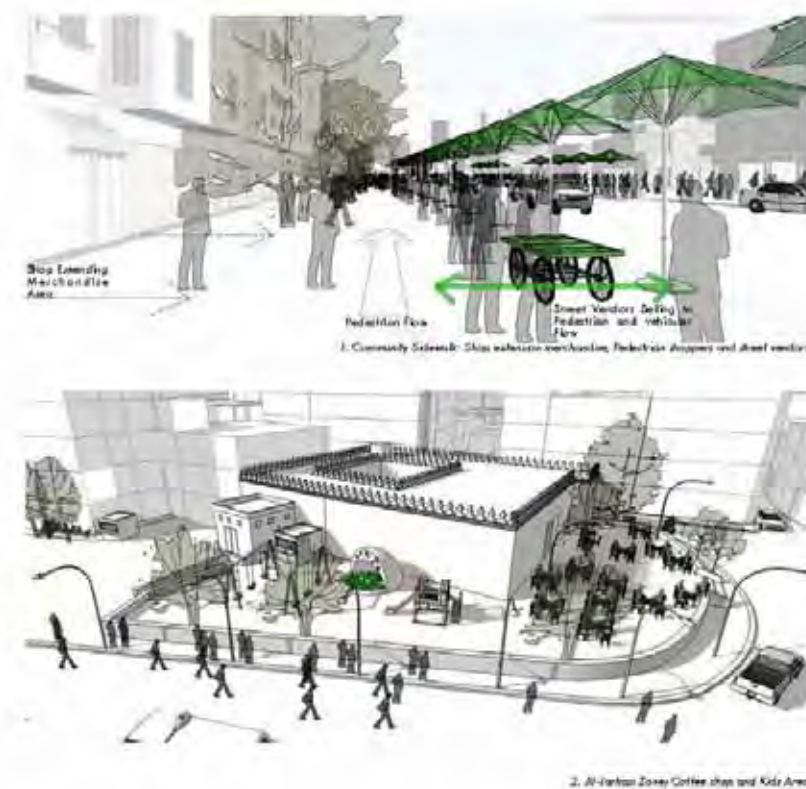
### IV.5.3 The regeneration of the main urban open spaces<sup>27</sup>

To rehabilitate public open spaces in the Citadel neighbourhoods and to improve their connections to residential neighbourhoods, proposals were developed for Al-Sayeda Aisha Market, Salah Al-Dein Sreet, Al-Qala Square and Mohammed Ali Street. These proposals account for their role at the larger urban scale and aim to valorise existing heritage features (e.g. views of the Citadel) while also enhancing existing economic activities (e.g. the market).

Substantially upgrading these spaces is a priority for the whole of Historic Cairo, and should be based on the following criteria and objectives:

- Attracting visitors and engaging the local community while ensuring a sustainable balance of insiders and outsiders;
- Considering Al-Sayeda Aisha market an important asset for Historic Cairo's economy; respecting its subdivision into three segments with different characters: the thematic food market, the neighbourhood commercial area, and city-scale and mass transit oriented activities;

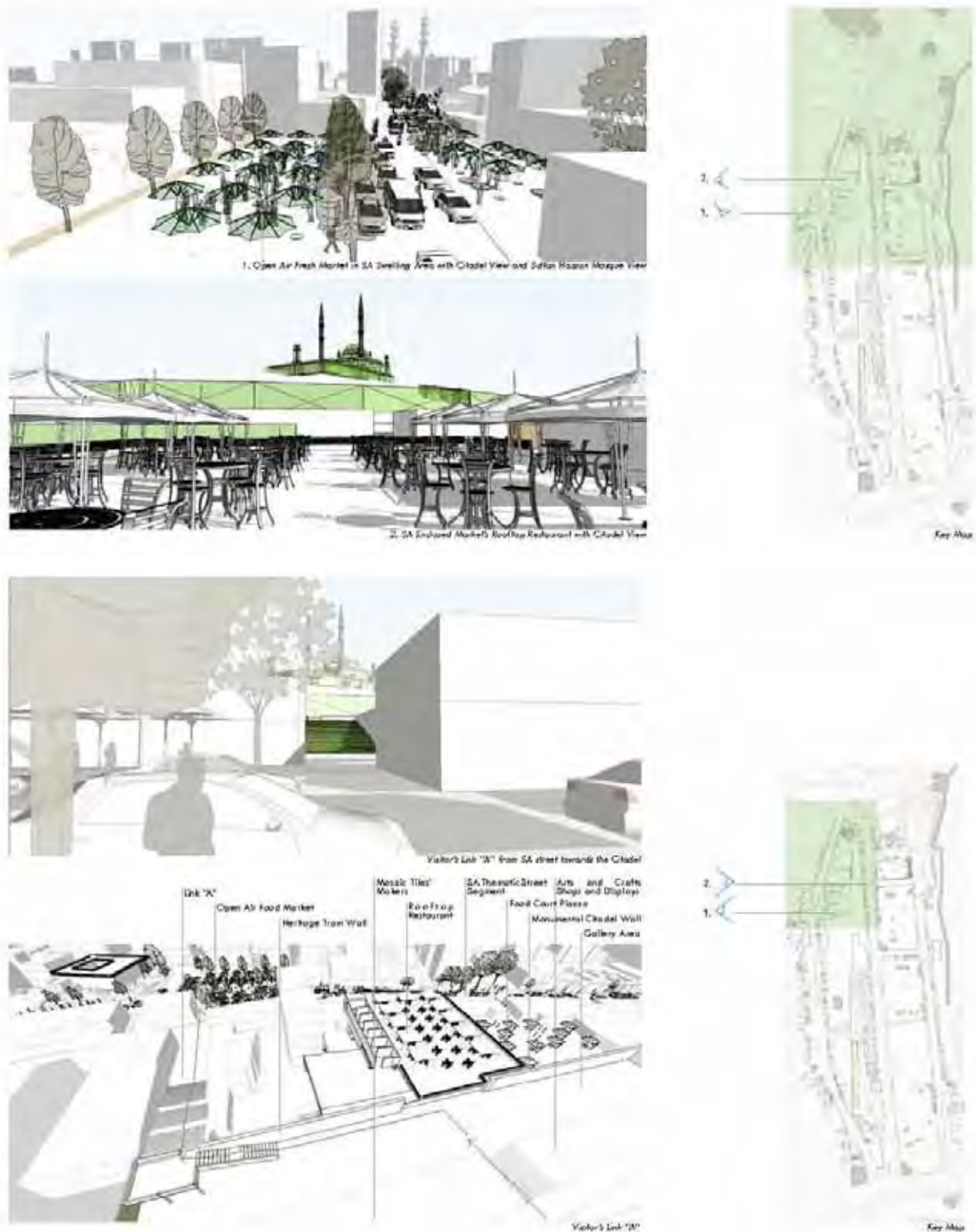
- Revitalisation through improvements to the physical quality of public spaces (landscaping, pavements, street furniture, lighting, shades, infrastructures and solid waste management) to ensure users' safety and security and manage the appropriation of space (including accessibility to existing green areas);
- Upgrading street-front façades, particularly along Mohammed Ali Street, with minimal structural changes, while at the same time improving shop fronts and signage to increase the quality of public spaces and make the area more attractive for residents and visitors;
- As for street alignments, new construction should conform to the street alignment of the cadastral maps of the 1930s. It is also recommended that the ground floor uses be limited to commercial activities and that residential uses be confined for the upper floors.



27 See "Citadel Neighbourhoods Integration Project: Research-based Urban Design Proposal for Sayeda Aisha Market Area", Dina K. Shehayeb, 2014, Digital Annex III.13; and "Muhammad Ali Street Project, study and proposal", Tariq al Murri, 2014, Digital Annex III.12.

Figs. 8 Proposal for the Sayeda Aisha Market Street. Extracts from "Citadel Neighbourhoods Integration Project: Research-based Urban Design Proposal for Sayeda Aisha Market Area", Dina K. Shehayeb, October 2014. Digital Annex III.13





Figs. 9, 10 Proposal for the Sayeda Aisha Market Street. Extracts from "Citadel Neighbourhoods Integration Project: Research-based Urban Design Proposal for Sayeda Aisha Market Area", Dina K. Shehaye, October 2014. Digital Annex III.13

The design solutions suggested by the Action Project need to be verified by studies at a larger scale and to be further developed through architectural studies, but they can initially be used as a reference for conducting operational feasibility studies that can later be integrated into future planning tools and possible programs for interventions.

#### IV.6. SUGGESTED FURTHER STUDIES AND POSSIBLE PROJECT AREAS

The urban regeneration of Historic Cairo has to be envisioned as a long-term task that will be based on up-to-date information and an in-depth understanding of its urban dynamics. On the other hand, it is also clear that such a task cannot be successfully undertaken as

a separate “project”, without a more general planning framework that sets the Historic Cairo WH Property into the wider context of Greater Cairo.

Also clear is the fact that preserving the OUV cannot be achieved once and forever, but must rather result from a continuous process and be implemented through programs and projects reflecting priorities and objectives that respond to changing needs and resources.

Based on the outcomes of the activities carried out by the Project, the following recommendations can be made for future studies:

#### ***IV.6.1 Need for a large scale planning framework***

The URHC Project was never informed about the approval and enforcement of urban plans. These plans may help to set the rehabilitation and regeneration of Historic Cairo WH Property into the broader context of Greater Cairo’s development. They are a necessary element for making decisions that may have fundamental impacts on conservation planning choices. Such choices may include large-scale connections (metro and mass transportation, thoroughfares) that can influence real estate and the housing market in certain areas, or potential tourism development policies. It is well known that decisions on these matters can greatly affect urban functions and require appropriate measures for controlling land use to avoid undesired transformations to the architectural heritage and the historic fabric, but also to reveal unexpected opportunities for positive urban redevelopment.

In the absence of a clear and legally established planning framework, the Management Plan for the WH Property should establish a strong vision and a reliable conservation and development strategy to be adopted by all institutional stakeholders and that should become a benchmark for any future large-scale urban policy. Statements need to be made by the government and the relevant administrations about the potential contribution of a better preserved and rehabilitated Historic Cairo to a more sustainable and equitable development for Greater Cairo.

Defining such a strategy necessarily requires strong cooperation and collaboration among institutional stakeholders and the real involvement of civil society,

which can only be ensured by an appropriate institutional set-up. It is essentially a matter of political will rather than a technical task.

#### ***IV.6.2 Sector studies***

From a technical point of view there are sufficient (if not all) elements already in place to start developing a strategy for Historic Cairo, in the event that an established and efficient institutional set-up is instituted. However, the following sector studies are recommended to update and complete the available information and to investigate some as-yet uncovered issues:

- Socioeconomic analyses have to be carried out to update and complete the “profile” of the resident population outlined in the first biennium based on data from the Census of 2006. This is necessary to better understand recent changes and trends but also to evaluate the impact of the policies and interventions implemented over the course of the last decade;
- Housing studies are needed to update and complete research carried out in the first biennium. These will help define criteria and tools for identifying and implementing specific rehabilitation and development programs for the existing housing stock, particularly in the most dilapidated areas of the historic fabric;
- A specific study is needed for in-depth exploration of the possibilities, opportunities and threats related to the potential development of tourism in Historic Cairo, taking into consideration its possible impact on specific ways of living given the rootedness of the population and the diffuse presence community-oriented activities;
- A study should be launched on the urban landscape and environment to conceive measures that could mitigate recent uncontrolled transformations (i.e. violations) and that valorise the open spaces, particularly existing or potential green areas;
- A study on traffic and transportation has to be carried out at different scales (those of Greater Cairo, Historic Cairo, and local neighbourhoods) in order to mitigate the impact of vehicular mobility at certain points and to improve walkability in the historic fabric.

#### ***IV.6.3 Possible further planning studies***

Building upon the experiences carried out in framework the Action Project, it is suggested that new urban

design and conservation planning studies be developed with the following characteristics:

- Extending the Information platform and Inventory created for the “priority areas” to provide detailed plot-by-plot and open space regulations for the urban fabric;
- Addressing vacant lands and “frozen assets” as a priority, and defining criteria for their adaptive reuse;
- Integrating architectural guidelines for conservation/transformation interventions (for materials, building technics, design criteria, etc.).

The selection of planning areas in the Management Plan should be made in accordance with the “vision” detailed in Section 6.1 and future planning guidelines to be issued for Greater Cairo. To this end, areas at the edge of Historic Cairo that connect it with downtown Cairo, the Nile and the Moqattam Hills deserve special attention because of major pressures for transformation and urban change.

Based on the 2011 survey and other studies carried out by the Project, the following areas within the proposed boundaries of Historic Cairo WH site present critical aspects and urgently require protection, rehabilitation and regeneration plans:

#### Bulaq



Fig.11 Seriously dilapidated heritage buildings in Bulaq

The neighbourhood of Bulaq exhibits important heritage features and represents one of two areas where the WH Property comes into contact with the Nile. It has been already covered by a study on “frozen assets”,<sup>28</sup> which often consist of seriously dilapidated

<sup>28</sup> See “Study on frozen assets, Historic Cairo”, Karim Ibrahim,

heritage buildings that are only partially used for storage or workshops. The remaining integrity of its fabric is threatened by on-going developments in the adjacent Maspero triangle and along the banks of the Nile. A detailed preservation plan is needed to cover the adaptive reuse of several heritage buildings and the historic fabric while maintaining economic vitality.

#### Fustat



Fig.12b Left: the existing urban fabric in Fustat area

The urban area of Fustat is rich in heritage values reflecting different historic and cultural layers. It represents the southern point of (as-yet potential) contact between the WH Property and the Nile, which are currently separated by a thoroughfare and the metro line. Situated within the larger area of Old Cairo with its Roman and Coptic heritage, Fustat includes a large abandoned and dilapidated archaeological site that is being lost due to a total lack of protection. To the north, a huge waste disposal site has recently been delimited with a retaining wall next to the mediaeval walls. Opportunities for large-scale tourist investments have also recently been envisioned in a plan developed by the MoC and the Governorate,<sup>29</sup> and will probably be instituted in connection with the creation of the N.M.E.C. A detailed and realistic plan is needed to rehabilitate the existing urban fabric while protecting and valorising the archaeological areas, re-establishing contact with the Nile to the south and defining appropriate “green” connections with the N.M.E.C. to the north.

2012, Digital Annex III.3.

<sup>29</sup> See “Reconsidering Al-Fustat”, Ministry of Culture & Governorate of Cairo, no date but presumably 2008-2009.



### Cemeteries

Many of problems affecting the cemeteries are the same as those that affect the most dilapidated areas of the inner Historic City. However, a comprehensive study carried out in the framework of the URHC Project<sup>30</sup> has demonstrated a set of challenges specific to the cemeteries; they require administrative reforms, documentation and listing of heritage features, maintenance and conservation actions, and education and awareness initiatives. There is potential for improving housing conditions and developing sustainable cultural tourism, due to high-value tangible and intangible heritage. Specific Protection Measures should be adopted for the burial areas and the residential fabric, and priority areas should be selected for implementing rehabilitation projects.



Fig.13 The cemeteries are rich in high-value tangible and intangible heritage

### Other “sensitive areas”

All of the “sensitive areas” denominated as “1A sub-zones” in the Conservation Zoning<sup>31</sup> present high heri-

30 See “Historic Cemeteries component of the Urban Regeneration Project of Historic Cairo”, May al-Ibrashy, January 2013, Digital Annex III.5.

31 See Chapter II, Section 1 in the present report and, for more

tage value for the urban fabric but suffer from specific factors related to dilapidation. In particular, aside from the Darb Al-Hosr and Arab Al-Yassar “priority areas” that have already been studied in the framework of the Action Project, a priority should be made of addressing critical areas with relevant “frozen assets”<sup>32</sup> in Al Gamaleya and Al Azbakeyya. Detailed and accurate regeneration plans should be conceived to recreate the continuity of the urban fabric and the street pattern while rationalising and enhancing economic activities and promoting housing rehabilitation programs.



Fig.14 The area of Al-Azbakeyya deserves to be addressed in priority

### Other archaeological areas

The recently excavated area of the Northern Walls represents an important cultural asset and an opportunity for improving the liveability of the surrounding residential areas. It requires appropriate landscaping and accessibility measures, as well as the establishment of continuity with the restored Ayyubid wall and connections to the Al-Azhar Park.



Fig.15 The Northern walls require appropriate landscaping and accessibility

detailed information, Chapter III of the “First Report on the activities July 2010-June 2012”, URHC, 2012, Digital Annex II.1.

32 See “Study on frozen assets, Historic Cairo”, Karim Ibrahim, December 2012, Digital Annex III.3.

### Buffer zones

Several areas located in the Buffer Zones and in contact with the historic fabric of the WH Property should be covered by plans to mitigate the negative impacts of traffic congestion, environmental deterioration and potentially disruptive and out-of-scale developments on heritage features. It is suggested to focus on:

- The reorganisation of strategic intersection nodes between Historic Cairo and Khedivial Cairo in Ramses and Attaba Squares, providing measures to valorise their heritage features and open spaces;
- The safeguarding and valorisation of the aqueduct;
- The reconsideration of development proposals for the Maspero triangle, to comply with the adjacent historic fabric of Bulaq;
- The valorisation of heritage features in the area of Al-Zaher.

All of these suggestions need to be taken into consideration and prioritised by the Management Plan as components of a unified strategy, rather than as individual and separated projects, in order to benefit from possible investment synergies and to maximise their positive impacts.

### **IV.7. PROPOSAL OF A TECHNICAL BODY FOR HISTORIC CAIRO WH**

The establishment of an effective management system is a prerequisite for enacting a consistent and effective conservation and regeneration strategy for the Historic Cairo WH Property. However, to be functional, this system will also require an operational framework that makes it possible to develop legal planning tools, to create and implement accurate planning and design proposals, to address technical and financial issues, to conduct social impact studies and to develop awareness raising initiatives.

Regardless of what institutional set-up that is created, a technical body should be created to include senior and junior staff from the institutions represented in the Management Committee. This body should work in an office dedicated to the WH Property under the guidance of the WH Property Coordinator. This technical body should carry out research and documentation,

develop action projects, perform field surveys and listings, and liaise with the relevant administrations about building activities. In particular, the following tasks are suggested for the technical body:

- Ensuring technical support for the development of the Management Plan and for the eventual finalisation of Action Project proposals as legal planning documents;
- The continuation of other activities developed by the URHC project (the survey of the urban fabric, archival research, maintaining and updating a shared information platform) to conduct further sector and planning studies as outlined in Section 6 of this chapter;
- Promoting and valorising the Historic Cairo WH Property through campaigns (based on research and documentation) and specific initiatives aimed at different targets (e.g. stakeholders and technical staff, inhabitants, the tourist market, the academic world).

The technical body should include staff from the institutions involved in managing the WH Property, and should feature different professional profiles and disciplinary backgrounds with high technical skills: these could include urban planners, conservation and project architects, historians, jurists and institutional experts, civil engineers, IT experts, GIS Experts, economists, transportation planners, environmental experts, sociologists and anthropologists.<sup>33</sup> A bilingual (Arabic- and English-speaking) secretary is also needed to deal with international and national organisations and possible donors.

Preconditions for hiring staff should include their participation in dedicated awareness- and capacity-building programs to be organised by UNESCO or other international agencies in the field of conservation, as well as an acquaintance with the notions and tools necessary to deal with a WH Property.

The WHP Office should be an autonomous structure with its own budget, funded by the stakeholders as well as (potentially) by international donors. The URHC Project Office could be used as a reference, giving advice and support during the establishment of the initial core of the Historic Cairo WH Office, and in doing so contributing both its expertise and equipment.

*33 To this effect, the team composition proposed by the Work Plan 2010 could be taken into consideration and revised, based on the actions proposed by the Management Plan.*

# **Annexes**



## **ANNEXES I - (Printed format)**

**Annex I.1:** *World Heritage Committee, Decision 37 COM 7B.49, adopted at its 37th session (Phnom Penh, 2013)*

**Annex I.2:** *Map of the final proposed World Heritage Property boundaries inclusive of modifications*

**Annex I.3:** *Statement Of outstanding Universal Value brochure drafted by URHC*

**Annex I.4:** *Prime Minister Decree No. 627/2014, amended by a Prime Minister Decree No. 1420/2014*

**Annex I.5:** *Examples of the thematic maps concerning the buildings in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbana*

**Annex I.6:** *Examples of the thematic maps concerning the open spaces in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbana*

**Annex I.7:** *List of shiakhkas and quism in Historic Cairo*

**Annex I.8:** *Urgent measures proposed to the Prime Minister September/2014*

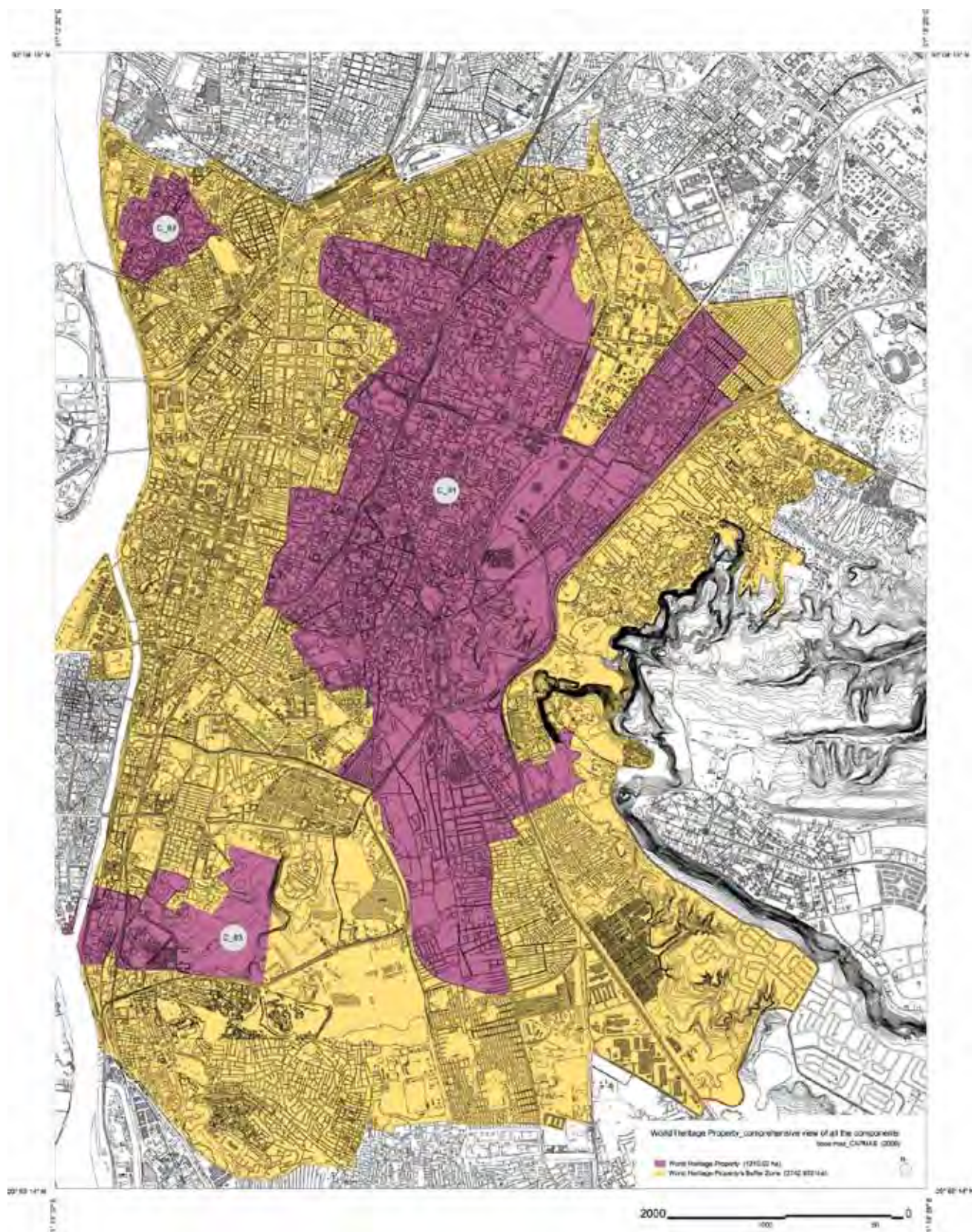
**Annex I.9:** *Synthesis table of main recommendations*

***Annex (I.1): World Heritage Committee, Decision 37 COM 7B.49, adopted at its 37th session  
(Phnom Penh, 2013)***

The World Heritage Committee,

1. Having examined Document WHC-13/37.COM/7B,
2. Recalling Decision **36 COM 7B.51**, adopted at its 36th session (Saint-Petersburg, 2012),
3. Notes that the State Party has established a management mechanism;
4. Requests the State Party to consider the boundaries of the property as proposed by the UNESCO Urban Regeneration of Historic Cairo Project (URHC) team, to be submitted to the World Heritage Centre by **1 February 2015**;
5. Notes with concern the information provided by the State Party and the URHC team on the alarming situation of the state of conservation of the property;
6. Strongly urges the State Party to ensure that measures are taken **as soon as possible** to stop illegal construction and to protect the archaeological areas;
7. Also urges the State Party to prepare a management plan for the property;
8. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2015**, a report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 39th session in 2015.

**Annex (I.2): Map of the final proposed World Heritage Property boundaries inclusive of modifications**



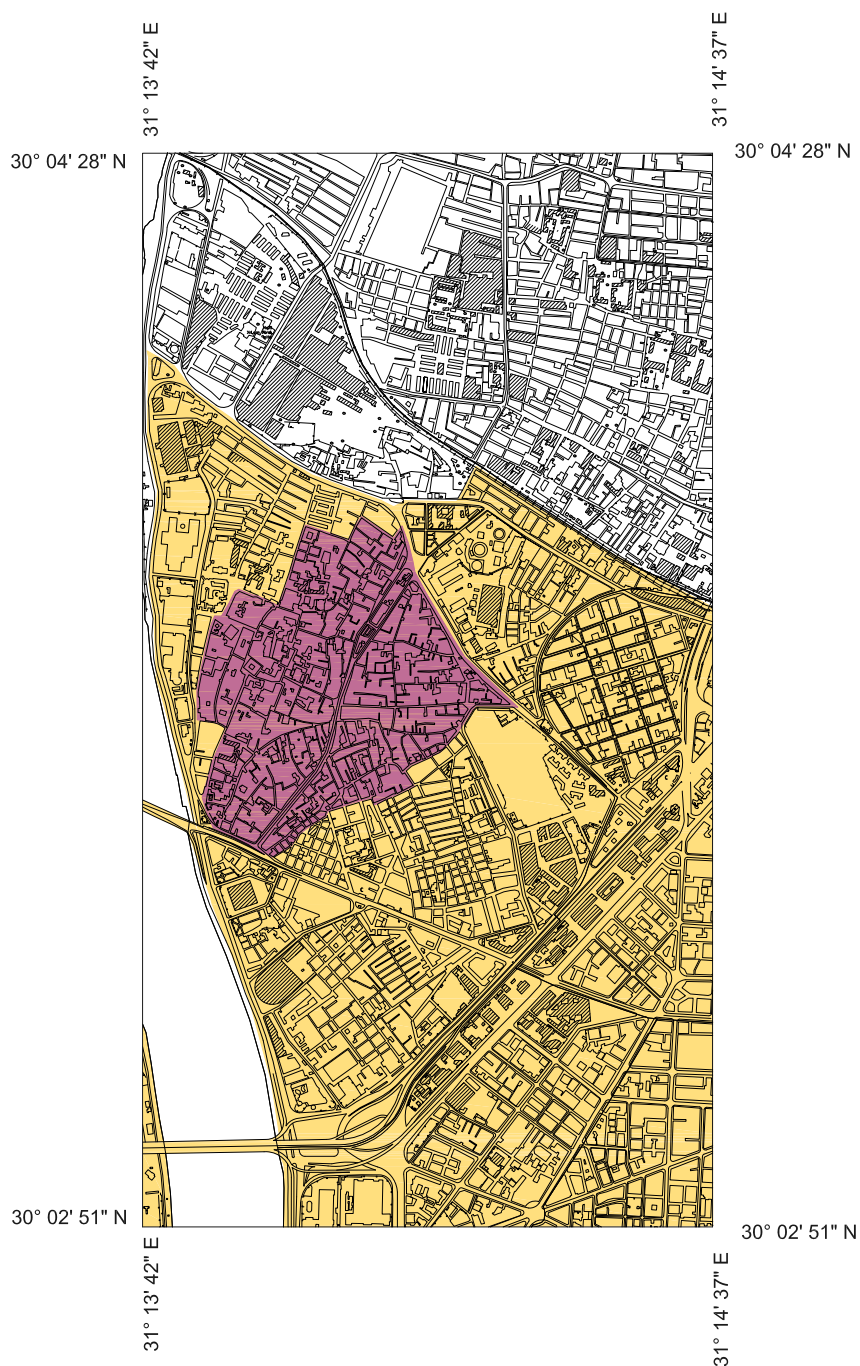


## Annex (I.2): Map of the final proposed World Heritage Property boundaries inclusive of modifications





## Annex (I.2): Map of the final proposed World Heritage Property boundaries inclusive of modifications



World Heritage Property\_component 02

base map\_CAPMAS (2006)

- World Heritage Property, Component 02 (48.645 ha)
- World Heritage Property's Buffer Zone

1000

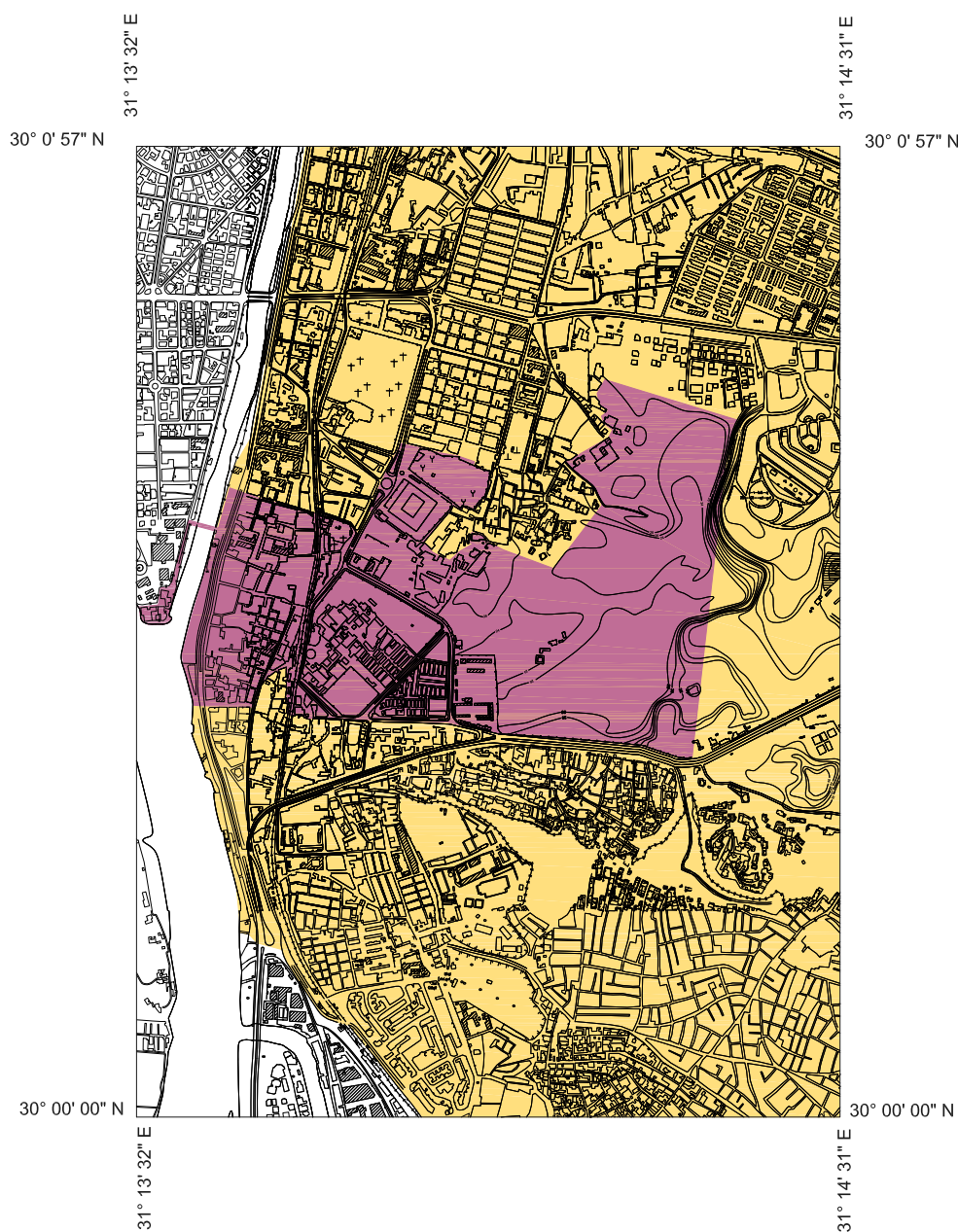


50

0



## Annex (I.2): Map of the final proposed World Heritage Property boundaries inclusive of modifications



World Heritage Property\_component 03

base map\_CAPMAS (2006)

- World Heritage Property, Component 03 (119.86 ha)
- World Heritage Property's Buffer Zone

2000 1000 50 0





## **Annex (I.2): Map of the final proposed World Heritage Property boundaries inclusive of modifications**

DATE	CATEGORY	TITLE
2012	Map	Map, HC "Al-Fustat", A1, scale 1:10.000, displaying in purple filling the boundaries of component 01 ; and in yellow its surrounding portion of buffer zone.
2012	Map	Map, HC "Central Area", A1, scale 1:10.000, displaying in purple filling the boundaries of component 02; and in yellow its surrounding portion of buffer zone.
2012	Map	Map, HC "Bulaq", A1, scale 1:10.000, displaying in purple filling the boundaries of component 03; and in yellow its surrounding portion of buffer zone.
2012	Map	Map, HC general view of the multiple locations, A1, scale 1:15.000, displaying in purple filling the boundaries of all components ; and in yellow the WH site buffer zone.

SERIAL ID NUMBER	NAME AND LOCATION	COORDINATES	AREA	DATE INSCRIBED
1	HC "Central Area" ( coordinates ref. point: Bab Zweyla Gate)	30° 02' 34" N 31° 15' 35" E (27 m ASL) ref. WGS84 sys. data CAPMAS 2006	1142.417 ha	
2	HC "Bulaq" ( coordinates ref. point: Mosque of al-Qadi Yahya )	30° 03' 44" N 31° 13' 93" E (0 m ASL) ref. WGS84 sys. data CAPMAS 2006	48.645 ha	
3	HC "Al-Fustat" ( coordinates ref. point: southern tower, roman fortress of Babylon)	30° 01' 21" N 31° 13' 48" E (25.9 m ASL) ref. WGS84 sys. data CAPMAS 2006	119.868 ha	

### **Annex (I.3): Statement Of outstanding Universal Value brochure drafted by URHC**

(MAY 2012)<sup>1</sup>

Few cities in the world are as rich as Cairo in terms of monuments, artefacts and an urban ensemble that perfectly expresses its long history as a dominant political, cultural, commercial and religious capital in the Middle East and Mediterranean. Combining stunning architectural examples of human creativity from the early Umayyad, Tulunid, Fatimid and Ayyubid eras with the artistic genius and urban integration of religious complexes and domestic architecture from Mamluk and Ottoman times, the city is a model of splendid Islamic architecture that has greatly influenced the Islamic world. The abundance of the architecture adorning Cairo's skyline has also earned it the title, "The City of a Thousand Minarets," for scholars, historians and the public alike.

Cairo's strategic location at the tip of the Delta, between the River Nile (east) and the Moqattam Hill (west), led to a continuous human interaction with the site that has shaped its settlements and architecture. The aqueduct – dating back to medieval times - created a link between the city and the Nile that made it possible to accommodate, and accelerate, Cairo's development, and erect an extensive network of canals, cisterns, hammams and sabils. The two historic ports of Bulaq (north) and Fustat (south) were also strongly connected to the use of the Nile: the historic development of trade with Europe enhanced the northern port of Bulaq, while trade with India and Africa enhanced the southern port of Fustat, expressed through its rich architectural masterpieces of wikalas (caravanserais) and rabs (residential units often above wikalas or shops).

The period between the ninth and 15th centuries – also known as the Islamic Renaissance - was a particularly golden age for the city, when pioneering scientists, doctors, astronomers, theologians and writers carried an influence and stature that stretched well beyond the Islamic World.

The property comprises multiple locations, corresponding to the rich variety of its surviving archaeological and historically significant settlements. These include:

1. Al-Fustat, Misr al-Atyqah, the first city founded in 642 AD by Muslims in Cairo. This area includes the Roman fortress of Babylon (around 100 AD); Coptic Cairo with its distinctive churches and monasteries; Ben Ezra Synagogue famous for its Geniza store room of manuscripts; the first mosque in Egypt, which was founded by Amr Ibn al-As; the archaeological site of the early settlement, once an artisanal centre famous for its glass and ceramic production; and the Nilometer on the island of Rawda.

2. The central area including:

- The royal Tulunid city, al-Qata'i, and its unique mosque of Ahmad ibn Tulun (876-79 AD).
- The Citadel area, where the Ayyubids erected their fortress (around 1176 AD) on the Citadel Hill, including the Ayyubid city walls and architectural masterpieces such as the Bahri-Mamluk Madrasa of Sultan Hassan (1356-63 AD).
- Al-Darb al-Ahmar area, originally the site of Fatimid and Ayyubid cemeteries, transformed by the Mamluks into an urban area comprising significant Mamluk and Ottoman monuments including mosques and palaces, and important thoroughfares like Suq al-Silah and Khatt al-Tabbana.

1 This text is the final version of the draft S.O.U.V., based on informal feedback received from experts in ICOMOS and ICCROM to the previous draft. For the formal submission of the SOUV from the Egyptian authorities to the World Heritage Centre, the original ICOMOS recommendations for each criteria (see Annex VII) must be inserted into the proposed SOUV. ICOMOS will then revise it, with the final version sent back to the State Party for agreement before final submission to the World Heritage Committee for approval.

### ***Annex (I.3): Statement Of outstanding Universal Value brochure drafted by URHC***

- The Fatimid nucleus located inside the city fortification of Badr al-Gamali, with the remaining gates of Bab Zuwayla to the south, and Bab al-Nasr and Bab al-Futuh to the north.
  - The necropolis - the great cemeteries of Cairo, located north and south of the Citadel - including a large number of mausoleums and funerary complexes of all periods. These represent a unique form of human settlement combining religious, ceremonial and urban residential functions, as well as a continuation of an ancient Cairene tradition.
  - Al-Juyushi Mosque, which sits on its own, high up on the plateau of the Moqattam Hill overlooking the cemetery of Cairo, as well as the city itself. It is the oldest and most complete mashhad that has survived from the Fatimid period.
3. Bulaq, the main port of Cairo in the 15th century, including a great number of wikalas, caravanserais and takiyas in addition to several significant mosques.

**Historic Cairo is inscribed under the following criteria, each representing an Outstanding Universal Value of the site:**

**Criterion (i): Represent a unique artistic or aesthetic achievement, a masterpiece of human creative genius;**

Several great monuments in Cairo are considered masterpieces embodying incontestable architectural and artistic qualities. The mosque of Ahmed Ibn Tulun (876-79 AD), with its fabulous spiral minaret and symmetrical arches opening on to a vast square court, is an outstanding example of early Islamic architecture from the ninth and 10th centuries. The distinctive Fatimid architecture (969–1171 AD) represented by the city fortifications and gates, as well as by significant mosques (such as al-Azhar, al-Hakim, al-Aqmar and Salih Tala'i), mausoleums and shrines is of outstanding importance to the history of monumental Islamic art. The extraordinary Bahri Mamluk (1250-1382 AD) and Burgi Mamluk (1382-1517 AD) monuments reign triumphant above the skyline of Cairo, the refinement of their colourful architecture, boldly defined, original and unexpected. Among them: domes with Persian arches, minarets with finely chiselled cantilevers, tall facades with pointed arches, balconies mounted on stalactites like those in the complex of Sultan Qalawun, the monuments of al-Nasir Mohammad, the Madrasa of Sultan Hasan, and the complex of Sultan al-Ghuri.

**Criterion (v): Be a characteristic example of a significant, traditional style of architecture, method of construction, or form of town planning or traditional human settlement that is fragile by nature or has become vulnerable under the impact of irreversible socio-cultural or economic change;**

Historic Cairo is an outstanding example of an integrated urban fabric, expressing the long coexistence of different cultures and human interaction within its environment. It comprises a variety of unique settlements as a result of the continuous urban process that began in 100 AD and continued through to the Roman Fortress of Babylon, the Coptic quarter, and the early Islamic cities.

Since the second half of the 19th century, the development of Cairo has reflected the socio-economic changes accompanying the modernization of the city; it has also been affected by environmental constraints that have transformed the functions and uses of many parts of the historic City. The development of the modern city has been most strongly connected to the mastering of its lakes, canals and the Nile. Dams have allowed development on what were



### ***Annex (I.3): Statement Of outstanding Universal Value brochure drafted by URHC***

once wetlands connected to the Nile; the draining of the lakes filled the historic core with newer settlements while the filling up of the canals added to existing street networks. The historic city has become vulnerable due to these pressures, which have involved the opening up of new streets, and the widespread use of new architectural models and changes in original functions (such as caravanserais, madrasas and sabils). However, the transformations have generally added to the variety of settlements and monuments in the Historic City without major alterations to the historical urban fabric.

#### **Criterion (vi): Be most importantly associated with ideas or beliefs, with events or with persons, of outstanding historical importance or significance**

The historic centre of Cairo constitutes an impressive material witness to the international importance of the city's political, strategic, intellectual and commercial levels during the medieval period.

An outstanding example of this can be seen in the strong heritage and continuing impact of Al-Azhar, still a leading theological and academic centre for the Sunni Muslim world since its foundation in 970 AD. The presence of several prominent mausoleums devoted to Imams or saints renowned by many Muslims also gives the city a unique and distinguished status in the Islamic world. Cairo's streets, meanwhile, continue to reflect a rich blend of traditional beliefs, religious and festival processions, and ancient story telling traditions, with the mix of diverse cultures and beliefs adding to the city's significant intangible heritage.

#### **Integrity (2012):**

The boundaries of the World Heritage property encompass all the main components of the site, including the historical street patterns and monuments that embody the city's many different cultural and architectural layers of history.

The overall urban structure of Historic Cairo, as well as its visual integrity and recognizable skyline, is still intact. The tangible and intangible city layout, including monuments, domestic architecture, markets, handicrafts, and festivals maintaining their original locations, has been largely preserved. In the last few decades, a growing conservation movement has led to a number of restoration projects, including work on several monumental masterpieces. The architectural features and materials of many of these monuments still maintain a high degree of integrity, despite the transformations that have occurred in the urban fabric.

Nonetheless, the ongoing urban development in and around the World Heritage property represents a potential threat, particularly with regard to the impact of traffic, land use and environmental changes<sup>2</sup>.

#### **Authenticity (2012):**

With its great concentration of monuments representing different historic eras, including surviving domestic dwellings, and the persistence of its historical spatial structure (street patterns, landmarks, anchors and activities), Cairo's rich cultural heritage is easily conveyed. Its historic urban landscapes (skylines and streetscapes) are visible in the city's general morphology, along with various architectural masterpieces. Within the greater metropolitan city of

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<sup>2</sup> At the moment of the inscription (1979), note was taken of the concern expressed by ICOMOS on the problems involved in safeguarding this site.

***Annex (I.3): Statement Of outstanding Universal Value brochure drafted by URHC***

Cairo, the role and location of the historic city at the centre of cultural, religious and commercial life has been preserved. Cultural and religious traditions are still meaningful and shape layers of urban reality. Historic Cairo's minor and vernacular architecture has, in some cases, been heavily renovated or replaced with inconsistent buildings. However, the physical evidence of the city, its great past, and incontestable intangible heritage remain largely intact, despite these alterations.

**Management (2012):**

A review of the management system for the World Heritage property is one of the main objectives of the ongoing URHC project. It is currently under discussion with the relevant Egyptian authorities.



## قرار رئيس مجلس الوزراء رقم ٦٢٧ لسنة ٢٠١٤

### رئيس مجلس الوزراء

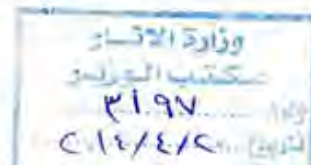
بعد الإطلاع على الدستور المعدل الصادر في الثامن عشر من يناير ٢٠١٤  
وعلى قانون نظام العاملين المدنيين بالدولة الصادر بالقانون رقم ٤٧ لسنة ١٩٧٨ وتعديلاته،  
وعلى قانون حماية الآثار الصادر بالقانون رقم ١١٧ لسنة ١٩٨٣ ،  
وعلى قرار رئيس الجمهورية رقم ٧٢ لسنة ٢٠١٤ بشأن بتشكيل الوزارة ،  
وعلى ما عرضه وزير الآثار .

### قرر

#### ( المادة الأولى )

تشكل مجموعة عمل وزارية من السادة الآتية أسماؤهم بعد :-

- |  |  |
|--|--|
| ١- السيد الدكتور / محمد إبراهيم على سيد        | وزير الآثار - رئيساً                       |
| ٢- السيد الدكتور / محمد هشام عباس زعزوع        | وزير السياحة                               |
| ٣- السيد الأستاذ / محمد صابر إبراهيم عرب       | وزير الثقافة                               |
| ٤- السيد الدكتور / أشرف السيد العربي عبدالفتاح | وزير التخطيط والتعاون الدولي               |
| ٥- السيد اللواء / عادل على لبيب متولى          | وزير التنمية المحلية والتنمية الادارية     |
| ٦- السيدة الدكتورة / ليلي راشد إسكندر سعيد     | وزير الدولة لشئون البيئة                   |
| ٧- السيد الدكتور / محمد مختار جمعة مبروك       | وزير الاوقاف                               |
| ٨- السيد الدكتور / مصطفى كمال مدبولي محمد      | وزير الاسكان والمرافق والمجتمعات العمرانية |
| ٩- السيد الأستاذ / هانى قدرى يوسف دميان        | وزير المالية                               |



شريف





### ( المادة الثانية )

تتولى اللجنة القيام بالمهام الآتية :

- وضع تخطيط للأنشطة التي لها تأثير مباشر أو غير مباشر على الآثار والتراث والارتقاء بعملية تقييم وتخطيط موقع التراث العالمى للقاهرة التاريخية .
- العمل على إخلاء جميع المباني الأثرية بالقاهرة التاريخية من الإشغالات الحكومية مع وضع جدول زمنى للإخلاء بالتنسيق مع الجهات الحكومية المختصة .
- منع تأجير أى مبنى أترى أو أى ملحق من ملحقاته للأفراد أو الجهات وإيقاف تجديد عقود الإيجار الحالية للمباني الأثرية أو ملحقاتها القائمة تمهيداً لإخلائها ، وتيسير الحصول على أماكن بديلة لمستأجريها أو شاغليها
- الإسراع فى تنفيذ خطة معالجة شبكات المياه والصرف الصحى فى مناطق القاهرة التاريخية لوقف تسرب المياه السطحية ومنع تدهور الأبنية التاريخية والتنسيق بين محافظة القاهرة ووزارة البيئة للمحافظة على المظهر الحضارى للقاهرة التاريخية والعمل على إنشاء إدارة متخصصة بمحافظة القاهرة تتولى ذلك بالتنسيق مع وزارة البيئة .
- تحديد المشاكل التى تتعرض لها القاهرة التاريخية ووضع تصور لإيجاد أفضل الحلول لها ووضع إستراتيجية ملائمة لذلك ، وتقديم الحالات العاجلة التى تستوجب التدخل الفورى لحمايتها .
- وضع برامج توعية وتعريف بأهمية القاهرة التاريخية بالتنسيق بين الوزارات المعنية لقاطنى المناطق التاريخية ، وعمل ورش عمل ومؤتمرات علمية لذلك ، وإقامة حوارات حول مستقبل القاهرة التاريخية ومحاولة إزالة أية أخطار تهددها أو تخل ببتود اتفاقية التراث العالمى .
- تدبير الاعتماد المالى اللازم لانهاء كافة المشروعات الخاصة بترميم وتطوير القاهرة التاريخية ومقترحات إعادة التوظيف والاستغلال لرفع مستوى الجودة بها .





( المادة الثالثة )

لمجموعة العمل أن تستعين بمن تراه لازماً لإنجاز المهام الموكولة إليها وأن تحدد مقرراً لأعمالها ، ومواعيد انعقاد جلساتها .

( المادة الرابعة )

تتولى مجموعة العمل الوزارية إنجاز المهام الموكولة إليها في مدة لا تتجاوز سنة من تاريخ العمل بهذا القرار يجوز مدها لمدة أخرى مماثلة ، على أن تقوم مجموعة العمل بإعداد مذكرة بما قامت به من أعمال وما انتهت إليه من نتائج وتوصيات لعرضها على رئيس مجلس الوزراء .

( المادة الخامسة )

يعمل بهذا القرار من تاريخ صدوره وعلى الجهات المختصة تنفيذه .

رئيس مجلس الوزراء

(مهندس/إبراهيم محلب)

صدر برئاسة مجلس الوزراء في ١٧ جمادى الآخر سنة ١٤٣٥ هـ

الموافق ١٧ أبريل سنة ٢٠١٤ م

صورة مرسلة إلى السيد / وزير الداخلية

رئيس

هيئة مستشاري مجلس الوزراء

(مستشار)

المستشار/ السيد محمد السيد الطحان



**قرار رئيس مجلس الوزراء  
رقم ١٤٢٠ لسنة ٢٠١٤**

**رئيس مجلس الوزراء**

**بعد الاطلاع على الدستور ،**

وعلى قانون نظام العاملين المدنيين بالدولة الصادر بالقانون رقم ٤٧ لسنة ١٩٧٨ ،  
وعلى قانون حماية الآثار الصادر بالقانون رقم ١١٧ لسنة ١٩٨٣ ،  
وعلى قرار رئيس الجمهورية رقم ١٨٩ لسنة ٢٠١٤ بتشكيل الوزارة ،  
وعلى قراري رئيس مجلس الوزراء رقمي ٦٢٧ ، ١٠٠٥ لسنة ٢٠١٤ ،  
وعلى ما عرضه وزير الآثار .

**قرر**

**( المادة الأولى )**

يستبدل بنص المادة الأولى من قرار رئيس مجلس الوزراء رقم ٦٢٧ لسنة ٢٠١٤ المشار إليه النص الآتي :-

تشكل مجموعة عمل برئاسة رئيس مجلس الوزراء وعضوية كل من :-

- وزير السياحة
- وزير التخطيط والمتابعة والإصلاح الإداري
- وزير التنمية المحلية
- وزير التطوير الحضري والعشوائيات
- وزير الأوقاف
- وزير الإسكان والمرافق والمجمعات العمرانية
- وزير الثقافة
- وزير التعاون الدولي
- وزير البيئة
- وزير الآثار ويكون مقرراً لمجموعة العمل
- محافظ القاهرة
- ممثل عن الإدارة العامة لمرور القاهرة يرشحه وزير الداخلية

**( المادة الثانية )**

يعمل بهذا القرار من تاريخ صدوره وعلى الجهات المختصة تنفيذه .

**رئيس مجلس الوزراء**

**(مهندس/إبراهيم محلب)**



صدر برئاسة مجلس الوزراء في ٢١ شوال سنة ١٤٣٥ هـ

الموافق ١٧ أغسطس سنة ٢٠١٤ م

صورة مرسلة إلى السيد / **محمود الشاذلي**

رئيس

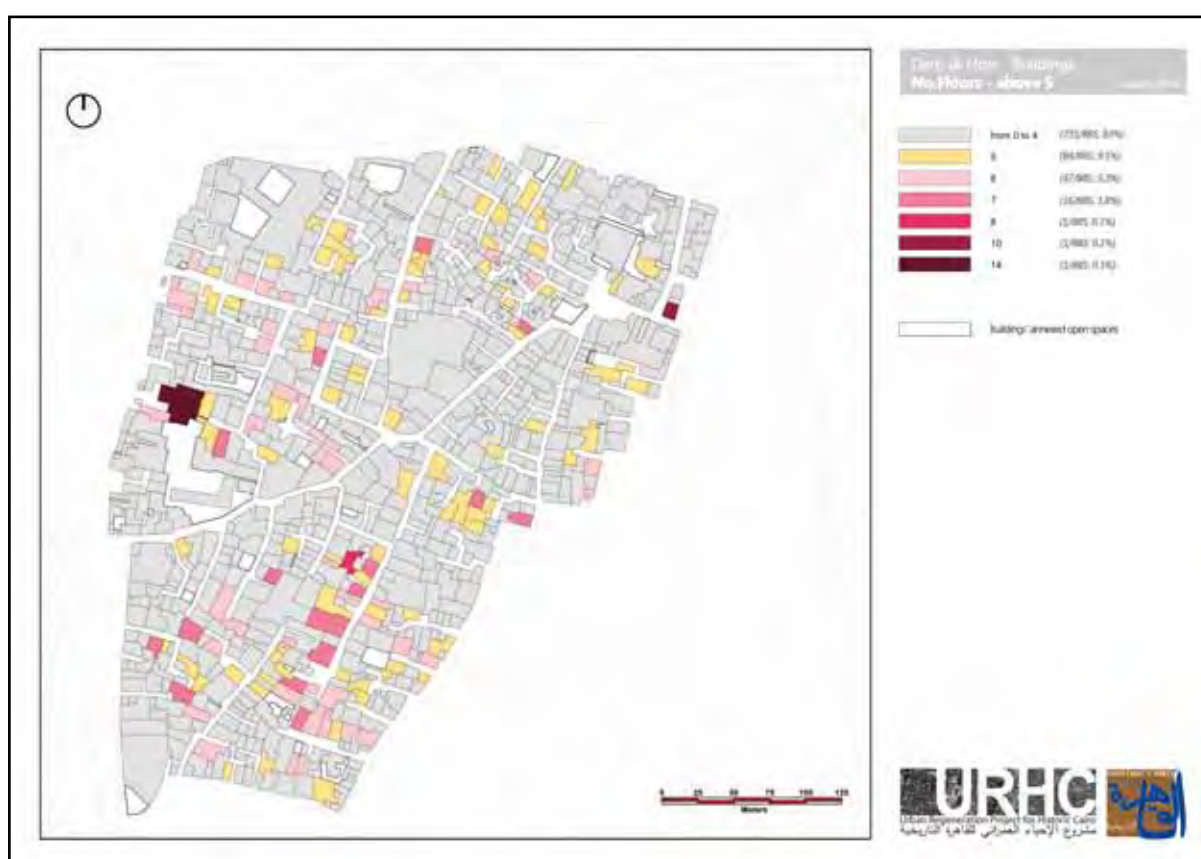
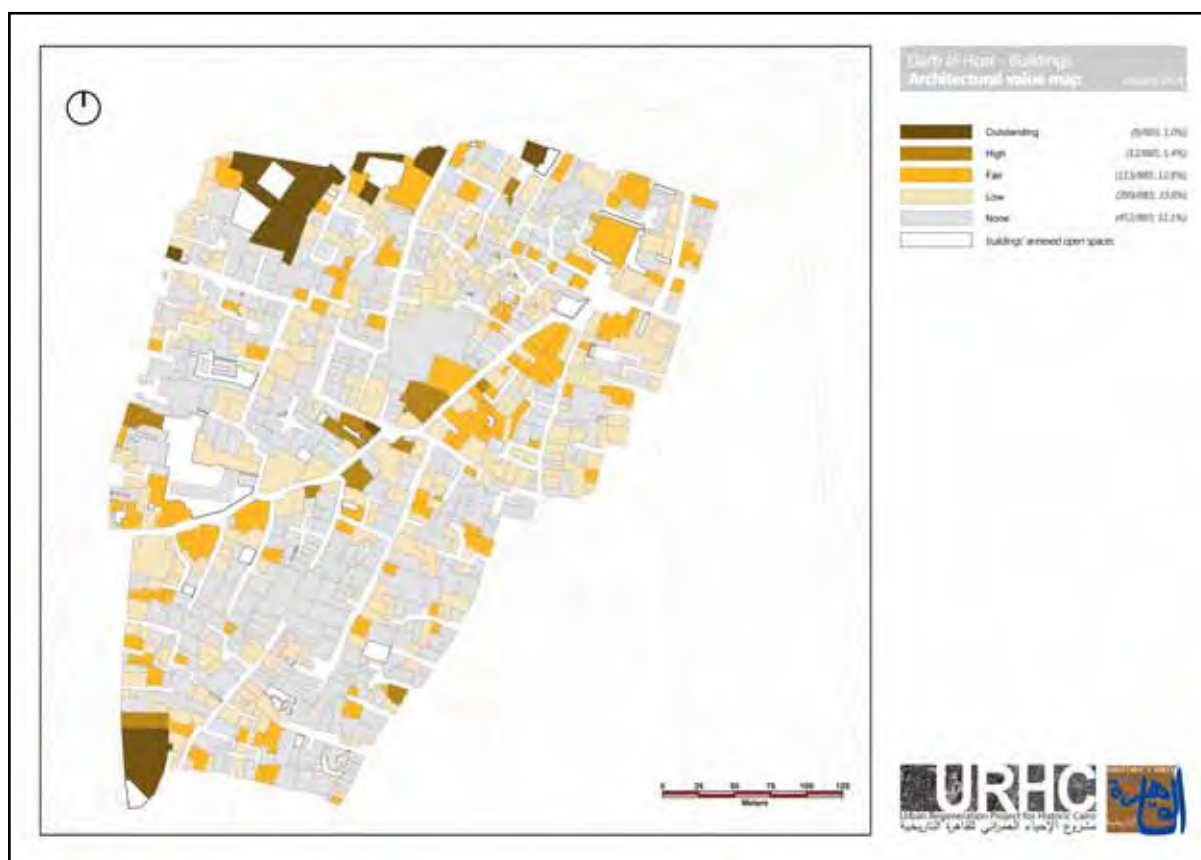
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**(مهندس)**

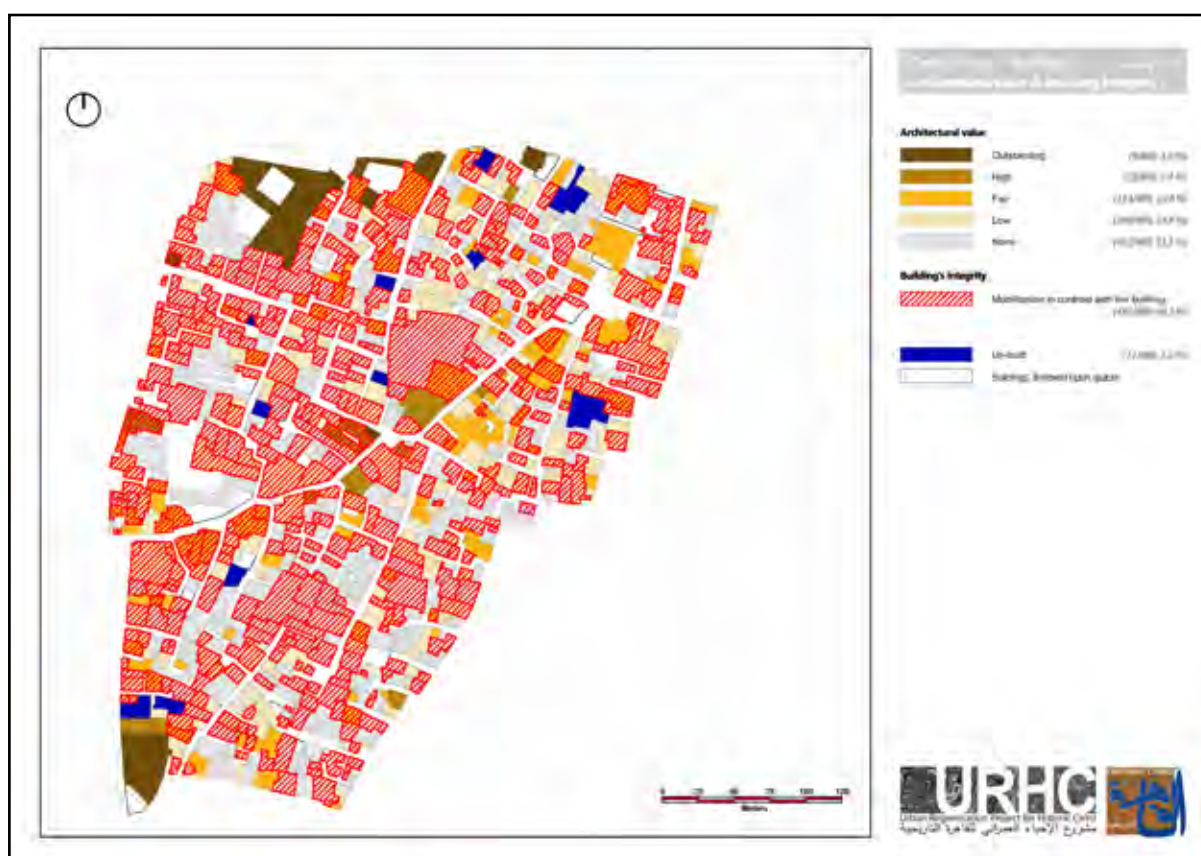
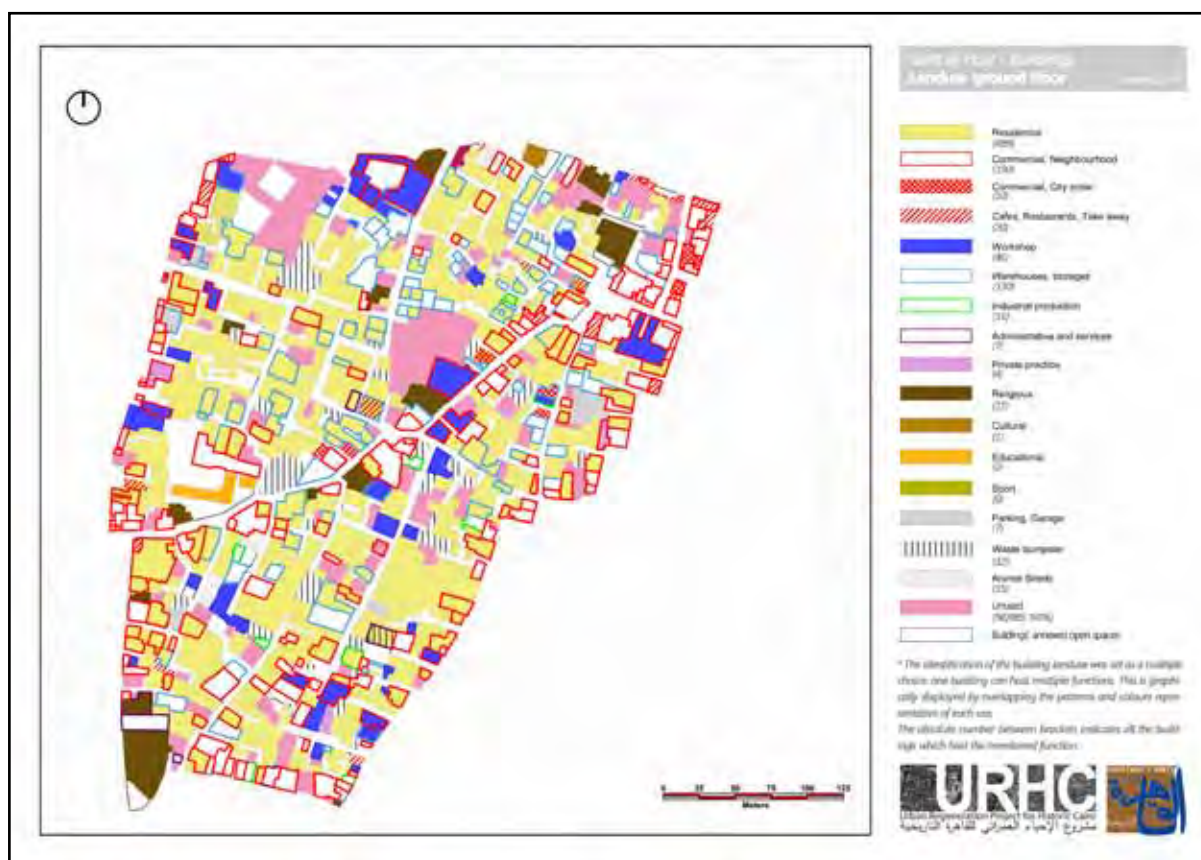
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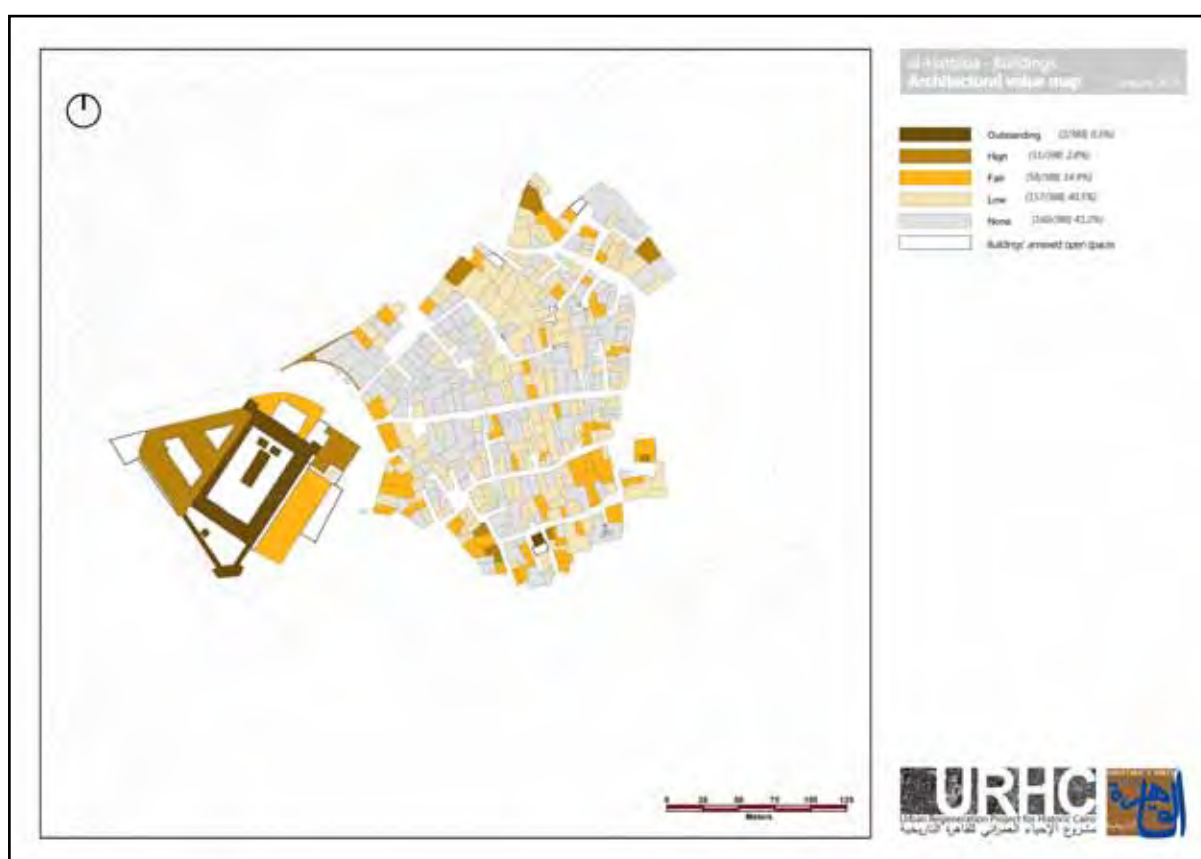
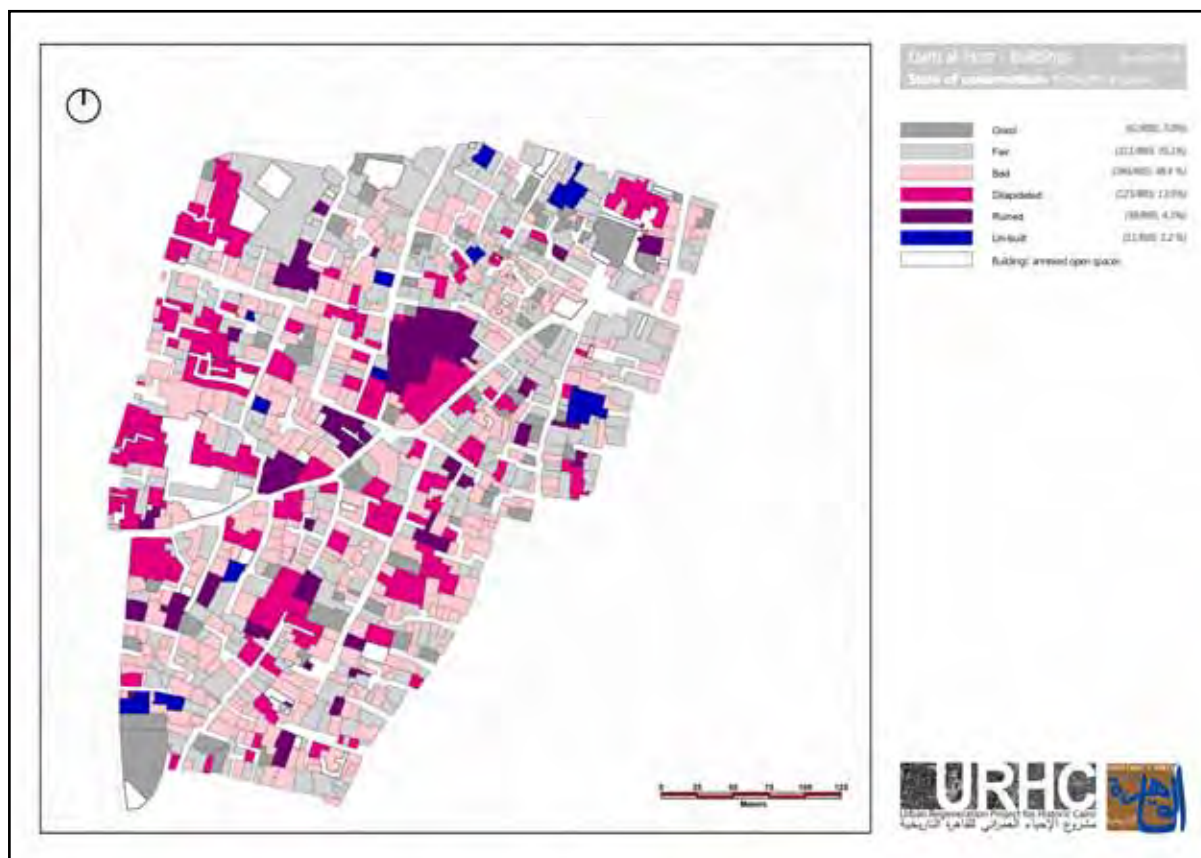
**Annex (I.5): Examples of the thematic maps concerning the buildings in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbana**



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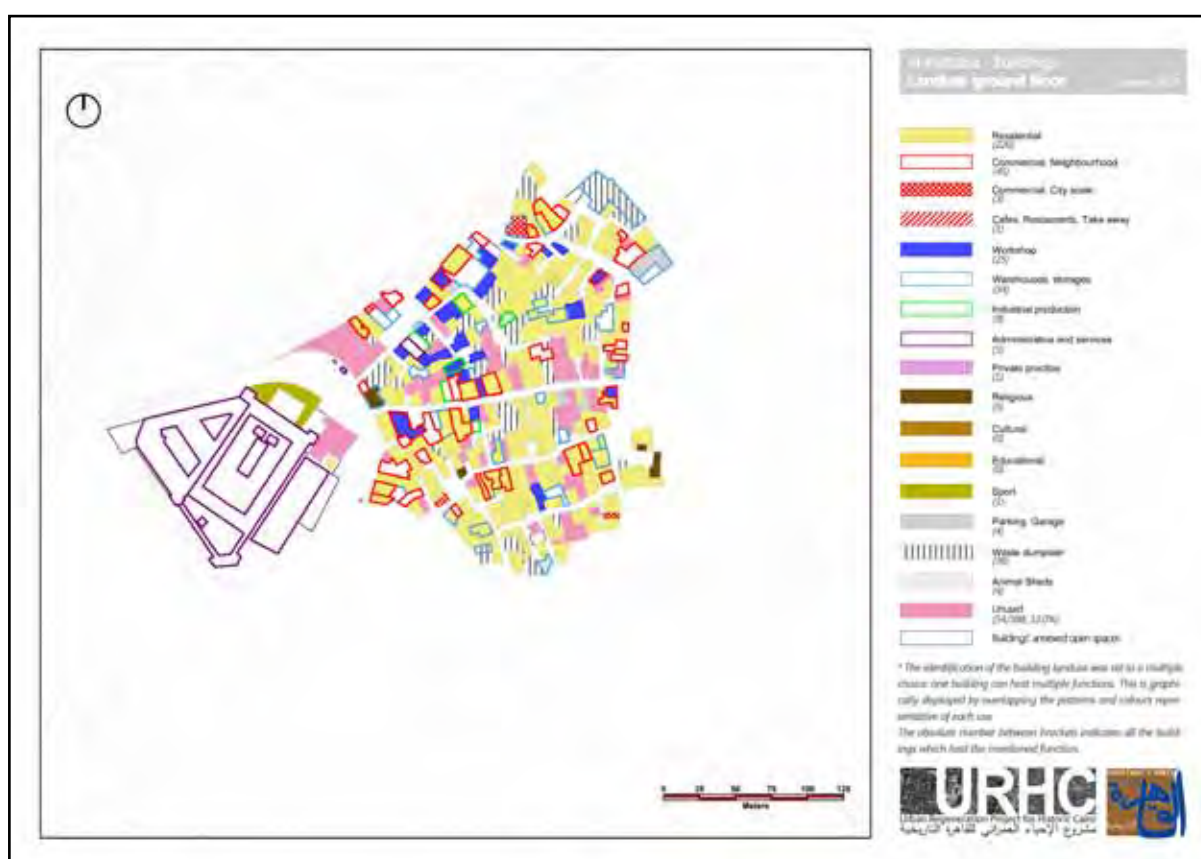
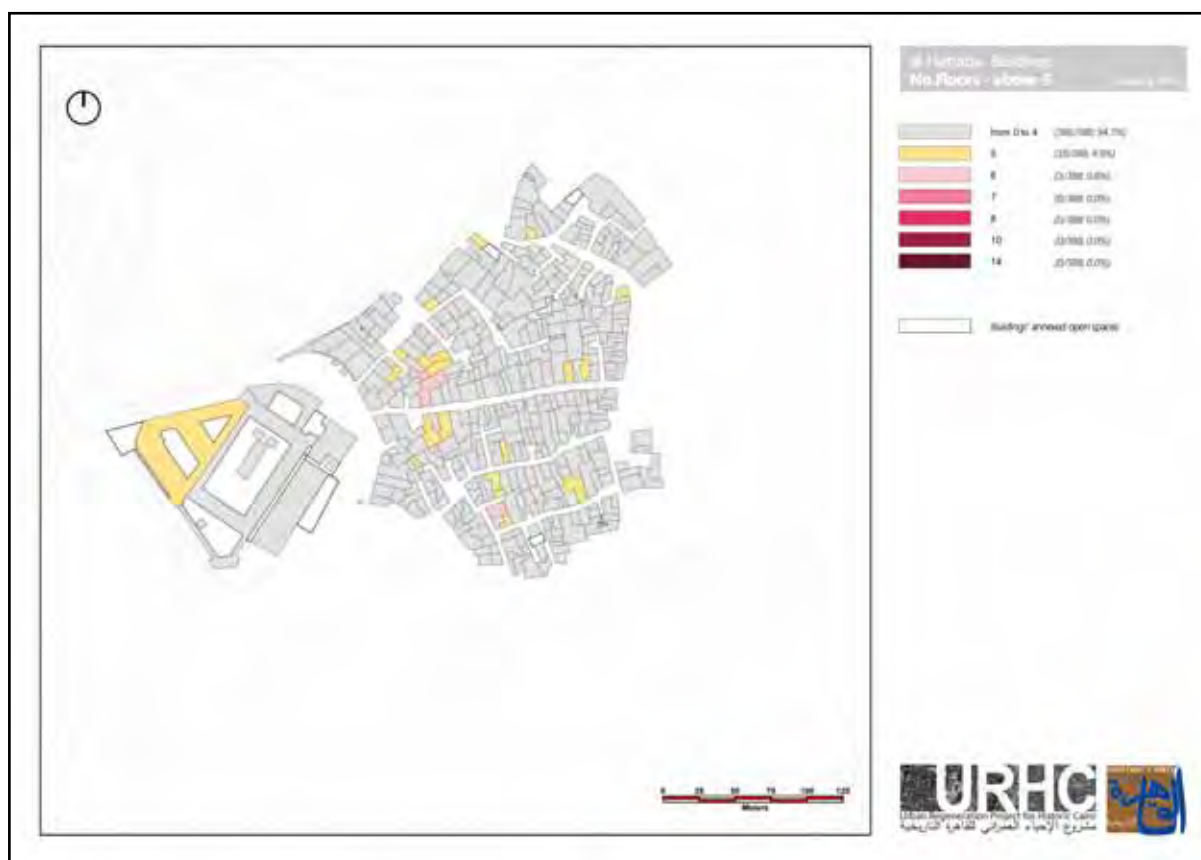


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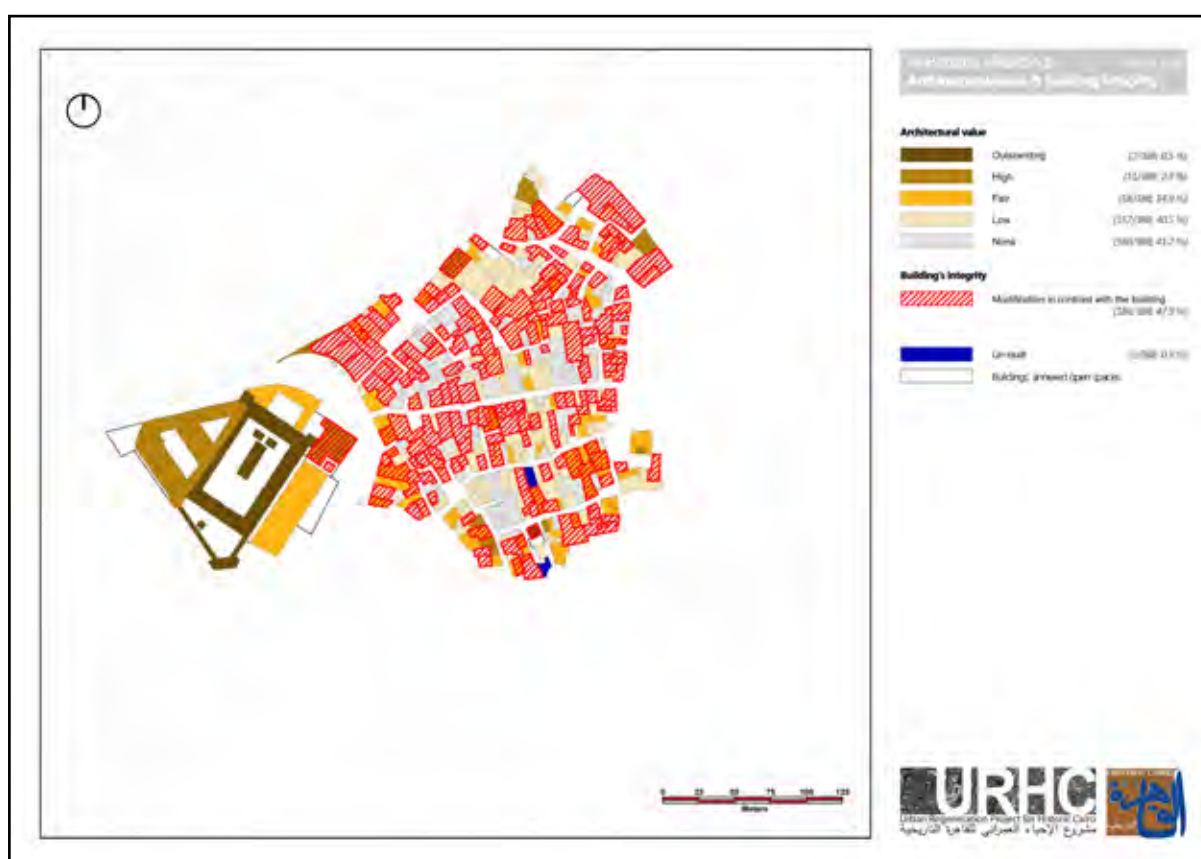
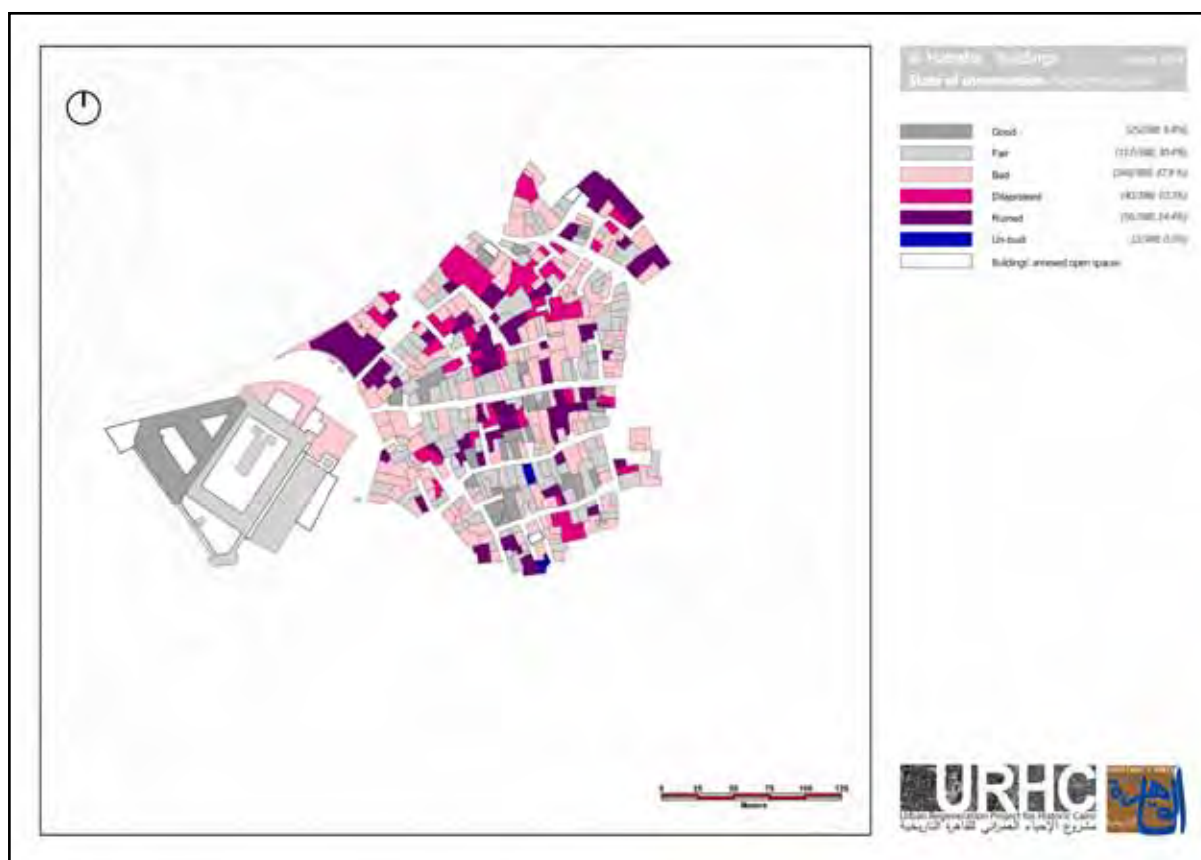




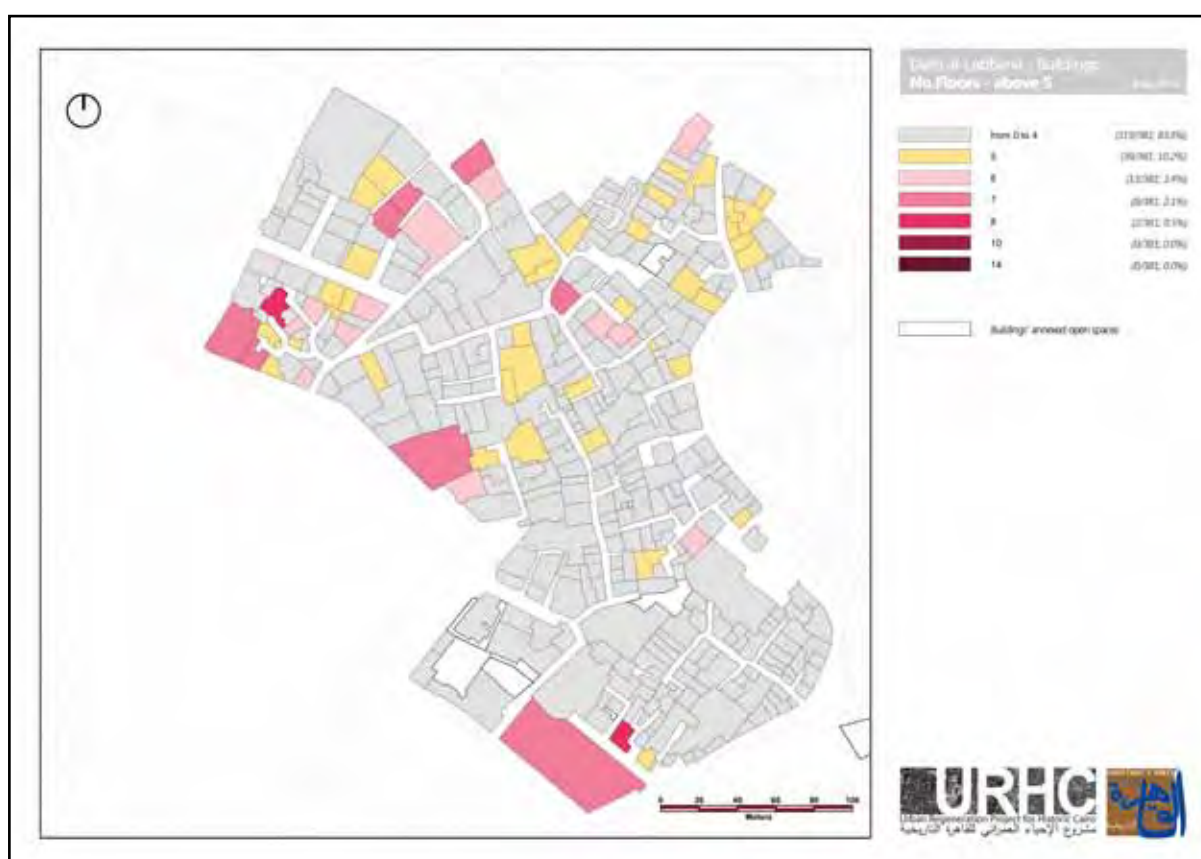
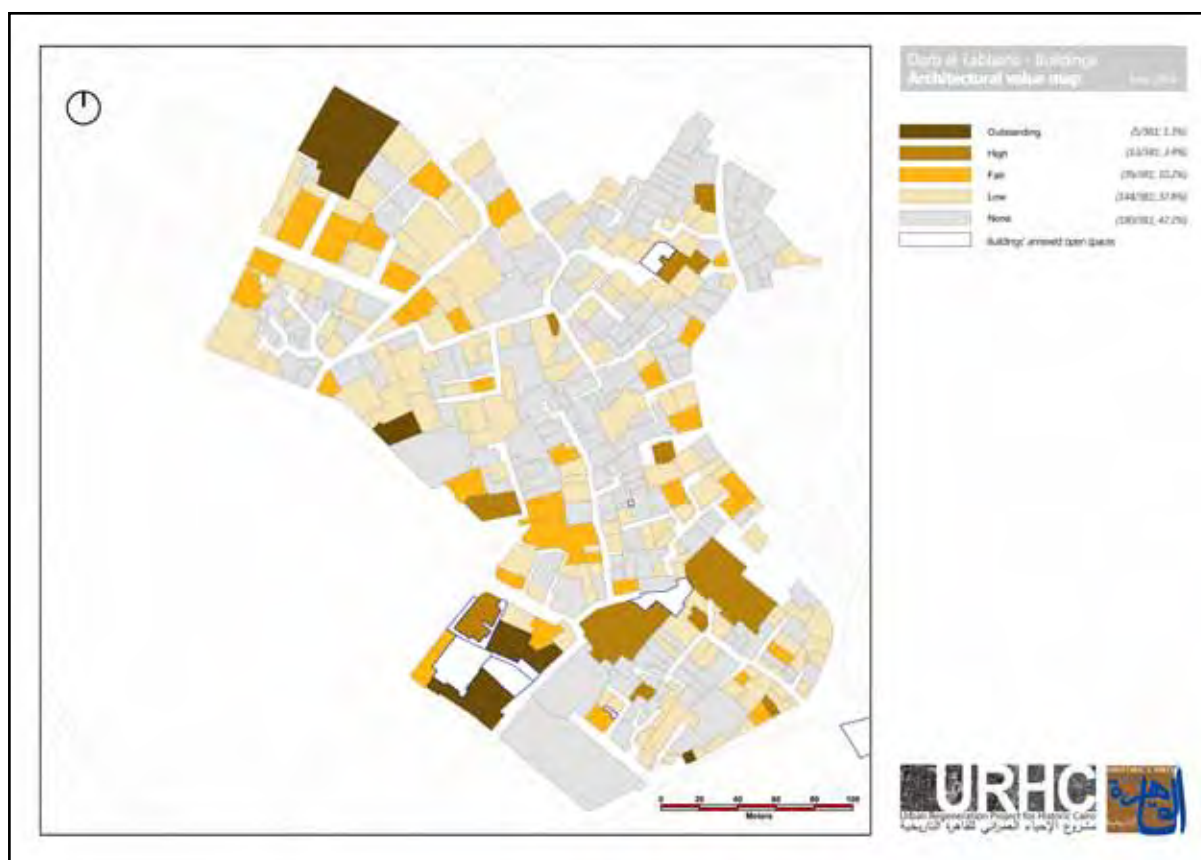
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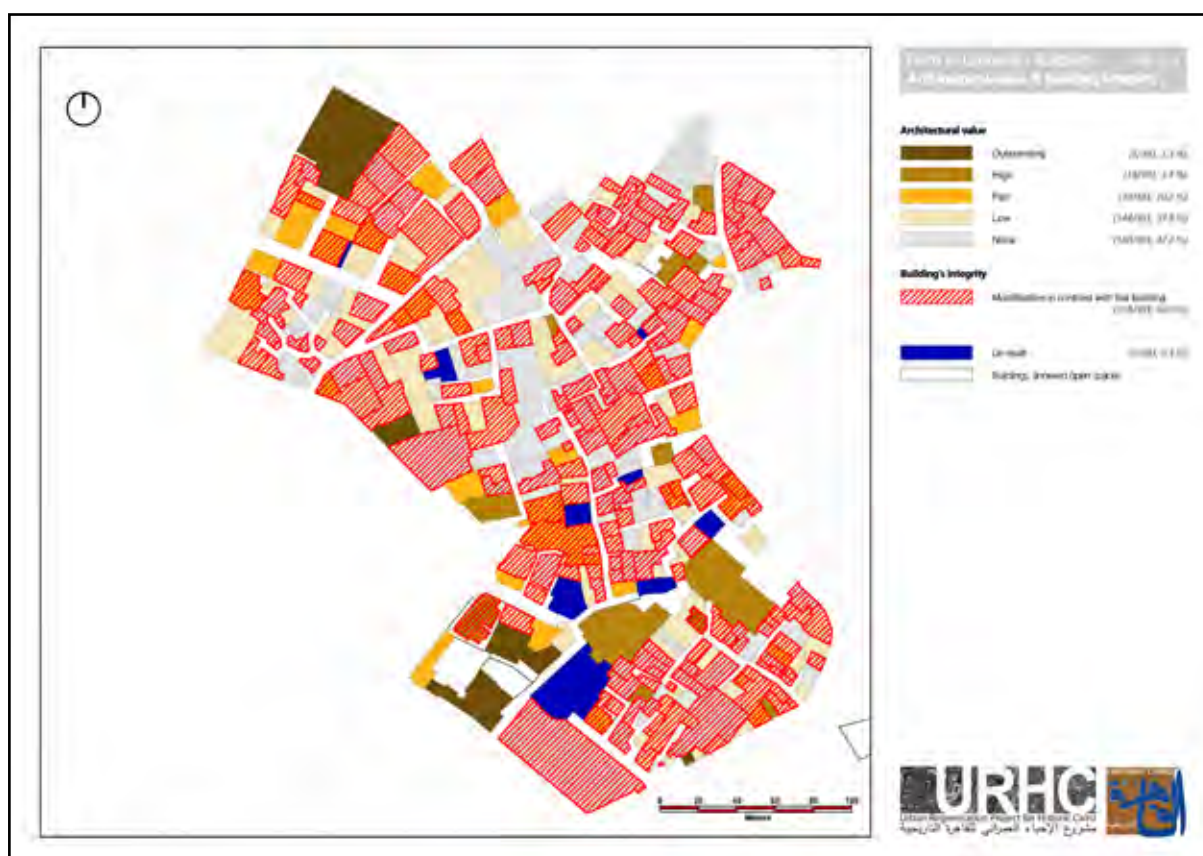
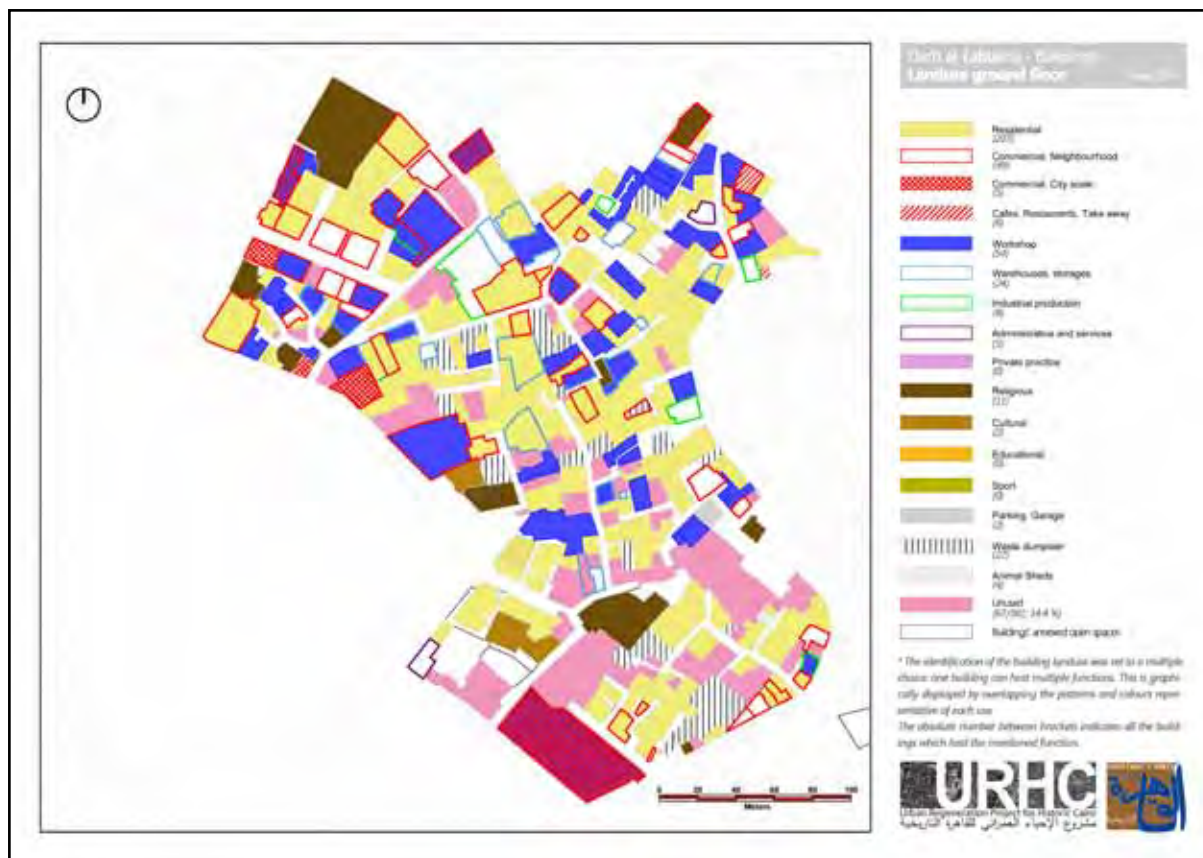


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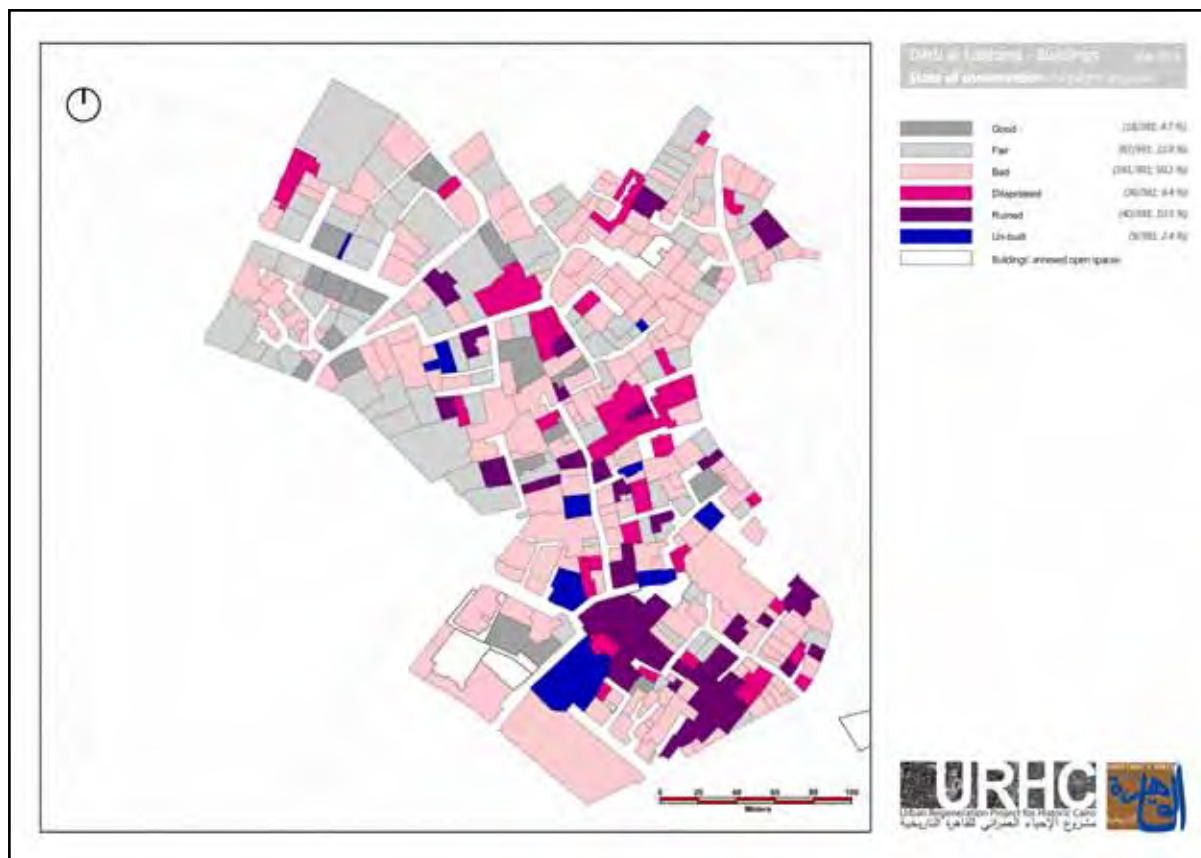




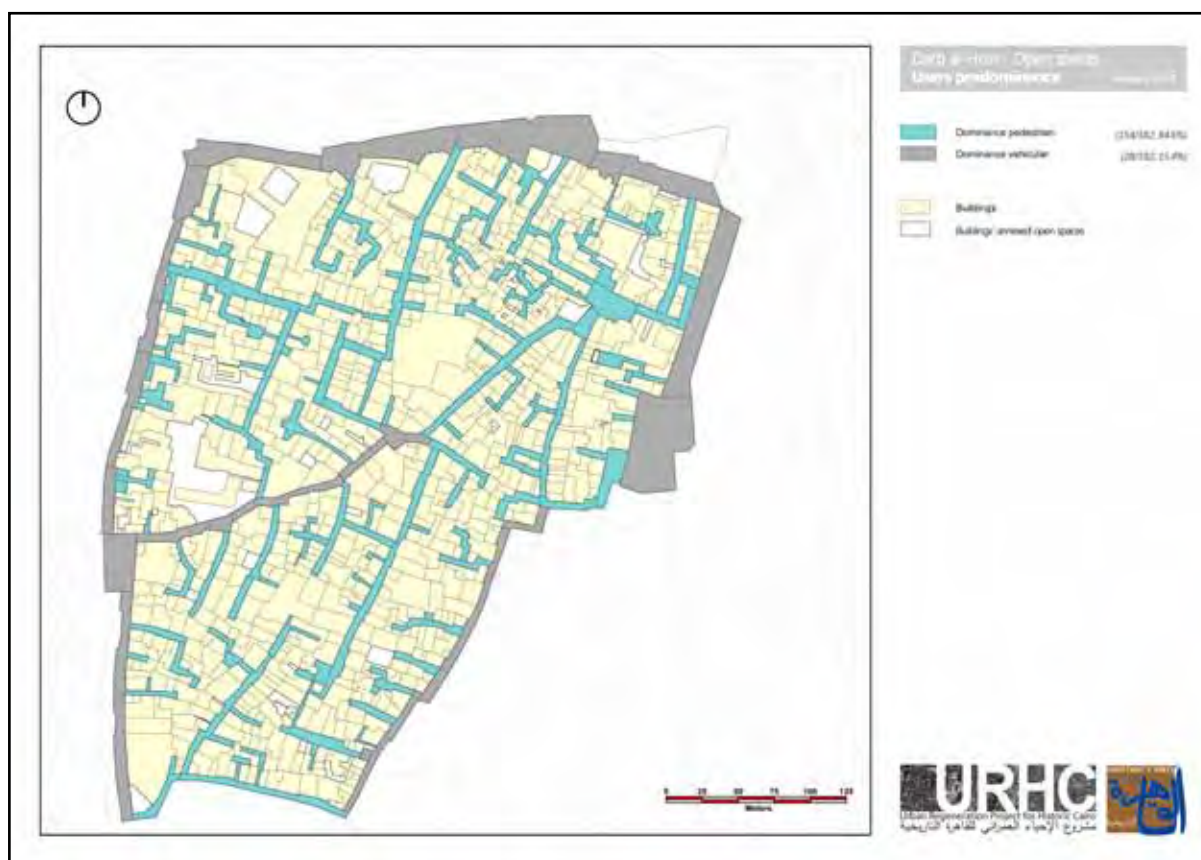
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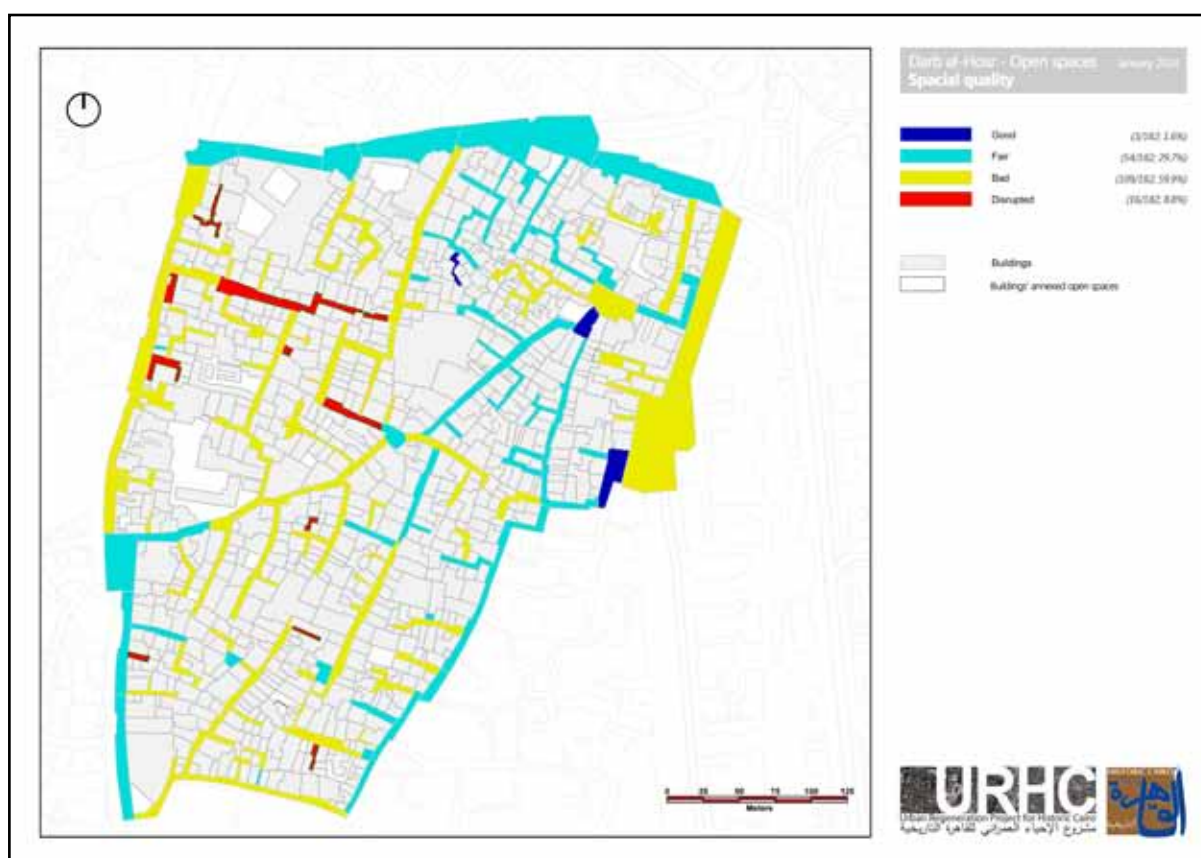
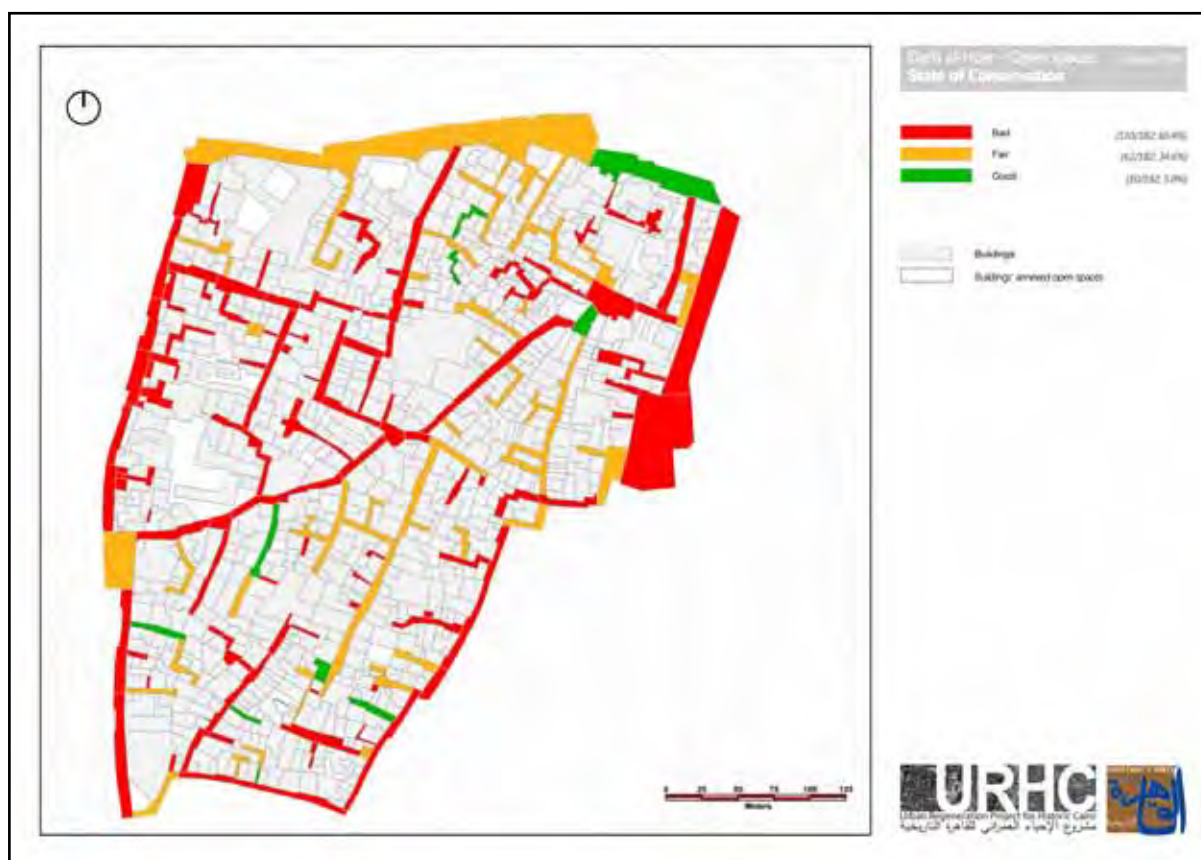


**Annex (I.6): Examples of the thematic maps concerning the open spaces in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbana**

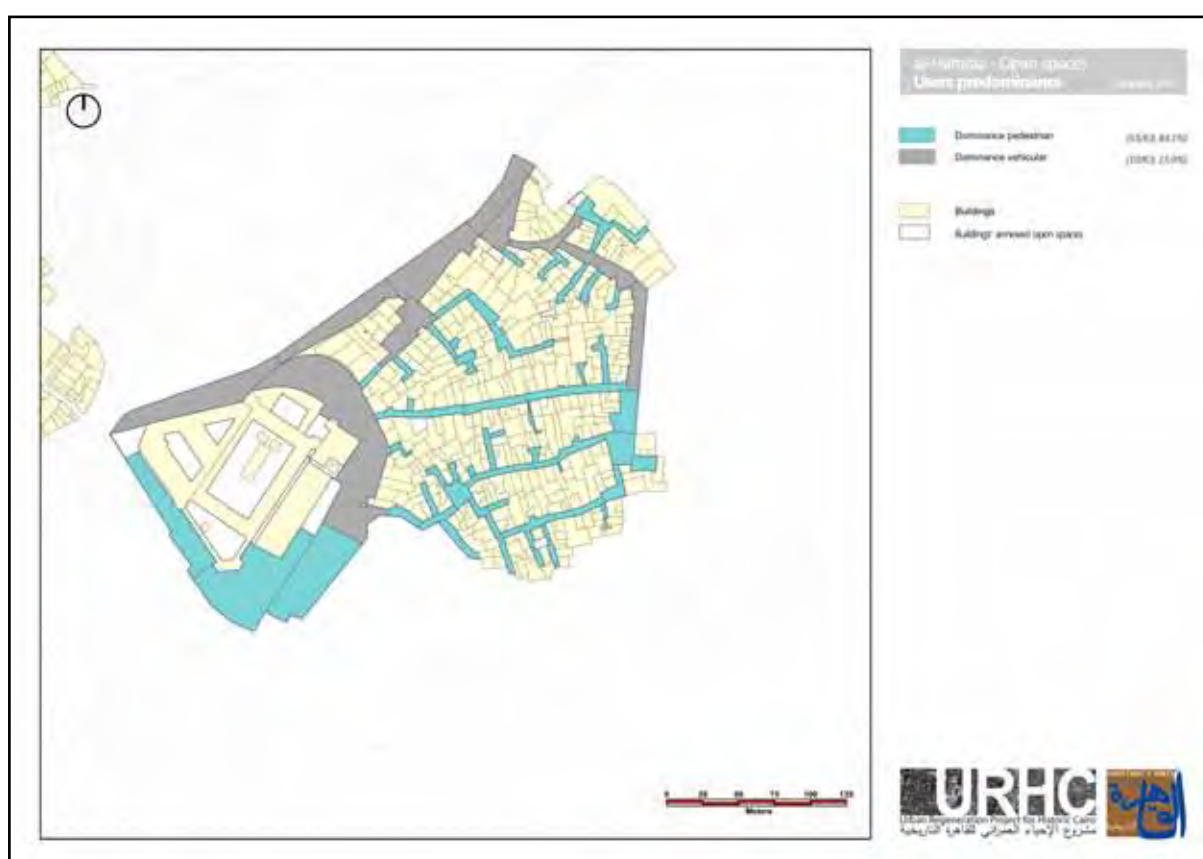
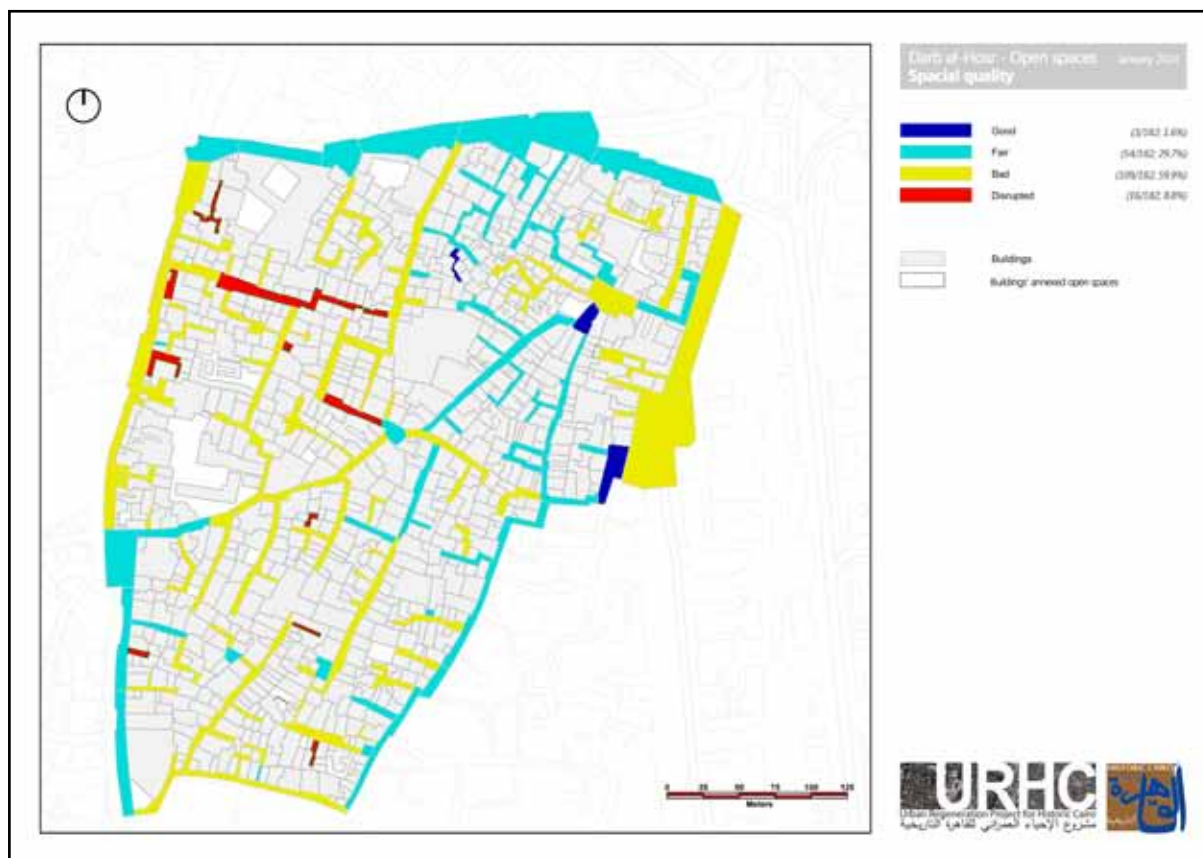




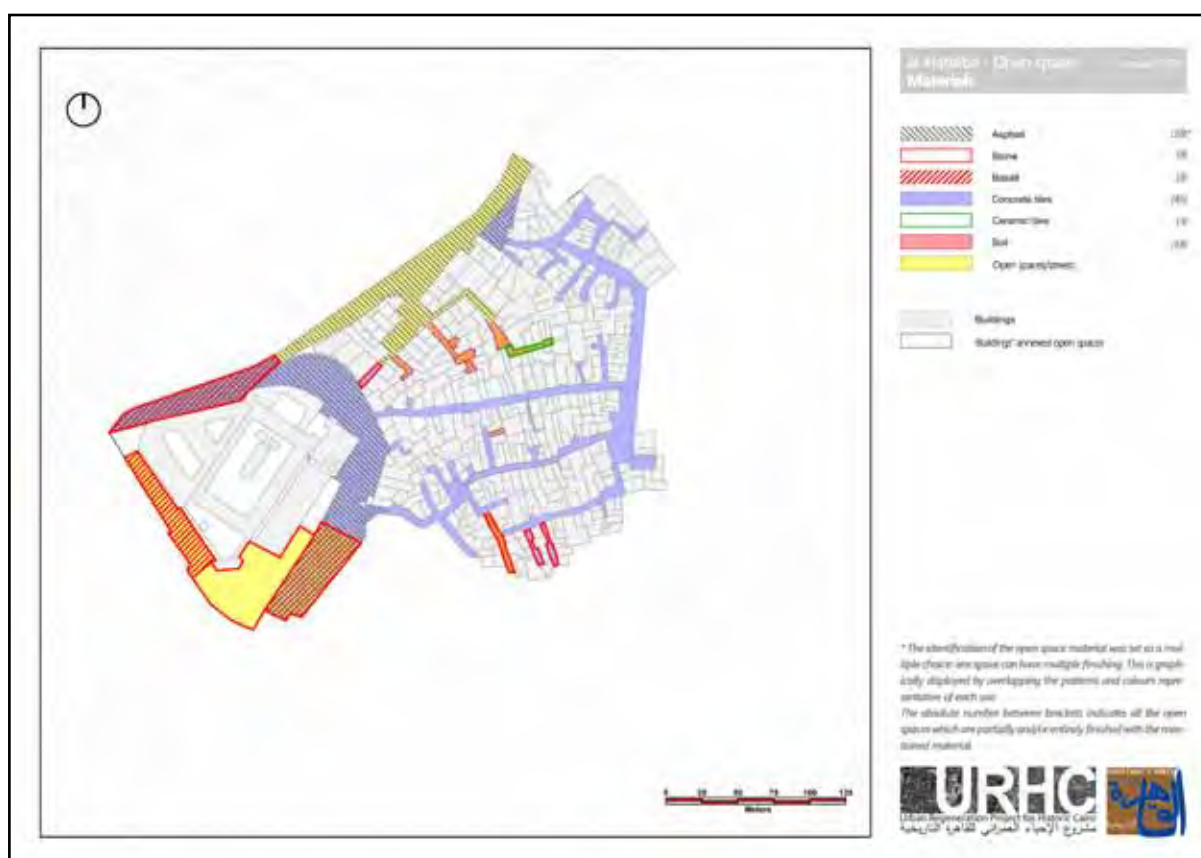
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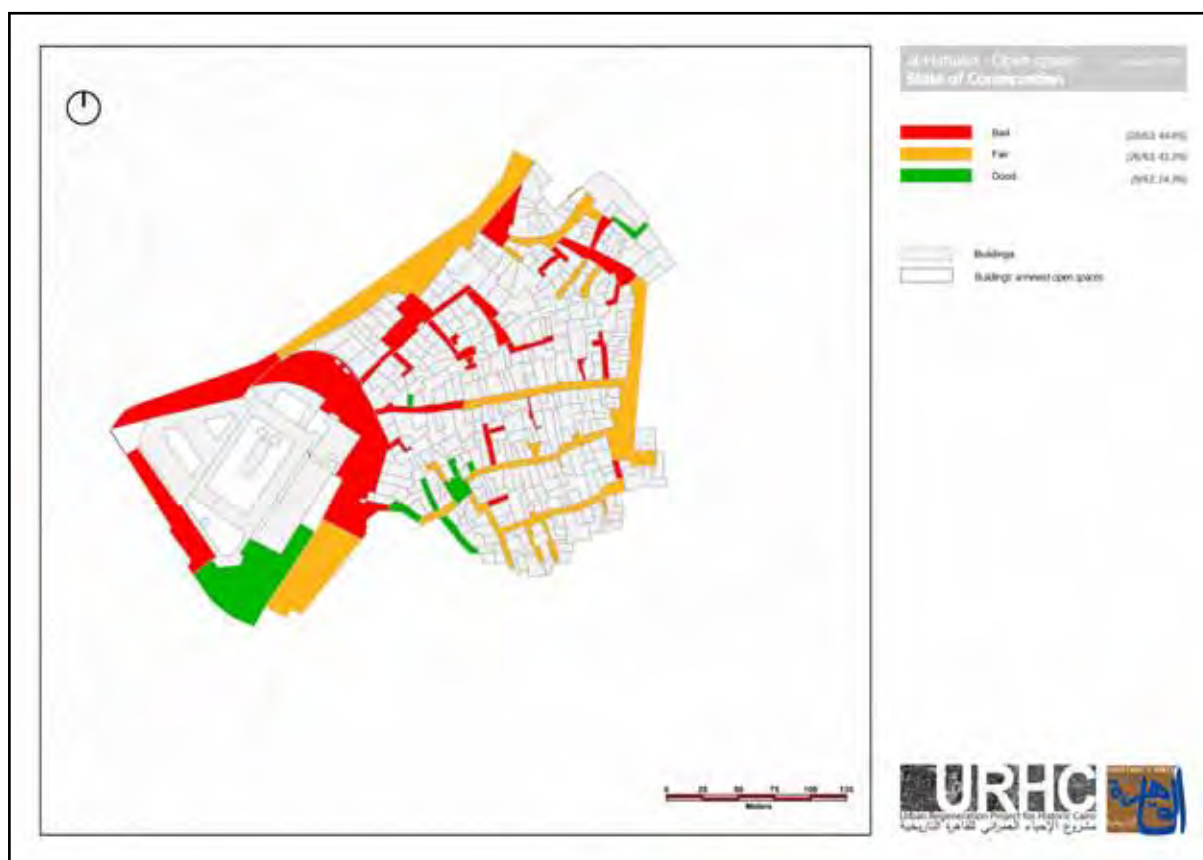


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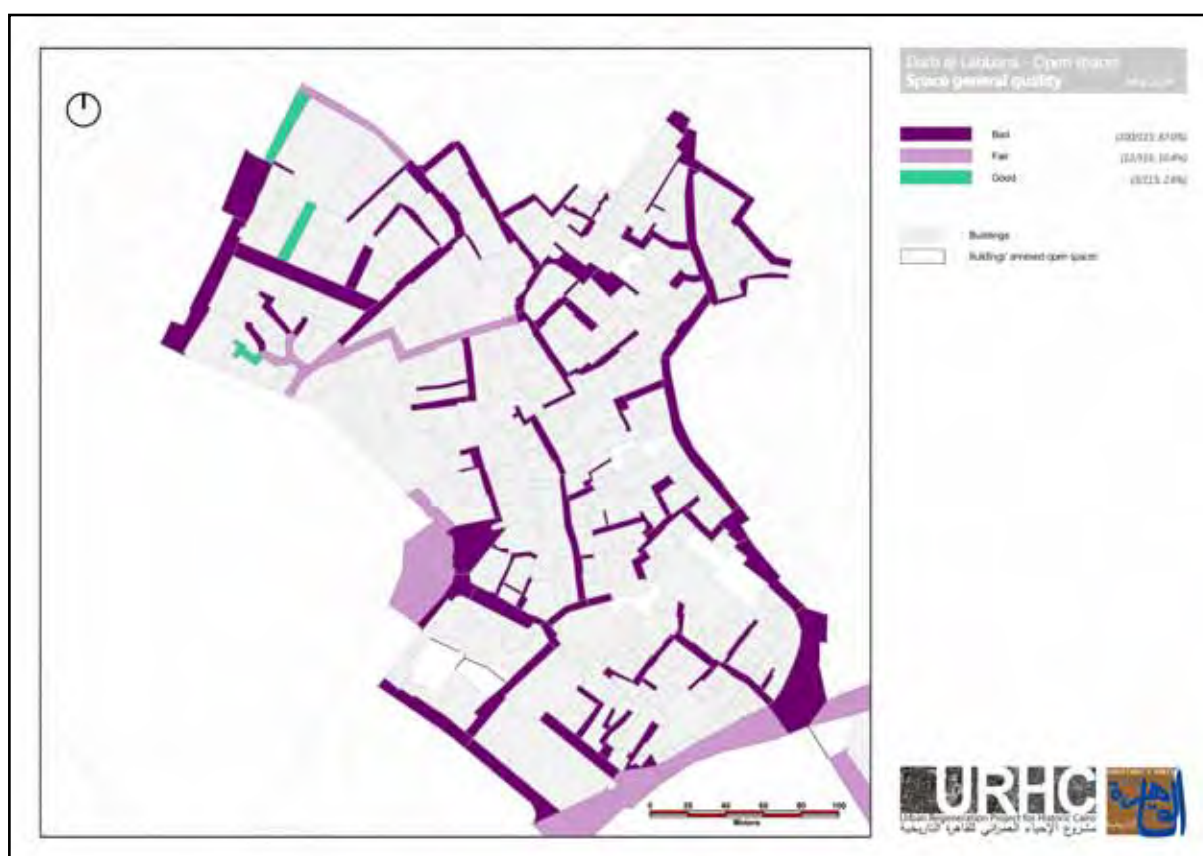
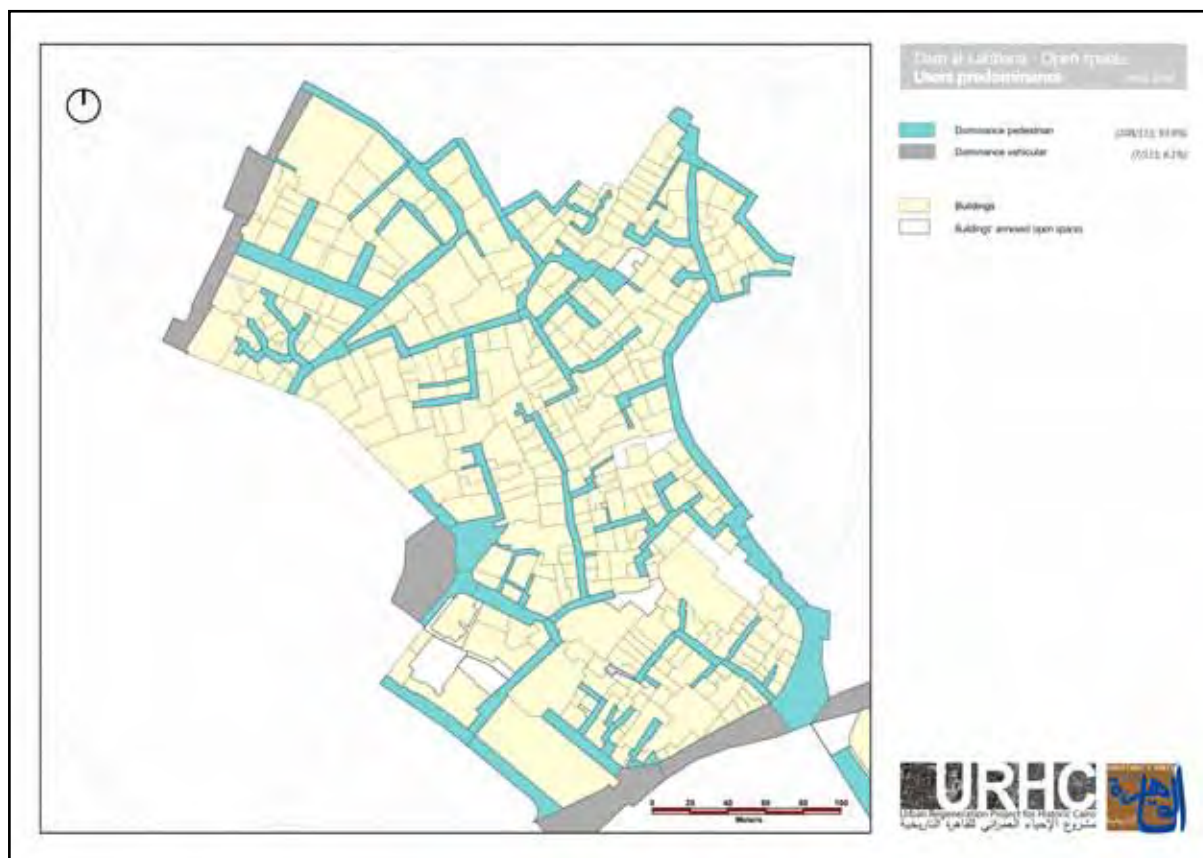




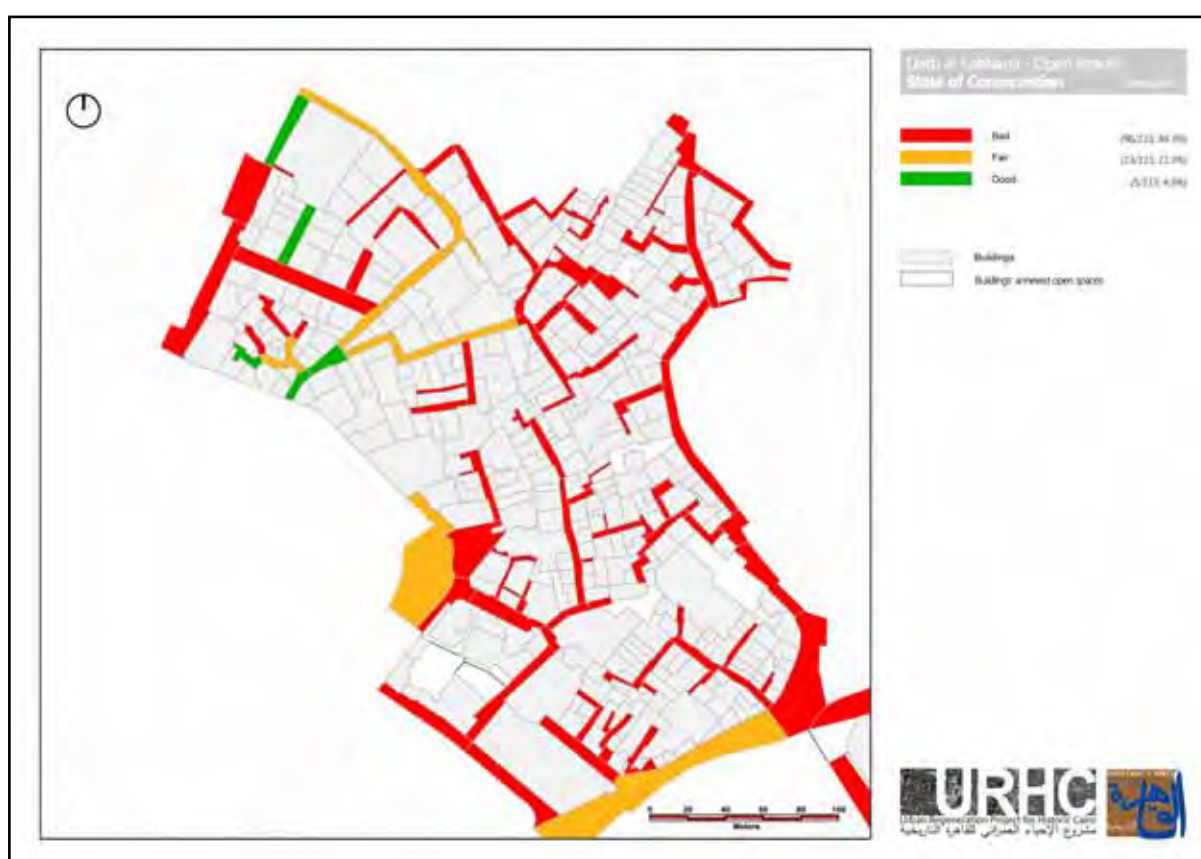
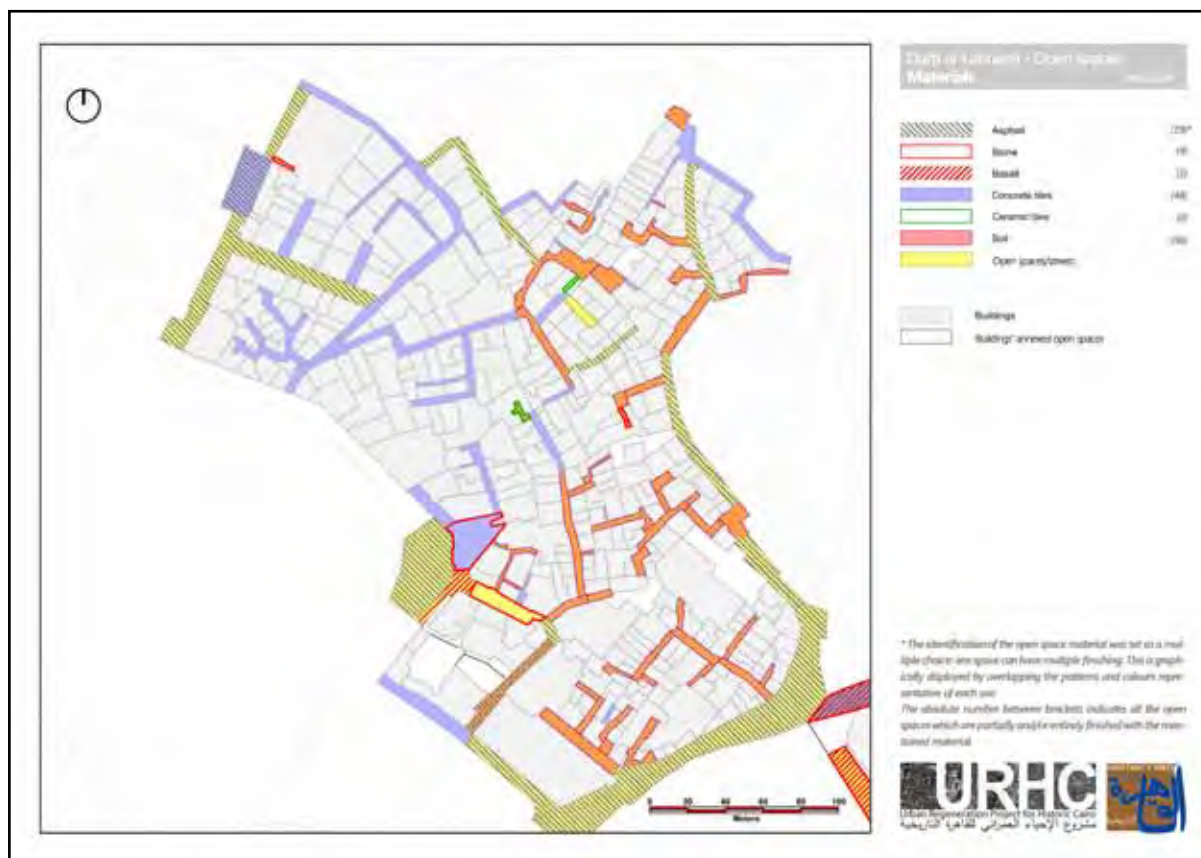
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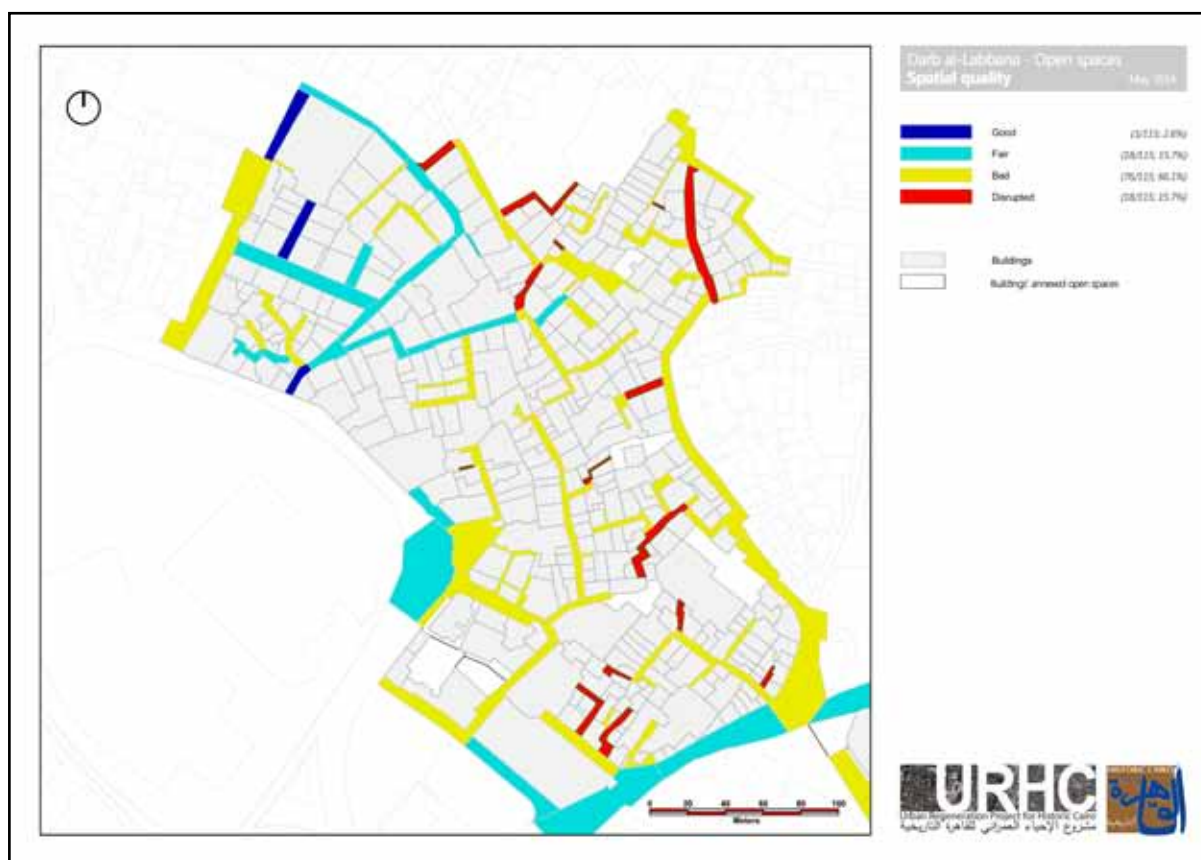


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**Annex (I.6): Examples of the thematic maps concerning the open spaces in Darb Al-Hosr, Al-Hattaba and Darb Al-Labbana**



### ***Annex (I.7): List of shiakhas and quism in Historic Cairo***

#### **A\_ QUISM AL AZBAKEYYA**

- A.1 Shiakha Clot Bey
- A.2 Shiakha Al Quabila

#### **B\_ QUISM BAB EL SHARIA**

- B.1 Shiakha Al Nasr
- B.2 Shiakha Al Sawabi
- B.3 Shiakha Al Mansi
- B.4 Shiakha Al Adawi
- B.5 Shiakha Berkat Al Ratly
- B.6 Shiakha Al Banhawi
- B.7 Shiakha Bab El Sharia
- B.8 Shiakha Darb al-Aqma'ia
- B.9 Shiakha Sidi Madin
- B.10 Shiakha Al Shomboky
- B.11 Shiakha Bab El Bahr

#### **C\_ QUISM GAMALEYA**

- C.1 Al Kurdi
- C.2 Al Khawas
- C.3 Albir Qadar
- C.4 Shiakha Al Mansureya
- C.5 Shiakha Al Otouf
- C.6 Shiakha Al Gamaleya
- C.7 Shiakha Bab Al Futuh
- C.8 Shiakha Al Sharani
- C.9 Shiakha Qasr Al Shouk
- C.10 Shiakha Al Darassa
- C.11 Shiakha Al Mashad Al Husseiny
- C.12 Shiakha Khan Al Khalili
- C.13 Shiakha Al Azhar
- C.14 Shiakha Al Khoronfesh
- C.15 Shiakha Ben Al Sourein
- C.16 Shiakha Gohar Al Qaed
- C.17 Shiakha Al Hamzawi

#### **D\_ QUISM AL MUSKI**

- D.1 Shiakha Al Tamar
- D.2 Shiakha Safey El Din
- D.3 Shiakha Al Ramli
- D.4 Shiakha Al Sheik Nada
- D.5 Shiakha Al Nubi
- D.6 Shiakha Kumi Al Sheikh Salama
- D.7 Shiakha Al Manasra
- D.8 Shiakha Al Lowa'a Amin Al Sherif

#### **E\_ QUISM AL DARB AL AHMAR**

- E.1 Shiakha Bab al Wazir
- E.2 Shiakha Darb Shoughlan & Al Gharib
- E.3 Shiakha Bateneya
- E.4 Shiakha Al Darb Al Ahmar
- E.5 Shiakha Al Ghouria
- E.6 Shiakha Haret Al Roum
- E.7 Shiakha Al Megharbelin
- E.8 Shiakha El Sorugeya
- E.9 Shiakha Darb Saada
- E.10 Shiakha Taht Al Rab
- E.11 Shiakha Al Qariba
- E.12 Shiakha Al Dawudeya
- E.13 Shiakha Al Amry
- E.14 Shiakha Suq Al Selah

#### **F\_ QUISM ABDIN**

- F.1 Shiakha Ghayt Al Edda
- F.2 Shiakha Rahbet Abdin
- F.3 Shiakha Al Sqay'in

#### **G\_ SAYEDA ZEINAB**

- G.1 Shiakha Sonqor
- G.2 Shiakha Al Hanafi
- G.3 Shiakha Al Darb Al Gadid
- G.4 Shiakha Al Gamamiz
- G.5 Shiakha Al Kabsh
- G.6 Shiakha Toulun

#### **H\_ QUISM AL KHALIFA**

- H.1 Shiakha Al Hattaba
- H.2 Shiakha Al Mahgar
- H.3 Shiakha Al Helmeya
- H.4 Shiakha Al Darb Al Hosr
- H.5 Shiakha Al Salyba
- H.6 Shiakha Al Boqali
- H.7 Shiakha Al Khalifa
- H.8 Shiakha Al Syda Aisha
- H.10 Shiakha Arab El Yassar
- H.11 Al Qadria
- H.12 Al Imamayn
- H.13 Al Tunsy

## ***Annex (I.7): List of shiakhas and quism in Historic Cairo***

### **I\_ QUISM BULAQ**

- I.1 Sinan Pasha
- I.2 Al Galadin
- I.3 Darb Nasr
- I.4 Eshash Al Nakhl
- I.5 Al Khotery
- I.6 Al Ahmadin
- I.7 Al Sandabisi
- I.8 Al Gawaber
- I.9 Al Sheikh Farrag

### **J\_ QUISM MANSHIET NASER**

- J.1 Sultan Barquq
- J.2 Qaytbey
- J.3 Al Mogawerin

### **K\_ QUISM MISR AL QADIMA**

- K. 1 Shiakha Al Dayura
- K.2 Shiakha Al Khokha
- K.3 Shiakha Al Kafur wa Sa'l Al Bahr



## ***Annex (I.8): Urgent measures proposed to the Prime Minister September 2014***

### ***General***

- Revision of the boundaries of Historic Cairo World Heritage site, for adoption and official submission to the World Heritage Centre, as requested by the World Heritage Committee.
- Statement of Outstanding Universal Value for official submission to the World Heritage Centre and adoption by the World Heritage Committee.
- Agreed/shared management system with clear responsibilities for the World Heritage site.
- Vision/Agreement at the national level on the main issues to be addressed for the safeguarding of the urban heritage of Historic Cairo, overcoming the approach focusing only on monuments conservation.
- Creation of a technical unit dedicated to the World Heritage site that will receive the data, materials and equipment of the URHC project.
- Strong governance, political will and practical means to stop the illegal construction.
- Protection measures (regulation for conservation zones proposed by URHC project) to be adopted through a revision of the legislation.

### ***Specific actions, by main stakeholders***

#### ***Historic Cairo World Heritage site Technical Unit***

- Awareness and capacity building for all involved technical staff;
- Planning the continuation of the activities developed by the URHC project (survey of the urban fabric, archival research, sector studies, shared information platform...);
- Branding Historic Cairo World Heritage site through campaigns and tools focusing on different targets (stakeholders and technical staff, inhabitants, tourist market, academic world);

#### ***Ministry of Antiquities***

- Update the inventory of the monuments on the state of conservation, historical briefing, ownership, scheduled restoration and maintenance projects, and usage to be shared with all the stakeholders. It is also recommended to have this information available on site for all the monuments and regularly updated;
- Concerning the state of conservation, address the dilapidated monuments and to set a priority action list to stop their deterioration;
- Concerning the use of monuments, have defined guidelines for the re-use of monuments, and to connect it with the needs of the areas and the residents;
- Concerning the buffer zones of the monuments, halt demolitions for the purpose of monuments setting. The concept has to shift from an isolation of monuments from their surroundings, to an integration of monuments with the urban landscape.
- Allocate dedicated staff for the Historic Cairo World Heritage technical unit.

## ***Annex (I.8): Urgent measures proposed to the Prime Minister September 2014***

### **Cairo Governorate**

- Ensure that the staff responsible of issuing building permits is aware of all laws protecting the urban heritage of Historic Cairo;
- Review total and partial demolition decrees for historical buildings and suspend demolitions until the approval of the Conservation Plan. It is recommended to adopt consolidation decisions rather than the demolition decrees according to each situation.
- Stop issuing building permits for new constructions until the protection measures are adopted;
- Create a unit of specialized labours (i.e. construction companies) and security forces should be established to execute the work of removing the violations;
- Deny the supply of infrastructures and facilities (water, electricity ...) for the illegal buildings, (enforcing Law 119/2008);
- Complete the list of buildings with heritage value to be registered;
- Monitor illegal garbage dumping and allocate resources for a temporary improvement of the environmental situation until a definition of an efficient waste management system for the World Heritage site;
- Allocate dedicated staff for the Historic Cairo World Heritage technical unit.

### **National Organization for Urban Harmony**

- Unify the regulations for the areas of peculiar value (Historic Cairo and Khedival Cairo) with the protection measures proposed for the World Heritage site;
- Further develop architectural guidelines for new buildings and rehabilitation in Historic Cairo;
- Allocate dedicated staff for the Historic Cairo World Heritage technical unit.

### **Ministry of Endowment and Egyptian Endowments authority**

- Make an inventory of all Awqaf owned properties to be shared with all stakeholders;
- Develop new creative management tools for the maintenance and preservation of awqaf properties; taking into account the buildings' heritage values;
- Create mechanisms and strategies for encouraging investors to restore and use awqaf-owned non-listed buildings;
- Allocate dedicated staff for the Historic Cairo World Heritage technical unit.

### ***Annex (I.9): Synthesis table of main recommendations***

<b><u>ISSUES</u></b>	<b><u>ACTIONS</u></b>
1. World Heritage Status	<ol style="list-style-type: none"> <li>1) <u>Revision of the boundaries</u> of the Historic Cairo WH Property, for <u>official submission to the World Heritage Centre</u> and approval by the World Heritage Committee;</li> <li>2) <u>Statement of Outstanding Universal Value (SOUV) for official submission</u> to the World Heritage Centre and adoption by the World Heritage Committee.</li> </ol>
2. Legislative framework	<ol style="list-style-type: none"> <li>1) <u>Protection measures</u> (regulations for conservation zones proposed by the URHC Project) to be adopted through a revision of decrees having to do with the “areas of peculiar value” established by the NOUH;</li> <li>2) <u>Unify regulations for the areas of peculiar value</u> (Historic Cairo and Khedival Cairo) with the Protection Measures proposed by URHC for the WH Property;</li> <li>3) <u>Stop issuing building permits</u> for new constructions until the general protection measures are adopted;</li> <li>4) <u>Review total and partial demolition decrees</u> for historical buildings and suspend demolitions until the approval of the new planning tools. To this end, it is recommended that consolidation decisions be adopted rather than demolition decrees according to each situation;</li> <li>5) Develop and enforce legal and monitoring tools to <u>stop illegal construction</u>: <ol style="list-style-type: none"> <li>a. Extend the violations study to the whole site;</li> <li>b. Establish a unit of specialised labourers (i.e. construction companies) to execute the work of removing the violations;</li> <li>c. Take fast and swift action to demolish illegal multi-storey buildings;</li> <li>d. Revise and reconsider some of the “organisation decisions” issued by the Governorate, especially total and partial demolition decrees;</li> <li>e. Enforce law n° 119/2008 to restrict the supply of infrastructures and facilities for illegal buildings.</li> </ol> </li> <li>6) Harmonise legislation on heritage with legislation about urban planning tools.</li> </ol>



### ***Annex (I.9): Synthesis table of main recommendations***

3. Planning framework	<ol style="list-style-type: none"> <li>1) <u>Produce detailed conservation planning studies</u> and regulations for the Type 1 Conservation Zones (areas of higher heritage values);</li> <li>2) Further <u>develop architectural guidelines</u> for conservation interventions and new buildings in Historic Cairo;</li> <li>3) <u>Identify integrated and multipurpose projects for urban rehabilitation, regeneration and redevelopment;</u></li> <li>4) Establish a larger scale planning framework for the Historic Cairo WH Property;</li> <li>5) Identify and avoid possible negative impacts of infrastructural and planning choices;</li> <li>6) Carry out the following additional studies: <ul style="list-style-type: none"> <li>Sector studies <ol style="list-style-type: none"> <li>a. Update and enrich the socioeconomic analysis</li> <li>b. Housing studies</li> <li>c. Tourism development threats and opportunities</li> <li>d. Urban landscape and environment</li> <li>e. Traffic and transportation</li> </ol> </li> <li>Planning studies: <ol style="list-style-type: none"> <li>a. Bulaq</li> <li>b. Fustat</li> <li>c. Cemeteries</li> <li>d. Other “sensitive areas”</li> <li>e. Other “archaeological areas”</li> </ol> </li> <li>Buffer zones</li> </ul> </li> </ol>
3. Management system	<ol style="list-style-type: none"> <li>1) Creation of a <u>technical unit dedicated to the WH Property</u> under the guidance of the WH Property Coordinator: an autonomous structure with its own budget; constituted by senior and junior staff from the institutions represented in the Management Committee with different professional profiles and disciplinary backgrounds with highly-developed technical skills, such as urban planners, conservation and project architects, historians, legal and institutional experts,</li> </ol>

### **Annex (I.9): Synthesis table of main recommendations**

	<p>civil engineers, IT experts, GIS experts, economists, transportation planners, environmental experts, sociologists and anthropologists;</p> <p>2) Development of a <u>Management Plan</u> with the involvement of all institutional stakeholders through a participatory process (to include: vision, strategy for preservation of OUV, long term actions list, short term actions list, regulations to be created, implementation tools, monitoring tools);</p> <p>3) Attribute clear <u>responsibility for the studies and actions</u> to be carried out in the framework of the management plan;</p> <p>4) <u>Identify and avoid possible negative impacts</u> of infrastructural and planning choices;</p> <p>5) Develop <u>awareness raising and capacity building programs</u> in the administrations (train staff at the District responsible for issuing building permits with the most up-to-date relevant legislations);</p>
4. Housing conditions	<p>1) Define a policy that supports rehabilitation, reuses and localised infill development in vacant plots;</p> <p>2) Create financial mechanism through which buildings can be rehabilitated and regularly maintained by the owners (i.e. microcredits, technical assistance);</p> <p>3) Provide legal and financial incentives to the owners so that they can benefit from their listing status;</p> <p>4) Establish legal measures to regulate various tenure issues;</p> <p>5) Revise the regulations that freeze buildings and areas within the Protection Zone of monuments.</p>
5. Monuments	<p>1) Create an updated Inventory of all the monuments within the WH Property and share it with other institutions and the greater public;</p> <p>2) Establish guidelines for the reuse of monuments with indication of compatible activities;</p> <p>3) Create a priority action list for restorations based on the state of conservation of the monuments;</p> <p>4) Revise “protection zones” and “aesthetic boundaries” identified in the “Protection of Antiquities” Law;</p> <p>5) Halt demolitions in monument protection zones.</p>
6. Awareness raising and signage	<p>1) Realise differentiated signage with the same design throughout the site: plaques on buildings, dedicated signage for streets and squares, areas, and the city scale. The design, size and materials of the above signage should respect the integrity, nature and features of the historic urban site;</p> <p>2) The signage must provide information about a heritage property and available services whenever present;</p> <p>3) Visibility and readability must be taken into account as primary factors without doing harm or disfiguration of</p>

### Annex (I.9): Synthesis table of main recommendations

	<p>properties or landscape;</p> <p>4) The durability and maintenance of materials and shapes must be taken into account in the choice and design of the various scales of signage;</p> <p>5) Produce/realise the signage in Historic City workshops, possibly using local crafts know-how and materials.</p>
7. <i>Awqaf</i> properties	<p>1) Complete the current legislation providing regulations on modalities and responsibilities of registered <i>awqaf</i> properties with dual responsibility between the Ministry of Awqaf (or the Awqaf Authority) and the Ministry of Antiquities;</p> <p>2) <u>Make an inventory of all the <i>awqaf</i> properties</u> with the support of GIS (see indications provided by URHC);</p> <p>3) Digitise all <i>waqf khayri</i> deeds and make them available to the public;</p> <p>4) Create a “heritage unit” between the Ministry of Awqaf and the Authority to work with the TU on planning, managing and projects;</p> <p>5) Reintroduce the maintenance of architectural and artistic values;</p> <p>6) Encourage adaptive reuse of buildings;</p> <p>7) Come up with mechanisms and strategies for encouraging investors to restore and use <i>awqaf</i>-owned non-listed buildings;</p> <p>8) Establish new creative management tools that allow for a percentage of revenue to be spent primarily on maintenance, as well as on charity.</p> <p>9)</p>
8. Economic activities	<p>1) Improve environmental conditions and safety measures of workshops;</p> <p>2) Adjust Law n° 453/1954;</p> <p>3) Develop a craft inventory with the support of GIS for the WH Property;</p> <p>4) Offer accreditation incentives for compatible and outstanding workshops;</p> <p>5) Establishment of a craft centre for the WH Property to provide technical support, business development services, educational and awareness raising activities.</p>
9. Environmental improvement	<p>1) Monitor illegal rubbish dumping and allocate resources for the temporary improvement of the environmental situation until an efficient SWM system is defined for the WH Property;</p> <p>2) Enforce the provisions of the “Environment Law” n° 4/1994;</p> <p>3) Tailor a direct waste collection service to serve housing units with special tools according to the morphology of the site;</p> <p>4) Create a division of the CCBA to be directly responsible for SWM in the WH Property;</p>



### **Annex (I.9): Synthesis table of main recommendations**

	<ol style="list-style-type: none"> <li>5) Create an integrated awareness plan with different stakeholders;</li> <li>6) Create updated specific database;</li> <li>7) Create a coordinated, holistic and sustainable institutional approach to enhance cadres' choices and to build capacities and experience among SWM staff;</li> <li>8) Provide transparent information to the private sector and young people to create an enabling setting for investment in environmental projects;</li> <li>9) Provide incentives (e.g, loans facilities, tax exemptions) for investors;</li> <li>10) Review, enhance and implement resolutions and provisions enshrined in laws on SWM;</li> </ol>
10. Mobility and accessibility	<ol style="list-style-type: none"> <li>1) Reduce through-traffic within the WH Property;</li> <li>2) Alleviate the pressure on the "nodes" of intersection such as Al-Qala square;</li> <li>3) Enhance the system of "local streets" connecting the different quarters;</li> <li>4) Rationalise and make service traffic, goods delivery, transportation stops and buses more efficient;</li> <li>5) Enhance walkability and traditional forms of appropriation of the space ensuring pedestrian continuity.</li> </ol>
11. Community involvement	<ol style="list-style-type: none"> <li>1) Reassure residents that old buildings are safe and provide incentives to owners to restore them;</li> <li>2) Envision the reuse of monuments with respect to the potential needs and demands of the community;</li> <li>3) Remove fences from around monuments and protection zones to create recreational areas for the neighbourhoods;</li> <li>4) Involve youth and Children in awareness activities.</li> </ol>

#### For the Action Project area

1. Lower part of the Citadel	<ol style="list-style-type: none"> <li>1) Reach a consensus among different stakeholders about what should be protected and what can be changed in the site of Bab Al-Azab;</li> <li>2) Revise the legal framework/status accordingly;</li> <li>3) Preserve the main heritage features, which are often at risk;</li> <li>4) Remove inappropriate uses and environmental nuisances;</li> <li>5) Valorise the structure by clusters and organize the two main paths connecting the lower to the higher part with meeting point at their intersection;</li> <li>6) Create new visitors' facilities such as restrooms, cafes and restaurants also opening unused spaces;</li> <li>7) Diversify the types of activities to attract more target groups</li> </ol>
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### ***Annex (I.9): Synthesis table of main recommendations***

	<p>with different interests;</p> <p>8) Improve the interpretation and communication tools to raise the awareness of the visitors about the multi-layered history of the Citadel.</p>
2. Main open spaces	<p>1) Attract visitors and engage the local community, while ensuring a sustainable insider-outsider balance;</p> <p>2) Consider Al-Sayeda Aisha market an important asset for the economy of the Historic Cairo, respect its subdivision into three segments with different characters: thematic food market, neighbourhood commercial area, city scale and mass-transit associated activities;</p> <p>3) Revitalise through improvements to the physical quality of public spaces (landscaping, pavements, street furniture, lighting, shades, infrastructure and SWM) to ensure users' safety and security as well as space appropriation (including accessibility to existing green areas);</p> <p>4) Upgrade street-front facades, particularly along Mohammed Ali Street, with minimal structural changes, while improving shop fronts and signage to increase the quality of public spaces and make the area more attractive for residents and visitors;</p> <p>5) New construction should follow the street alignment of the cadastral maps of the 1930s. It is also recommended to limit ground floor uses to commercial activities while residential uses should remain on the upper floors.</p>

