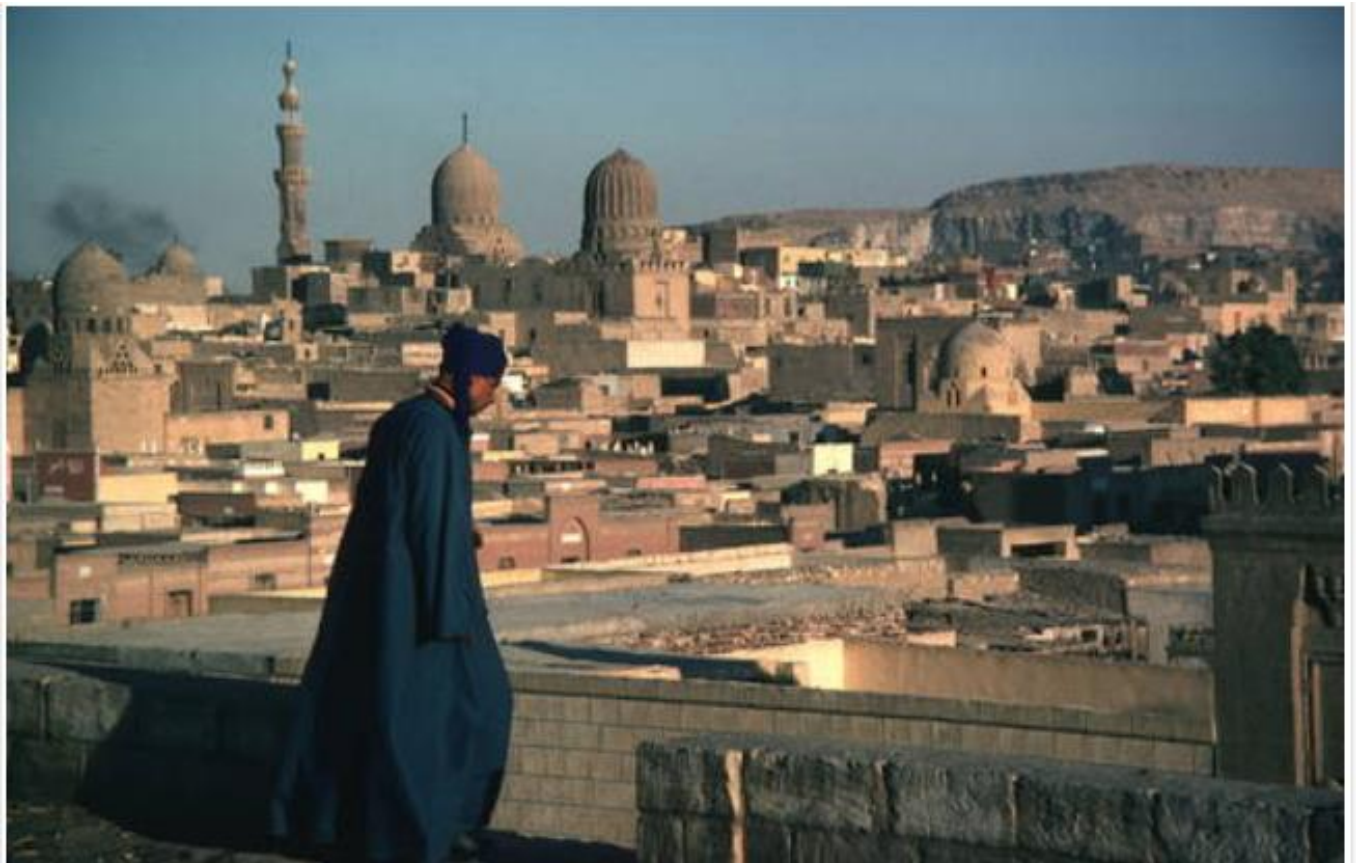


**REPORT ON THE JOINT WORLD HERITAGE CENTRE/ICOMOS
REACTIVE MONITORING MISSION TO THE UNESCO WORLD HERITAGE
PROPERTY “HISTORIC CAIRO”, EGYPT**

9-13 June 2019



General View, mosques. Historic Cairo (Egypt), Author: Spier-Donati, Marianne. © UNESCO

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EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

Background

The property: Historic Cairo was inscribed on the World Heritage List first as Islamic Cairo, under cultural criteria (i)(v) and (vi) at the 3rd session of the World Heritage Committee (Luxor and Cairo, 1979).

The State of Conservation of Historic Cairo has been of concern to the World Heritage Committee since 1997, with no less than 10 Decisions by the World Heritage Committee requesting the State Party for measures to maintain the OUV of this exceptional site¹.

Successive recommendations of the World Heritage Committee judged that measures should be implemented as a matter of emergency to address the safeguarding of urban fabric, by establishing management tools and effective urban planning regulations, definition of clear boundaries and buffer zones of the property, as well as of unified and multidisciplinary heritage management system supported by conservation capacity within the State Party.

A Joint UNESCO/ICOMOS monitoring mission to the property was conducted from 29 October to 3 November 2008 and a joint World Heritage Centre/ICOMOS Advisory Mission to Historic Cairo & Memphis and its Necropolis took place from 14 to 18 November 2014. An interagency mission (UNESCO/ICCROM/ICOM) was also undertaken to Cairo on 4-9 September 2014.

As some of the recommendations by the Committee and missions had remained unfulfilled, the Committee requested, at its 41st session (2017), that the State Party of Egypt invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the property in order to assist the State Party.

It is to be recalled that a major technical support and capacity-building project by UNESCO, the Urban Regeneration of Historic Cairo (URHC), funded by the Government of Egypt's Nubia Fund, was undertaken from 2012 to 2014 in addition to earlier advisory missions and technical assistance from the World Heritage Fund (12 approved requests since 1992 amounting to a total sum of over USD 430,000) in order to introduce a step towards a large scale urban rehabilitation which would enable a long-term and holistic framework for management. Although the impact of the socio-political events starting in 2011 resulted in a revision to the initial project design of the URHC Project and shortened its duration to just less than 3 years, very few World Heritage Sites have benefited from the extent of sustained technical support that the property has received.

The URHC project, through 1st and 2nd stage provided support to the managing authorities in preparing the necessary planning and management tools for the conservation of the property. An important amount of studies, surveys, community outreach activities and publications were elaborated and undertaken. The multisectoral approach of the project offered holistic and integral support needed for the urban and conservation management of a very complex property.

While the State Party has launched its own initiative to continue the URHC project (3rd stage) and has undertaken multi-year planning, it remains unclear how its implementation will continue and under which authority, nor how progress will be made with revitalising the Old City structures or

¹ <https://whc.unesco.org/en/list/89/documents/>

developing a Master Plan both of which are urgently needed to frame the direction of travel for all multi-agency and multi-disciplinary involvements towards halting and reversing the decline of the city..

There has been extreme concern at recent and continuing media and eyewitness reports on the continued demolition of historic neighbourhoods within the property.

Findings

In fulfilling its Terms of Reference, the Mission came to the findings outlined below.

1. Overall state of conservation

Despite several national Decrees and regulations for controlling demolitions, they continue to be one of the major threats to the conservation of the Outstanding Universal Value of the property. The urban fabric is rapidly deteriorating due to difficulties in controlling the urban pressure and infrastructure developments planned or underway, and no mitigation measures seem to be taken or previewed.

Several restoration and rehabilitation projects have been implemented in addition to other activities related to research, awareness raising, and others; especially in the historic centre (Islamic Cairo) with the support of NGO's, international cooperation and partnership projects. Nevertheless, they seem quite insufficient given the extremely large number of buildings, and indeed whole neighbourhoods, needing conservation and rehabilitation actions across the whole city of Historic Cairo.

A coordinated and holistic action from all parties, as previewed in the URHC project, including the Ministry of Tourism and Antiquities, Ministry of Awqaf, Ministry of Housing, Utilities and Urban Communities (MOHUUC), Cairo Governorate, and Urban Harmony is urgent and needs to be set out in a Master Plan for Islamic Cairo, which recognises and highlights its very specific needs and values, and is forms part of the wider urban Cairo Master Plan..

2. Legal framework for control on construction

As noted in greater details in the URHC Report on legislations, and in Section 2.1 below, the coexistence of laws and regulations referred to demonstrate the complexities and difficulty in compliance, in particular for the majority of the inhabitants of Historic Cairo who have neither the financial means, incentive nor knowledge to respect them. A neighbourhood mechanism supported by architects and urbanists where the inhabitants can seek technical and legal advice for the reparation of their dwellings could be useful.

The main issue seems to be the lack of an overall urban preservation concept in these laws, which should have enabled the safeguarding of urban fabric of Historic Cairo as a whole. For instance, Law 117/1983 or Ministry of Antiquities Decree N° 90 does not have effective power on the management of areas adjacent to designated monuments, and the currently applied practice seems continuously to focus on narrowly defined protected major monuments and zones, and not on effectively protecting their urban settings from unauthorized demolition or provide design control for new construction..

Application of legal tools seems another important issue: the demolition of urban fabric has not been halted effectively despite the issuance of several legal tools such as 144/2006 of the Ministry of Culture and Cairo Governorate Decree of July 2014.

Other new legal instruments such as Decree of the permanent committee (4/4/2018 for the execution of Decree 90/2016), Law 91/2018 and Presidential Decree 550/2018 were reported but the mission was unable to analyse them as English translations were not provided.

3. Elaboration of the large-scale, long term Urban Regeneration of Historic Cairo Project (URHC)

With regard to the continuation of the UNESCO-supported 2012-2014 Urban Regeneration of Historic Cairo Project (URHC) 3rd stage, the Engineering Centre for Archaeology and Environment, Cairo University, as consultants to the MoA, have revived activities notably to prepare a conservation plan and a management plan to integrate in the Cairo Urban Master Plan. This consultancy, however, was coming to an end in August 2019, with no confirmation of continuation at the time of the Reactive Monitoring Mission. "Data collection" under URHC project has reportedly been completed. The early completion and legal adoption of the conservation and management plans for the World Heritage property and their insertion into the Cairo Urban Master Plan is vital to ensure that the necessary infrastructural upgrading of roads, sewages and other basic public utilities, as well as housing needs of the city as a whole, can be realized without undermining important heritage assets and while respecting OUV. Both plans should also reflect the Historic Urban Landscape (HUL) approach enunciated in the 2011 UNESCO Recommendation guiding the evolution of living historic cities.

4. Management framework and tools

The Supreme Committee for the Management of World Heritage Sites in Egypt whose creation was announced in the Note Verbale of 14 January 2019 has not yet led to the establishment of an inter-ministerial coordinating entity nor an implementing body for Historic Cairo. The 2014 Decree issued by the Prime Minister that established a Historic Cairo coordinating body, reportedly only met once and at present, no regular meetings for joint decision-making process seem to be taking place that involve the core entities: the Ministry of Antiquities (MoA), the Ministry of Culture's National Organization of Urban Harmony (NOUH) and the Cairo Governorate.

The new World Heritage property boundary and buffer zone proposed under the UNESCO-supported URHC Project of 2012-2014 adopted by MoA on January 2015 and reportedly as a "MoA decree", was meant to replace the boundaries adopted by the World Heritage Committee in 2008. The Ministry of Culture's NOUH is currently working on a 2009 version also officialised as a "decree" under the Building Law, which is therefore used by the Cairo Governorate for building control, and which has a buffer zone and a core defined and regulated. The World Heritage property and buffer zone map proposed by the URHC project, which is larger than the 2008 and NOUH's 2009 plan has not therefore been officially transmitted to the World Heritage Centre and the Advisory Bodies for review and adoption by the World Heritage Committee.

A text of the retrospective Statement of Outstanding Universal Value for Historic Cairo was proposed by the URHC project as part of 2nd stage. However, the text has not yet been validated by the national authorities in order to be submitted to the World Heritage Centre for review by the Advisory Bodies. This is urgently needed in order that it can frame the delineation attributes of OUV that should form the basis of the management and conservation plans.

5. Conservation projects including the proposed al-Azhar pedestrians' crossing bridge, and how these are assessed through HIAs

Historic monuments protected by the MoA and building and structures inventoried by the NOUH are being restored for visits and some for adaptive reuse, funded primarily by the Government but also with external official development aid (ODA) funding (eg EU, USAID etc) as well as from private foundations and companies under Corporate Social Responsibility (CSR) schemes. These restored monuments, whose uses are managed directly by the MoA, are allegedly only open for special events and not for regular public visitations, hence some of the monuments already restored in the past are having to be restored again due to lack of use and maintenance.

The al-Azhar pedestrian crossing bridge project was cancelled.

6. Initiatives for engaging local communities

Difficulties both financial and compliance, encountered by the residents, particularly the poor, in consolidating or repairing historic structures they inhabit, have led to dilapidation beyond repair and the eventual collapse and loss of parts of the historic urban fabric. A few NGOs have initiated technical advisory services and small grants to the inhabitants which appear to be successful, but these need to be massively scaled-up to have any real impact.

Summary of Recommendations

The Mission makes the detailed recommendations to the State Party in Section 5.

1 BACKGROUND TO THE MISSION

1.1 Inscription History

Historic Cairo was inscribed on the UNESCO World Heritage List in 1979 as Islamic Cairo, by decision of the World Heritage Committee at its 3rd session held in Cairo and Luxor from 22-26 October 1979. Change of the site's name to Historic Cairo was approved by Decision **31 COM 8B.2** of the World Heritage Committee at its 31st session held in Christchurch in 2007. The property was inscribed under Criteria (i) (v) (vi)

1.2 Statement of Outstanding Universal Value

The text of the retrospective Statement of Outstanding Universal Value for Historic Cairo, as indicated earlier, has not yet been agreed upon ICOMOS and the State Party, hence its finalization is still pending.

The following text is taken directly from the World Heritage Committee citation and ICOMOS evaluation at the time of inscription of Islamic Cairo in 1978:

Criterion (i): Several of the great monuments of Cairo are incontestable masterpieces. Its barely pointed horseshoe arches underscored by friezes in bas relief convey an openness and rhythm to the mosque Ibn-Tulm for which it has long been praised. The decoration of the Fatimid period is, by the choice of its elements and of their application, of decisive importance to the history of monumental Musulman art: at El-Ahzar and Al-Hakim, various types of interlace and of epigraphic and linear decor with their specifically Musulman characteristics were developed. Unforgettable, the Mamuluke monument reign triumphant above the skyline of Cairo, the refinement of their colourful architecture, boldly defined, original and unexpected: done with Persian arches incrustated with interlace, minarets with finely chiselled cantilevers, tall facades with pointed arches, balconies mounted on stalactites like those of the madrasa of sultan Hassan and the mosque of Qait Bey.

Criterion (v): The centre of Cairo groups numerous streets and old dwellings and thus maintains, in the heart of the traditional urban fabric, forms of human settlement which go back to the Middle Ages.

Criterion (vi): The historic centre of Cairo constitutes the impressive material witness to the international importance, on the political, strategic, intellectual and commercial level, of the city during the medieval period.

While the justification for the criteria sets out the main reasons for inscription, the full SoOUV with its Brief Synthesis and Statements of Integrity and authenticity provides an opportunity to spell out more clearly the value of the property and the key attributes that support its OUV, particularly aspects of its urban fabric.

In the intervening years since 1978, the material witness that the historic centre of Cairo conveys has become all the more exceptional given the changes that have taken place over the past forty years in other urban areas throughout the region.

1.3 Issues Raised in the ICOMOS Evaluations at the Time of Inscription and for Subsequent Extensions

At the time of inscription Decision **03 COM XII.46** "Consideration of Nominations to the World Heritage List" stated that the Committee took note of the concern expressed by ICOMOS in relation to the problems involved in safeguarding the site.

1.4 Examination of the State of Conservation by the World Heritage Committee and Background of the Current Reactive Monitoring Mission

Decision **43 COM 7B.44** and **41 COM 7B.77** adopted at its 41st session (Krakow, 2017), taking into account Decisions 39 COM 7B.50 (2015), 37 COM 7B.49 (2013), 36 COM 7B.51(2012), 35 COM 7B.48 (2011), 33 COM 7B.55 (2009), 32 COM 7B.58 (2008) and other Decisions regarding the state of conservation of the site since 1997.

The main threats that have been addressed by the World Heritage Committee are related to the continued deterioration of the traditional urban fabric, neglect and lack of maintenance and overcrowded areas and buildings, uncontrolled demolitions, deterioration of monuments and buildings, lack of a management system, uncontrolled development major infrastructure projects, , the lack of mitigation measures and elaboration of Heritage Impact Assessments (HIA), and, overall, the absence of an integrated socio-economic revitalization approach, set out in a Master Plan, that links the urban and the socio-cultural fabric of the city core, provides a clear direction of travel and a framework for the conservation and management plans.

1.5 Justification of the Mission

The Mission was carried out in pursuant to Decision 41 COM 7B.77 which inter alia requested the State Party to invite a joint ICOMOS/UNESCO Reactive Monitoring mission to consider progress achieved in developing a 3rd phase of the Urban Regeneration of Historic Cairo Project (URHC); delivery of the Urban Master Plan including the conservation plan; as well as the impact of new policies and recent administrative measures in safeguarding the Outstanding Universal Value (OUV) of the World Heritage site. The Committee requested that this Mission provides a report focused on recommendations for examination by the World Heritage Committee at its 43rd session in 2019. However, since it was not possible for this Mission to take place until 8-13 June 2019, the findings of this Mission will be examined at the 44th session.

The Terms of Reference for the Mission are provided in **Annex 1** and the abovementioned Decision in **Annex 2**.

2 LEGAL AND INSTITUTIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF WORLD HERITAGE PROPERTY

2.1 Protected Area Legislation

The following is based on excerpts from the URHC Report on Egyptian legislations in relation to the rehabilitation of Historic Cairo, dated 8 July 2013 prepared by URHC team, based on an Arabic reporting submitted by Eng. Hassan Fahmy. This report provides a full analysis of laws relevant to the management of the built environment of Historic Cairo:

As noted in greater details in the URHC Report on legislations, the laws and regulations referred to below, demonstrate the complexities and compliance difficulties, particularly for the majority of the inhabitants of Historic Cairo who have neither the financial means nor knowledge to respect them. One of the NGOs working in Historic Cairo have recommended the establishment of “neighbourhood heritage cells” staffed by architects and urbanists where the inhabitants can seek technical and legal advice for the reparation of their dwellings. Such NGO-operated information and technical service, which exist in some countries, even if operated once a week or once a month, supported by young professionals or qualified student interns, should improve community engagement in the safeguarding of historic centres, notably with regard to the deterioration and demolition of historic buildings and blocks, and new construction activities.

Established legal measures:

- Law 215/1951: indicated in the nomination file
- Law 117/1983: The Antiquities Law.

Part 1 of the law identifies the properties or the movable objects that shall be considered an antiquity. In this respect, the Supreme Council of Antiquities (SCA) may accept the alienation of historic real estate properties by authorities and individuals by way of a grant, against nominal price or by placing such properties at its disposal for a period not less than 50 years. Furthermore, the antiquity shall be registered by a decree issued by the Minister of Antiquities, based on the proposal of the SCA board. The owner should be informed, and the decree should be published, and endorsed to register the property at the Real Estate Publicity Department. As a result, the property can neither be demolished nor exported nor confiscated. However, the adjacent lands may be confiscated after the approval of the Minister of Antiquities, based on the proposal of the SCA board and directors. No work is allowed to the property, unless a permit is obtained from the SCA after the approval of the permanent committee. Moreover, these works shall be carried out under the direct supervision of the SCA representative. In case unlicensed works is conducted, the SCA shall restore things the way they were at the expense of the violator without prejudice to penalties stipulated in the law. The Supreme Council for Planning and Urban Development may - upon the proposal of the Minister and against a just compensation - assign easement rights to the properties adjacent to the archaeological sites and historic buildings, within the limits of the antiquity zone, to preserve its artistic characteristics or its outer shape. Furthermore, no building licenses may be granted for archaeological sites or lands or to the area of the aesthetic lines.

The Antiquity zone as defined by the Law: places or lands adjacent to the antiquity, defined by the ad hoc permanent committee to ensure their protection. Places and lands of proximity to the antiquity are defined as: places or lands outside the archaeological sites, places or lands, of which distance is designated by the Council. A resolution is issued by the Supreme Council for Planning and Urban development in respect of sites, places or lands-whether at the qualified areas or otherwise, to guarantee the preservation of the surrounding of the antiquities. Supreme Council for Urban Planning can grant licenses in the area of the aesthetic lines only upon approval of the SCA and under their conditions aimed at the preservation of integrity.

Note: The Mission has noted that despite provisions of protecting areas adjacent to MoA-designated monuments, few have actually registered such protection zones surrounding monuments. Even when they exist, demolitions without authorization have been carried out in the name of safety and new incongruent structures built by private owners of such land without adequate design control.

- Ministry of Antiquities Decree No. 90 to regulate the construction work and elevations within the boundaries of Historic Cairo (9 February 2016):

Ministry of Antiquities' Ministerial Decree No. 90 issued in 2016 is to regulate the construction work and elevations within the boundaries of Historic Cairo. This Decree contained the most important article: "Abolition of the Decree of Minister of Culture No. 250 for the year 1990 concerning regulations of construction work within the boundaries of Historic Cairo, and applying preservation measurements on areas of special value of Historic Cairo that are set by the National Organization for Urban Harmony, and accredited by Supreme Council of Planning and Urban Development chaired by the Prime Minister during its fourth session on 29th July 2009", in cooperation with National Organization for Urban Harmony and Cairo Governorate. This decree is considered a step towards unification of decrees and laws of preserving the urban fabric of Historic Cairo and setting unified conditions and rules as the urban fabric is one of the most important attributes of Outstanding Universal Value (OUV) of the property in criterion V, alongside with the authenticity and integrity of the site.

Note: The Mission has noted that MoA's concern is largely limited to areas of Historic Cairo in the immediate vicinity of MoA-protected major monuments, hence not adequate to halt decay or demolition of the historic fabric in the World Heritage property as a whole.

- Law 144/2006: Regulating the Demolition of Non-Dilapidated Buildings and Establishments, and the Preservation of Architectural Heritage.
- Law 144/2006 and its Executive Regulations Decree 144/2006: concerns the protection and conservation of buildings and structures of distinctive architectural order or related to national history or a historic personality or those representing a historic era or considered a touristic destination; and protected against demolition or modification.

- Law 119/2008: The Building Law and its Executive Regulations

This law includes “The areas characterised by richness of contents of heritage, architectural, physical symbols, aesthetic or natural value, and needs to be dealt with as an integrated unit for conservation”. It differs from Law 117 and Law 144 in that it is concerned about the urban area and the monument context, not the monument building itself. Law 119 is divided into the following five parts:

Part 1: Urban Planning

Part 2: Urban Harmony

Part 3: Regulations of the building works

Part 4: Tenants union regulation and the preservation of the built heritage

Part 5: Penalties

The Building Law identifies as the major “competent Minister” the Ministry of Housing, Utilities and Urban Development (MoH) unless differently specified. its objectives are to:

1. Set out the national program for preparing the urban development strategic plans at national, regional and governmental levels.
2. Review, approve and follow up the implementation of the general strategic plan.
3. Prepare the specialized sector studies on urban planning and development.
4. Prepare urban plan criteria and monitor their implementation.
5. Develop and improve the abilities of urban planning departments at the local unit.
6. Improve the implementation mechanism of the strategic and detailed plans at different level.
7. Evaluate and update data and urban indicators in coordination with different data centre.
8. Propose and express the opinion in laws, regulations and decrees regulating the urban planning and development

- Cairo Governorate Decree: Governor's obligatory decree not to issue any demolition decree without Cairo Governor Approval (16 July 2014):

The Cairo Governor has issued this decree to Cairo districts chiefs (Khalifa- Cairo Downtown- Establish a funding mechanism for the conservation and maintenance of unlisted heritage buildings within the World Heritage property. Zeinab- Masr El-Adeema) in order not to issue any demolition decree without the Cairo Governor Approval. The Technical Bureau of the Governor with participation of the Technical Supervision General Administration is meant to review all demolition, reparation and construction licenses in the districts of Historic Cairo based on this decree of the Cairo Governor.

Note: The Mission notes that given the numerous cases of unauthorized demolitions, this 2014 Cairo Governorate Decree is not adequately enforced.

New legal measures:

The Mission was informed of the following recently adopted legal measures but were not provided with English translations of the texts. The Mission therefore requested that the original Arabic text and the officially certified English translation be sent to UNESCO's World Heritage Centre.

- Decree of the permanent committee in its session dated by 4/4/2018 : regulations for the execution of Decree No. 90/2016 regarding building within the boundaries of Historic Cairo and identifying the stakeholder of competence and authority in issuing the decisions of removing encroachments (English translation not available, so a request was made for a copy be sent to the UNESCO World Heritage Centre)
- Law No. 91/2018 for the Antiquities Protection: “defining some criteria of the conservation of cultural heritage sites and their buffer zones and their OUV “(it was not clearly explained what “some criteria” covers, and an English translation was not made available, so a request was made for a copy to be sent to the UNESCO World Heritage Centre).
- Presidential Decree No. 550/2018: regarding the establishment of the Supreme Committee for the management of World Heritage Sites in Egypt: as mentioned above, no mechanism had been established for Historic Cairo, at the time of this Mission, for the implementation of this Presidential Decree.

2.2 Institutional Framework

The Ministry of Antiquities serves as the official entity responsible for the World Heritage Historic Cairo, and acts as the focal point for relations with UNESCO and the World Heritage Committee, with inputs from the Cairo Governorate, the Ministry of Culture's National Office for Urban Harmony and other line ministries.

The Ministry of Antiquities is responsible for Law 117 of 1983 and the Ministerial decree concerning properties both Immovable and movable protected as antiquities.

The Ministry of Culture's National Organization for Urban Harmony is responsible for Law 144 of 2006. Buildings and structures are identified, evaluated and put on the NOUH inventory by the NOUH officials and associated experts, however, responsibility for their protection, conservation or any modification appear to be with the local municipal authorities, which in the case of Cairo is with the Cairo Governorate's Cairo Heritage Preservation Unit.

Cairo Governorate is responsible for the implementation of the Law 119/2008, the Building Law and its Executive Regulations. It's the Cairo Heritage Preservation Unit, who was closely associated with the UNESCO-implemented Urban Regeneration Project for Historic Cairo 2012-2014, works closely with the NOUH and field missions to Historic Cairo to monitor demolition and building activities with the aim of halting un-authorized activities.

The Mission was presented a PowerPoint Presentation by the Historic Cairo Regeneration Team which included a slide on a new proposed management structure for Historic Cairo:

Proposed Administrative Structure

Administrative Structure of Historic Cairo proposed by URHC Team based on a study on management and partnership, consists of a inter-ministerial steering committee headed by the Prime Minister and a Historic Cairo Agency Board of Directors chaired by the Minister of Antiquities or his representative, Historic Cairo Saving Fund, Head of Historic Cairo Agency, Administrative Unit of the Ministry of Antiquities, Executive Unit of Cairo Governorate, and a Technical Support Unit of the Engineering Centre for Archaeology and Environment.

3 IDENTIFICATION AND ASSESSMENT OF ISSUES/THREATS

3.1 Governance

3.5.1 Management Tools and their Implementation

Challenges in terms of legal frameworks

The World Heritage Committee as well as past missions recommended the establishment and enforcement of stricter controls, particularly on demolition and development in order to stabilise the current situation of the urban fabric, in parallel with appropriate awareness-raising actions (Decision **39 COM 7B.50**) and several measures were reported to have been undertaken. This includes the activation by the Ministry of Antiquities of Decree no. 90 within the Historic City of Cairo, as reported in the State Party's report in 2019, which was expected as a huge step for enforcing mandates of the authorities in relation to building transgressions. As analysed in Section 2 above, the efforts of the State Party in issuing several legal tools to regulate development and treatment of buildings, are welcomed, it seems necessary to review them in order to review their consistency, effectiveness and enforceability in order to make the legal arsenal practical and applicable. These legal tools are under the responsibility of different agencies and needs greater alignment in their application.

Boundary and buffer zones

The State Party reported in 2015 that it had approved the boundaries and buffer zone of the property as proposed by URHC, which were officially accepted by the Steering Committee and adopted by a Minister of Antiquities Decree. However, the boundaries have not adopted at the highest level through a prime minister decree, therefore they have not been submitted to the World Heritage Centre for evaluation by the Advisory Bodies. The Mission noted that the status of the World Heritage property boundary and the buffer zone remains unclear with three maps existing for the property: the 2008 World Heritage property and buffer zone map of Historic Cairo adopted by the Committee in 2008 (Figure 1), the UNESCO-supported URHC Project of 2012-2014 reportedly officialised as a "MoA decree" map from 2014 (Figure 2) and the Ministry of Culture's NOUH 2009 version also officialised as a "decree" under the Building Law (Figure 3), which is therefore used by the Cairo Governorate for building control and includes regulations for both, the core and the buffer zone; moreover, the World Heritage property and buffer zone map of Historic

Cairo adopted by the Committee in 2008 is not the same as the MoA map of 2014 nor the NOUH map of 2009.

The final endorsement of the new boundaries and buffer zone of the property and their adoption by the World Heritage Committee, are of utmost importance for the implementation of the recommendations and plans resulted from the URCH project and other management tools. Authorities of MoA had indicated that the boundaries of the property needed to be re-studied to improve the management system, the analysis and study of the maps prepared by NOUH and URCH project would need to be studied in order to arrive to an agreement on which would be the definitive plans to be sent to the World Heritage Centre for future adoption by the Committee. Close coordination with the World Heritage Centre and the Advisory Bodies would need to be undertaken to analyse this possibility prioritizing the conservation of the property

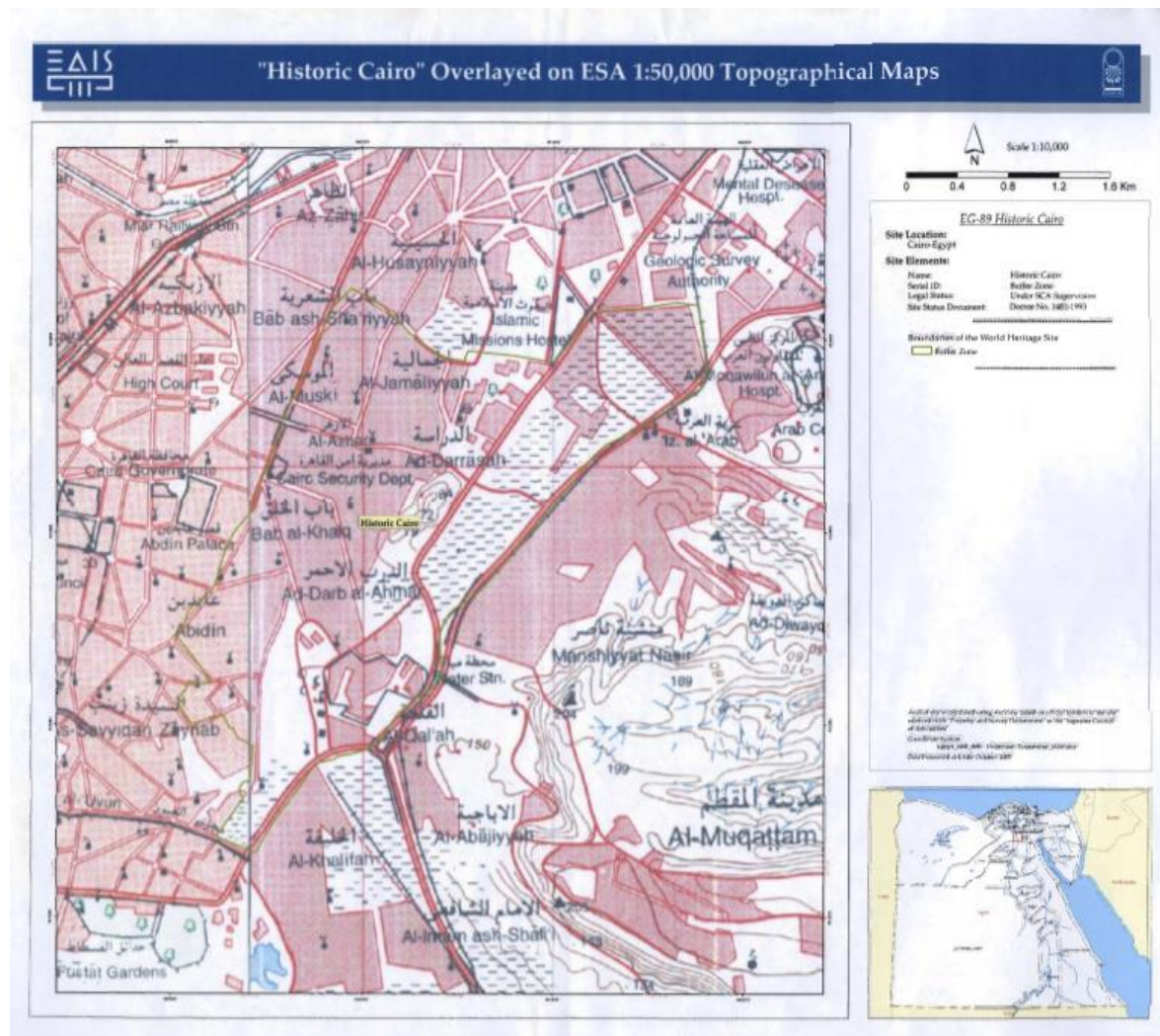


Figure 1. Clarification as adopted by the World Heritage Committee in 2008. Source: World Heritage Centre

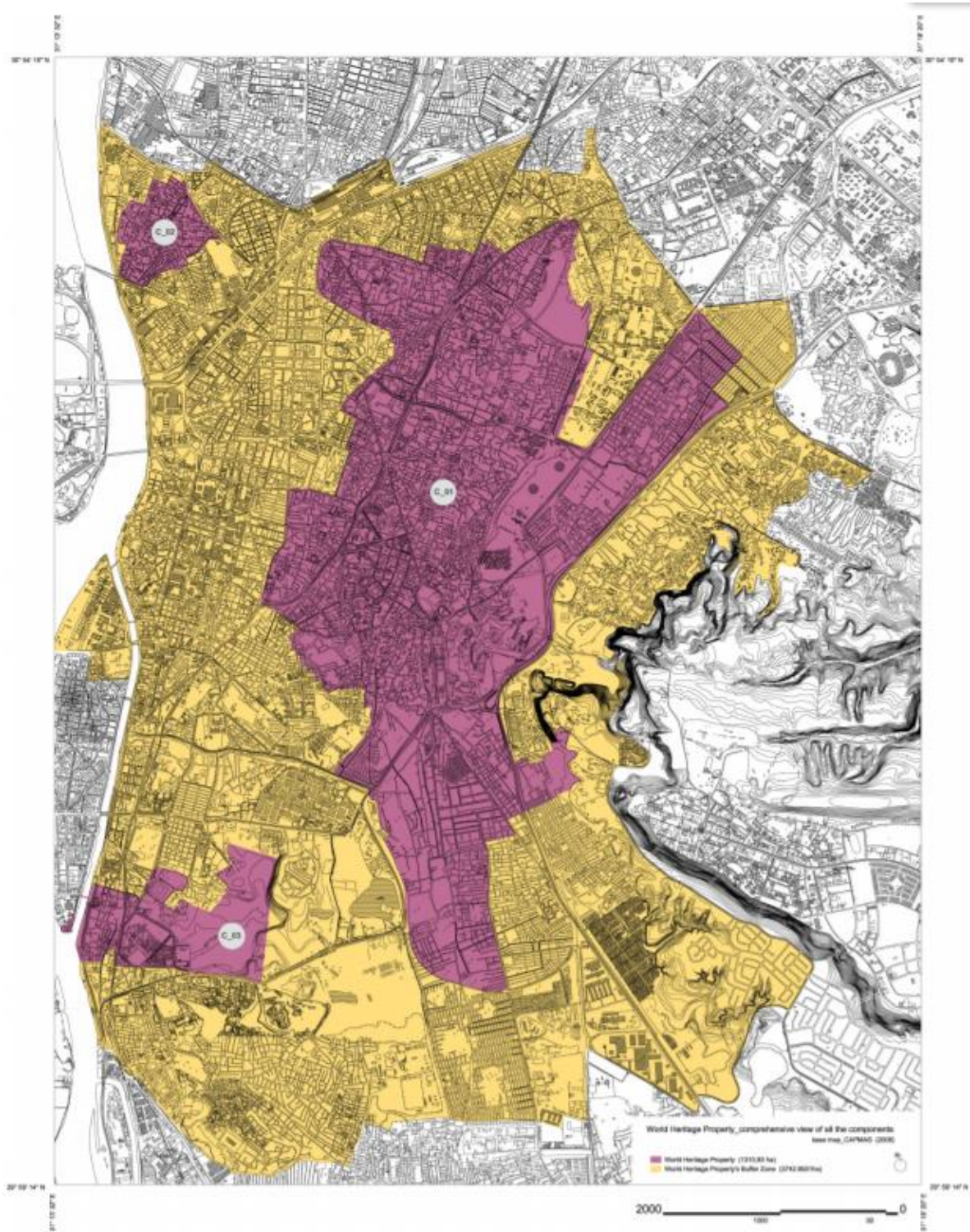


Figure 2. Proposed boundaries and buffer zone proposed by URHC project in 2014. Source: Urban Regeneration Project for Historic Cairo FINAL REPORT ON THE ACTIVITIES July 2012-November 2014

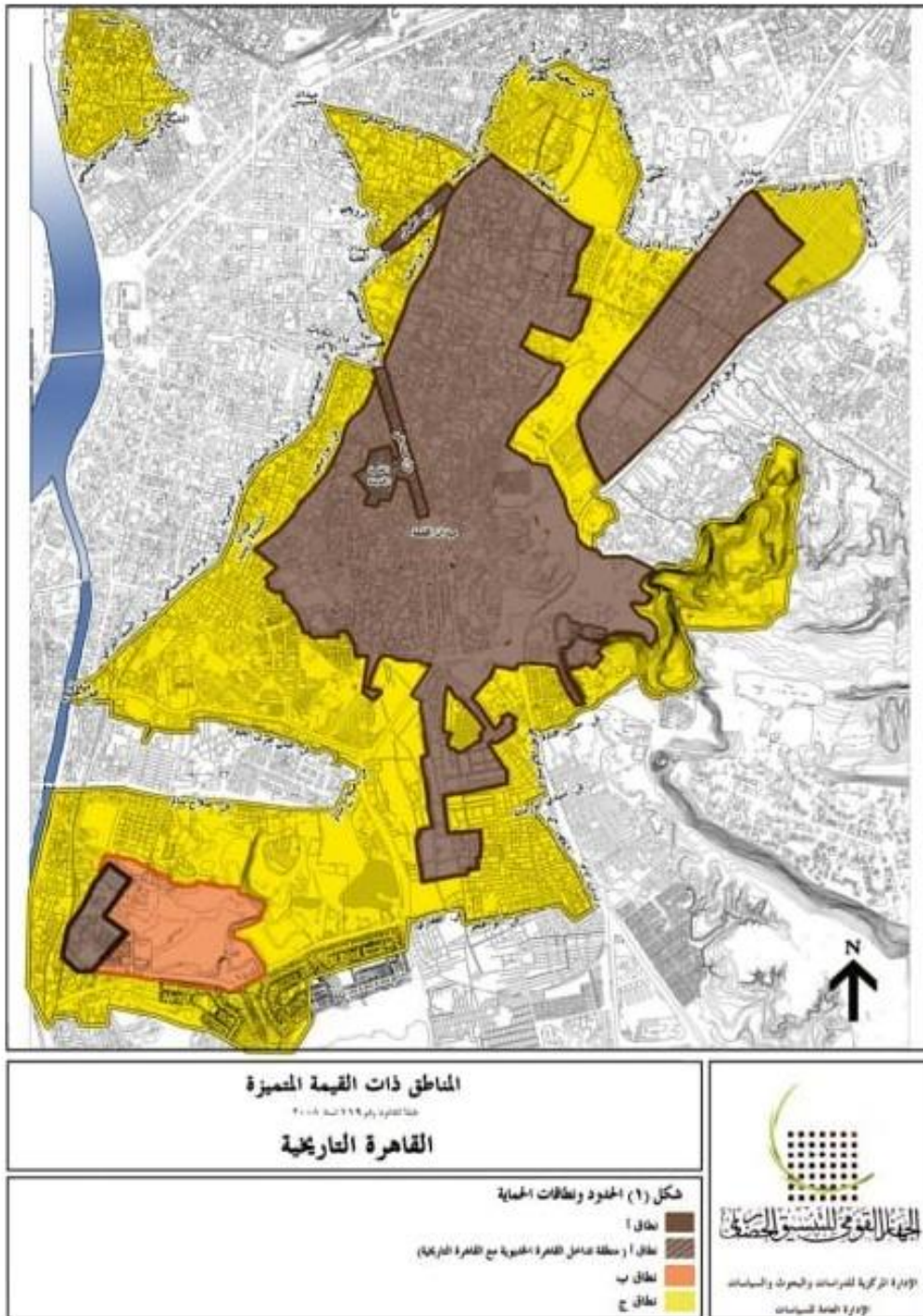


Figure 3. Ministry of Culture's NOUH 2009 core and buffer zone map.

Management structure, planning capacity including consultation mechanism within the State Party management authority and among all stakeholders

In 2014, the interagency mission (UNESCO/ICOMOS/ICOM) recommended, for the reinforcement of the property's management and more coordinated management mechanism to gather the Ministry of Antiquities, Governorate of Cairo (building violations, removal, construction), Ministry of Utility, Housing and Urban Development (general administration), the Awqaf (management of mosques only – other buildings are under MoA according to the 2014 mission report), Ministry of Tourism (waste management). It also suggested creating regulations for specific conservation zones identified by the initial URHC project.

In 2018, it was indicated that the MoA considering appointing a General Council for the management of the property, which would be legally constituted and have an independent budget. However in 2019 State of Conservation report, no further details have been submitted and it was said that work to draft a proposal for an institutional framework to manage the property will be carried out as part of the 2nd phase of the URHC project and presented to the Supreme Council for Planning and Urban Development for approval. This aspect is said to be one of the most important outputs of the 2nd phase. The timeframe for establishment of this administrative framework remains unclear. It is recommended that the Committee request additional information in this regard.

The Mission was shown the organizational structure of an inter-ministerial committee, but the exact nature and mandate of the proposed General Council was not clear. The Mission got the impression that this General Council is a management entity (as indicated earlier with an independent budget with approved revenue sources). Such a “sub-contracting” entity to manage an area as vast as the Historic Cairo World Heritage property, a living city and not an archaeological site, would not be realistic in the opinion of the Mission, and would be tantamount to creating a “state within a state”, or some huge “gated community”. Question arises as to the role of the Cairo Governorate services in this vast area to be managed by this General Council. Furthermore, it was not clear what the relationship is or would be between this General Council and the Supreme Committee for the Management of World Heritage Sites in Egypt whose creation was announced in the Note Verbale of 14 January 2019 sent to UNESCO. At the time of this Mission, this Supreme Committee – for inter-ministerial coordination had not yet met. Moreover, clarity is needed on what is the relation between this Supreme Committee for World Heritage (nation-wide) and the entity created by the 2014 Prime Minister Decree that established a “Historic Cairo coordinating body”, which reportedly only met once and at present, no regular meetings for joint decision-making process seem to be taking place that involve the core entities: the Ministry of Antiquities (MoA), the Ministry of Culture's National Organization of Urban Harmony (NOUH) and the Cairo Governorate

Technical Unit for preservation

It was recommended in 2015 and 2017 to create a Technical Unit formed of a highly qualified multidisciplinary team, to manage the property, establish its integrated management plan, and take forward the URHC project.

At the moment, this unit has not been formally created and it is uncertain how the implementation of the project will continue. It is a matter of urgency that the State Party formalizes the creation of the Technical Unit to strengthen the management structure of the property.

Management Plans

The Committee and previous missions also recommended the establishment of a Master Plan, conservation and management plans and other management tools. In 2019, the State Party proposed, within the framework of URHC, an Action Plan to guide the Sustainable Development Plan for Historic Cairo. The Committee requested more details and timeframes for how the overall project is to be structured, and the precise outcomes envisaged, and the proposed status of the Action Plan in relation to the institutional framework for managing the property and to a master plan as previously envisaged. It is important that all management tools that may be in elaboration are integrated into the Cairo Master Plan.

Retrospective Statement of Outstanding Universal Value of the property

A draft text of the retrospective Statement of Outstanding Universal Value for Historic Cairo was proposed by the URHC project as part of its phase 2. However, the text has not yet been validated by the national authorities in order to be submitted to the World Heritage Centre for review by the Advisory Bodies. Discussions between all relevant parts in the management of the property should discuss the text proposed and agree on a version to be submitted to the World Heritage Centre for approval by the Advisory Bodies as soon as possible.

3.2. Physical State of the property

3.2.1. Regulations on infrastructure

The State Party reported in 2017 and again in 2019 that:

- Stricter controls on demolition and development have been put into place through the Ministry of Antiquities approving the activation of Decree no. 90/ 2016 within the Historic City of Cairo, which covers building works and heights, and determines competent authorities for removing transgressions, and has also set up regulations for executing the new Decree. This is considered an important step to unify the decrees, laws and standards that aim to preserve the urban texture of the property, which is essential for its OUV;
- The Governor of Cairo also issued a decree to Cairo district heads, obliging them not to authorize demolition without his personal approval;
- The Governorate's Heritage Unit and Technical Bureau of the Governor review all demolition and repair decrees as well as construction license;
- The duties of the National Organization for Urban Harmony, and the permanent committee for Islamic and Coptic Antiquities have been activated in relation to the approval of building and demolition licenses;
- The Mission noted with regard to the above that large-scale demolition and rapid constructions of high-rise buildings during the post-2011 period of political instability, including in the area around the **Al-Azhar Park** (a 30-hectare park build by the Aga Khan Trust for Culture) have reportedly been discontinued with greater building controls with limits imposed on heights of new buildings in order not to further destroy the historic skyline of the World Heritage property. The project to renovate the Al-Azhar Pedestrians' crossing bridge, has been suspended.

Demolitions without prior authorization and without approved reconstruction projects have nonetheless continued, notably in **Abd al Maguib al-Labbana**, **Imam al-Laithy** and **Arab al-Yasser**. Still pending is the situation of **Hattaba area**, in the setting of the Citadel. Designated as

informal settlement, there is a decree by the governorate to evict the inhabitants and demolish the area.

The Cairo Governorate Heritage Unit was visited by the Mission and discussions held with its head, who was part of the UNESCO-supported URHC Project, who stated that the Unit regularly monitors the World Heritage property with the view of controlling development and protecting the NOUH-listed buildings. However, it was understood that non-authorized demolitions are usually carried out by private owners for security reasons to protect against dangers of building collapse.

3.2.2. Restoration

The Ministry of Antiquities has provided lists of on-going and completed major conservation projects totalling some USD 800 million. The Mission visited the **Khalifa Street** which historic buildings are among the protected monuments by the MoA and buildings and structures have been inventoried by the NOUH. It is most encouraging that an increasing number of monuments are being restored for visits and some for adaptive reuse, funded primarily by the Government but also with external official development aid (ODA) funding (eg EU, USAID etc) as well as from private foundations and companies under Corporate Social Responsibility (CSR) schemes. These restored monuments, whose use are managed directly by the MoA, are however, allegedly only opened for special events and not for regular public visitations, hence some of the monuments already restored in the past are having to be restored again due to lack of use and maintenance.

3.3. Urban Regeneration

3.3.1 Development of URHC and its impact, alignment with HUL

The State Party reported in 2017 that a large-scale, long term Urban Regeneration of Historic Cairo Project (URHC) is being prepared by the Ministry of Antiquities. This project will encompass the whole urban landscape and its urban activities. It aims to revitalize the city's structures and activities so that it may become a major interactive component within the modern city. The Ministry will sign a contract with a consultant (the Engineering Centre for Archaeology and Environment, Cairo University), in addition to experts in specialized fields. The detailed administrative urban, cultural, economic and social goals of the project are clearly set out.

The State Party further reported in 2019 that the 1st stage of the URHC large-scale revitalization project, comprising data collection, was completed in August 2018; the 2nd stage will include analysis of the following: (i) Consideration of Historic Cairo as a special planning unit; (ii) Dividing Historic Cairo into working areas and determining priorities and actions for each area; (iii) Drafting a proposal for an institutional framework to manage the property, (iv) Identifying standards for heritage preservation measures; (v) Defining a suitable legal framework for the property; (vi) Development of a self-financing concept; (vii) Organization of a conference for the presentation and discussion of urban regeneration projects and administration and partnership proposals. The 3rd stage will encompass the preparation of an Action Plan to guide the Sustainable Development Plan for Historic Cairo.

The Mission was provided with a progress report on the continuation of the UNESCO-supported 2012-2014 Urban Regeneration of Historic Cairo Project (URHC) by the Engineering Centre for Archaeology and Environment, Cairo University, as consultants to the MoA. Cairo University has revived activities to prepare a conservation plan to integrate in the Cairo Urban Master Plan. This consultancy, however, was coming to an end in August 2019, with no confirmation of continuation

at the time of the UNESCO-ICOMOS Reactive Monitoring Mission. Although “data collection” has reportedly been completed, it is unclear what data have actually been gathered.

Progress related to the studies foreseen in the 2nd stage mentioned above, are not clear in the State Party report. Dividing the World Heritage property into working areas is a good idea to enable detailed area by area studies and analyses; and to determine priorities and actions, as only such detailed planning will enable the elaboration of a conservation plan.

The early completion and legal adoption of the conservation and management plans of the World Heritage property and their insertion into the Cairo Urban Master Plan is vital to ensure that the necessary infrastructural upgrading of roads, sewages and other basic public utilities, as well as housing needs of the city as a whole, can be realized without undermining the OUV of the property and while taking into account the Historic Urban Landscape (HUL) approach enunciated in the 2011 UNESCO Recommendation guiding the evolution of living historic cities, in line with the previous Committee’s Decisions.

3.3.2 Application of strategies for urban regeneration

The State Party reported in 2019 that urban regeneration strategies have been adopted by the Ministry of Antiquities, in coordination with the Cairo Governorate, for **Moez Street**, **Souk al-Selah**, and **Bab al-Wazir Street** and **Khalifa Street** areas. The Mission visited the above-mentioned areas and noted the success of the lively commercial district with shops in galleries which have primarily been reconstructed while keeping some original historic structures and architectural elements. Overall, the historic scales have been maintained providing livelihood opportunities for thousands of people servicing tourists as well as the inhabitants. But these projects while successful as commercial ventures within “rehabilitated oases”, does not in themselves constitute urban renewal or regeneration which requires a more comprehensive approach notably in housing stock improvement, proximity commerce catered for the local inhabitants rather than with focus on tourism. To halt demolition during the time needed to complete the preparation of the urban conservation and regeneration plan, the MoA and Cairo Governorate can multiply and up-scale their commendable support for NGO actions for local community development which includes technical advice for small scale housing repair and maintenance. This would appear to be the only way the historic fabric, made-up of privately-owned houses and shops, could be safeguarded.

3.4 Human Resources

Capacity building on World Heritage matters and conservation continues to be an important need at all levels, from national authorities to local communities. In addition to appraise needed expertise on several disciplines relating to conservation, it is also important to involve experts on urban conservation and planning who can guide the overall conservation, maintenance and valorisation of cultural and historic values within the Historic Cairo, through a holistic approach to make them in harmony with developmental requirements.

3.5 Interpretation

3.5.1 Public Outreach, Awareness Raising and Civil Society Engagement

The State Party reported that community engagement and awareness programme for local residents has been created by the Ministry of Antiquities, in coordination with the Ministries of Culture, Education, and Youth and Sports, museum departments, and civil society organizations. A Children Cultural Clubs Project will soon be inaugurated, which will be focused on the Sabils (drinking fountains). The Mission met a number of NGO representatives who each made presentations of their heritage related activities. NGO Art d’Egypt focused on CSR-funded activities of artistic events in restored monuments attracting media attention. While some others were involved in community heritage awareness-raising activities. Only one NGO, to our knowledge, Athar Lina (in cooperation with MoA) has introduced community-oriented technical advisory services for historic buildings, aiming to tackle negative emotions and foster positive associations through a number of activities for the benefit of the inhabitants, particularly the poor. Partnerships with NGOs and CBOs should be strongly encouraged by the Government by facilitating the grant of authorization and co-funding through the establishment of one mechanism for the review and approval of applications to work in Historic Cairo so that time-consuming and often conflicting criteria of approval between the different government authorities, will not discourage more NGO involvement.

3.5.2 Research and Documentation

In order to upscale the overall vision for the preservation, by overcoming monument-centered approach, would also require a multidisciplinary study and continued researches on values of Historic Cairo, both tangible and intangible elements as well as newer historic fabrics such as dwellings, public spaces (cemeteries, markets, etc) and human dynamics (proximity commerce, artisanal activities, local providers). Deeper understanding of these values and of means of their upkeep and renewal would lead to a strategic approach in addressing. Dialogue and Interaction with Local Communities & Sustainable Development Policy

3.6 Sustainable tourism

Cultural heritage tourism is an important economic resource for both the country and the local community; however, it needs to be strategically structured, managed and promoted in the sites to optimize benefits. Campaigns including training can target the following groups: Independent tourists (Egyptians and foreigners); Organized tourism; Tourism service providers (including workers in hotels, information centres, shops, cafes and restaurants); the Egyptian Ministry of Tourism and other governmental institutions concerned with heritage tourism in Egypt.

A comprehensive public relations and multi-media strategy is crucial to help promote the concept of urban heritage conservation and the benefits of the site to a wider audience. A detailed schedule for media coverage and events should be designed for Historic Cairo. Activities such as those of the association *Art d’Egypte* including “Night at the Museum”, “A night of Art at Muizz Street” are useful examples to give exposure in the media to the historic district and its heritage.

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

4.1. General State of Conservation

The renewed expression of commitment by the State Party and notification to UNESCO through a Note Verbale dated 14 January 2019, from the Permanent Delegation of Egypt to UNESCO, of the creation of “The Supreme Committee for the Management of World Heritage Sites”, an inter-ministerial entity was thus welcomed. As sections 3, 4 and 5 of this report indicate in greater details, despite achievements made for the conservation of some monuments, the historic urban fabric of Historic Cairo is in a critical state due to continued demolition without prior authorization, and without approved post-demolition reconstruction project(s) for the specific area to be demolished.

The major risk, therefore, to the OUV of Historic Cairo is in the loss of the historic urban fabric, including the immediate setting of the monuments. Huge segments of historic neighbourhoods have been demolished such as in **Al Darb Al Ahmar** and areas surrounding **Moezz street**; the building of a flyover on the area of **al-Imam al-Laithy**, part of the southern cemeteries within the boundaries of the World Heritage property, has induced the removal of the fabric of the cemeteries. A long section of **Abd al-Maguib al- Labbana** is disfigured by extensive demolitions. In **Arab al-Yassar**, (an area within the setting of Cairo Citadel) the mission noted the demolition of few buildings after the designation of the area as an informal settlement by the Egyptian authorities. Despite considerable media attention to these demolitions and NGOs initiating legal actions, the fact that the demolished structures were not legally protected by Ministry of Antiquities (MoA) nor NOUH have not allowed any sanctions.

In the absence of a law for the protection of “heritage precincts”, rather than only of monuments, buildings/structures and their immediate surroundings, the OUV of Historic Cairo will continue to be undermined leaving only conserved/restored buildings without their historic context and ultimately this could result in a complete loss of urban fabric which is a key attribute of OUV

Although some allege that Building Law 144 provides for the protection of “heritage districts/precincts”, this does not seem to be the case. Law 144/2006 is about the preservation of architectural heritage with special reference to buildings of particular value (which are not listed as monuments by the Ministry of Antiquities) while Building Law 119/2008 defines urban planning measures and the role of the NOUH in the protection of sites and buildings of heritage values. Without legal protection for urban heritage districts/precincts and its enforcement in the Historic Cairo core area, and the elaboration of planning documents (i.e. conservation plan incorporated as part of the urban plan), that foresee both conservation and legitimate development, the on-going destruction and loss of OUV will not cease.

The Mission reiterated to the authorities that it is acceptable practice in protected heritage areas to permit demolition and reconstruction if necessary, but they must be within the framework of an urban conservation and urban renewal plan, with regulations and due processes, after analysing the heritage value of each area within the World Heritage site so that the historic urban characteristics of the OUV are maintained. The importance of the strategic vision laid out in the

Urban Regeneration of Historic Cairo Project which took place from 2012 until 2014 with UNESCO technical support, is precisely to allow the vast World Heritage property of Historic Cairo core and buffer zone areas, to meet the needs of the present and to prepare for the future as a living city in constant evolution. Recommendations and Action Plans developed by the URHC in 2014 remain valid but with greater urgency.

The Mission noted the principles of the 2011 UNESCO Recommendation on the Historic Urban Landscape Recommendation (HUL) in guiding levels of acceptable change and the evolutionary nature of living cities.

What is extremely preoccupying is that in spite of the State Party claim in its 2017 and 2019 reports, of “progress in development control and the implementation of other Committee recommendations”, it is clear that operational efficiency of these measures appears doubtful and these have not resulted in proactive action on the ground and application of concrete and enforceable regulations to halt continuing decline. Most importantly, these legal tools focus on specific acts (demolition, building control, maintenance). Without an overarching vision which should have been provided solid management objectives and guidance. Although a few NGO-initiated projects of supporting local inhabitants to repair their houses/shops have received Cairo Governorate support and MoA endorsement. These initiatives of pilot projects need to be upscaled to cover a much larger area if they are to be effective. But these can only be done based on a conservation and regeneration plan as indicated in the 2012-14 URHC project which has shown the methodology of urban heritage analyses and the technical elaboration of a conservation plan based on an overall strategy.

The Mission noted that residents in Cairo require access to expert advice, if possible, in the form of a district antenna when it comes to consult legal and technical appropriateness of their planned actions in repairing, demolishing or upscaling their dwellings. **A crucial issue is how financial incentives may be offered to keep ancient and traditional dwellings in Historic Cairo.**

The Mission also observed that decades and centuries of accumulated sand and dust on streets gradually increase their level, putting old building gates below street level and what were once ground floors are almost at basement level now. Historical buildings are increasingly depressed: the street level have become a drain for surface water and local sources of ground water. The accumulation of dust and sand, as well as solid waste on unmaintained rooftops, have turned some roofs into elevated garbage dumps with risks of fire hazards and the extra weight adding to rapid deterioration.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1. Conclusions

The overall historic urban fabric of this World Heritage property suffers more than individual protected the monuments. While some of the monuments are vulnerable due to lack of conservation, the main threat is to buildings of “minor architecture” and the related street layouts that form the context of the historic built environment, which provide the backdrop for the commercial and social life of the city.

Most of the attributes of OUV that justified the inscription of the property on the World Heritage List still exist, but they are threatened by a process of physical and environmental degradation and functional decay.

Many of the inhabitants of the historic districts cannot afford the restoration or even the repair of their houses. Thus, the neglect and lack of maintenance cause structural instabilities that end up in the collapse of the buildings or deterioration beyond affordable rehabilitation.

Structural instability was the main reason for the grant of demolition permits, issued at ease in the past. This has favoured the creation of large holes and open spaces in the continuity of the historic fabric that have altered the understanding of streets and their value.

Increase in ground water levels threatens the safety of monuments and buildings of architectural value and creates a number of other problems. It causes flooding in basements and ground floors, threatens the stability of walls and foundations, and increases humidity, causing the deterioration of wooden and other organic building materials, while also creating health problems for inhabitants. Careful de-watering actions to increase discharge should be considered in the conservation plans, as well as sewage systems for informal areas close to Historic Cairo. In the Al-Khalifa district underground water were visible at Al-Ashraf Khalil, Fatima Khatun and in the Sama Khana.

Overall this degradation appears to be increasing and in places accelerating.

The underlying causes for this situation relate to the lack of control of non-authorized demolitions of neglected buildings carried out by private owners for security reasons and the absence of laws for the protection of “heritage precincts”, rather than only of monuments, buildings/structures resulting in an accelerated loss of the urban fabric.

5.2 Recommendations

3.5.1 Recommendations for the State Party

The Mission makes the following recommendations to the State Party:

Boundaries

1. Establish one map for the new boundaries and buffer zone of the property, considering 2009 NOUH map, currently being used and the 2014 URHC project map. Ensure that these adopted boundaries and their endorsement as a decree of the President or Prime Minister, are applied in all related management tools, laws and regulations and transmit this official map showing the revised boundaries to UNESCO World Heritage Centre for the World Heritage Committee’s endorsement.
2. Review the administrative boundaries of the eleven districts included in the property, with a view to revising these boundaries to facilitate the management of Historic Cairo by the district officials.
3. Coordinate with the World Heritage and the Advisory Bodies to provide support in the

analysis requested in order to prioritize the conservation of the property.

Governance

4. Activate the decree issued in 2014 by the Prime Minister for the creation and regular meeting of an inter-ministerial committee for the management of Historic Cairo, which can serve to operationalize the recent Presidential Decree issued in 2018 for the management of World Heritage sites in Egypt, as well as create a Technical Unit which works in close collaboration with the above mentioned committee.
5. Clarify the roles and missions of major stakeholders in the form of a statute of the abovementioned management structures.

Management tools

6. Complete urgently the Conservation Plan as previously recommended by the World Heritage Committee in integrating a holistic vision in conservation of a historic urban city, in thoroughly reviewing its various component values and in creating an official mechanism of governance for its implementation. The Conservation Plan should embrace a more holistic approach concerning urban conservation and overcoming the focus on single monuments conservation. This Conservation Plan should be integrated in the Master Plan and upon approval, included in the World Heritage Management Plan currently under preparation for official transmission to the World Heritage Centre for the World Heritage Committee.
7. The implementation of the Conservation Plan should be ensured by activating the decree issued in 2014 by the Prime Minister for the creation and regular meeting of an inter-ministerial committee for the management of Historic Cairo, as recommended in paragraph 4 above.
8. Finalize the Management Plan for the property currently under preparation and submit it to the World Heritage Centre for review by the Advisory Bodies.

Laws

9. Review all laws, decrees and bylaws of the Cairo Governorate, MoA, NOUH, Ministry of Housing and Urban Development relating to the preservation of historic monuments, building and the urban regulation within the property and analyse their consistency and effectiveness by aiming at a higher alignment and operational efficiency, as well as to strengthen; effective legal protection mechanisms as the present heritage law and regulations are insufficient in their protection.
10. Suspension of all decrees and bylaws conflicting with the measures proposed by an overall conservation plan until the official approval of the conservation plan or other planning tools. However, in the meanwhile, immediate and preventive measures proposed in point 5.5.5 should be undertaken.

Conservation, preservation and urban regeneration

11. Undertake as soon as possible the necessary measures to discuss and validate the Retrospective Statement of Outstanding Universal Value of the property for submission to the World Heritage Centre and further review by the Advisory Bodies, and once approved

for use in delineating the attributes of OUV as a basis for the conservation and management plans.

12. Establish and integrate into the management tools, an overall vision enabling to preserve the property as historic urban fabric and to maintain its constant regeneration, It requires actions to ensure the continued regeneration of urban fabric, historic neighbourhood and components, in focusing on housing stock improvement, proximity commerce, supporting local community's dynamics and livelihood, which could support vivacity of living city, in addition to ensuring tourism attraction.
13. Review the current practice concerning the management of heritage districts/precincts, beyond monuments, buildings and their immediate surroundings, to maintain the authenticity of historic urban context. This in particular calls for the proper analysis of elements which are necessary to be maintained to sustain urban characteristics of the property. Policies of demolition, which are not to be banned, should be in clear compliance with the framework of urban conservation and renewal plan, with regulations and processes; the outcomes of the URHC project should feed this review and policy orientation.
14. Ensure the integration of principles of Historic Urban Landscape in the Conservation and Management Plans.
15. Promote the Government support to NGO-initiated technical advisory services and small grants to the inhabitants in consolidating or repairing historic structures they inhabit as a means of halting dilapidation beyond repair and the eventual collapse and loss of the historic urban fabric.
16. Promote adaptive reuse of restored monuments with income generating activities that support the protection of the immediate surroundings, perhaps through promoting ideas of the circular economy to benefit local producers and local employment.
17. Eliminate unofficial disposal areas within Historic Cairo, through the creation of a reliable and sustainable system for garbage collection to clear-up unofficial disposal areas within Historic Cairo;
18. Halt illegal construction and demolitions within the property, specially those in areas designated as informal settlements within the boundaries of Historic Cairo. These areas are dilapidated historic urban fabric that needs an urban conservation project.
19. Demolitions of non-registered buildings should be allowed only under a strict control and on the basis of the conservation plan, or other approved planning tools, and according to procedures established by the management plan.
20. Activate the decree issued in 2014 to avoid issuing demolition permits of buildings with heritage values and vernacular architecture within the boundaries of the property and to develop in the meanwhile, a strategy for subsidies or practical incentives for owners of these buildings.
21. Establish a funding mechanism for the conservation and maintenance of unlisted heritage buildings, including the proposed neighbourhood technical advisory service to help the inhabitants (owners and tenants) to halt further degradation to their buildings to prevent collapse;
22. Encourage the adaptive reuse of monuments, listed buildings, and other buildings in the site with activities that are compatible with the historic urban context.
23. Enforce a stricter development control based on urban heritage assessment and Heritage Impact Assessment with focus on the specific conservation requirements of the property

are needed which must be adapted and integrated into the existing regulatory framework, which comprises the following:

Building Law 119, 2008 and its executive regulations, which note the responsibility of NOUH, GOPP and other administrations in the establishment and implementation of legal documents.

Law 117, 19832 and Law 144, 20063 which provide protection measures for monuments and listed buildings.

Capacity building

24. Establish multidisciplinary programmes for capacity building of local administrations of MoA, NOUH, other line ministries including housing and urban planning, particularly of the districts responsible for day-to-day decisions related to Historic Cairo and the World Heritage property. Given the responsibilities of Cairo Governorate staff at the district levels in development control, notably in monitoring decay, demolition and construction activities, a special training programme on the conservation plan in its relationship to the Urban Master Plan and the World Heritage Management Plan currently under preparation should be conducted so that the overall strategic objectives and actions for this World Heritage property will be clearly understood.
25. Encourage and support other training programmes for professionals in concerned institutions, skilled workers, local inhabitants and the general public Training workshops to impart with practical aspects of how to protect, conserve and enhance the OUV should be conducted, for all these target beneficiaries through the mobilization of universities, schools, NGOs, religious institutions etc.
26. Encourage studies on tangible and intangible heritage and their values, studies on social dynamics, intangible heritage, heritage use and values and link their results to the OUV.

Sustainable tourism strategy

27. Develop a comprehensive sustainable culture strategy for the property, including a multisectoral approach and community participation and engagement.

Engaging local communities and civil society

28. Promote public awareness and participation of the local population through up-scaling partnerships with NGOs and CBOs (e.g. Athar Lina in cooperation with MoA) which have introduced community-oriented services for historic buildings, aiming to tackle negative emotions and foster positive associations through a number of activities for the benefit the inhabitants, particularly the poor; such partnerships should be strongly encouraged by the Government by facilitating the grant of authorization and co-funding through the establishment of one mechanism for the review approval between the different government authorities, will not and approval of applications to work in Historic Cairo so that time-consuming and often conflicting criteria of approval between the different government

authorities, will not discourage more NGO involvement.

29. Promote adaptive reuse of restored monuments with income generating activities that support the protection of the immediate surroundings, perhaps by testing the approach for adaptive reuse and circular economy.
30. Promote public awareness and participation of the local population in the protection of unlisted and listed historic structures through up-scaling partnerships with NGOs and CBOs regularly monitors the World Heritage property with the view of controlling development and protecting the NOUH-listed buildings.

3.5.1 Immediate and preventive measures to be undertaken

Pending the establishment of the Conservation and Management Plans, apply the provisional measures as below:

1. Impose immediate halt to demolition of all structures, old or new, within the World Heritage property.
2. Halt demolition of any structures in the World Heritage property without prior authorization and approval of a post-demolition project by **amending Law 119** that permits demolition by owners for reasons of safety against collapse. Activate in particular, the decree issued in 2014 to stop issuing permits for the demolition of buildings of heritage value and vernacular architecture within the boundaries of Historic Cairo;
3. No new street cuts or widening should be undertaken to improve vehicular traffic. Only minor interventions such as maintenance, paving and landscaping should be allowed to improve pedestrian mobility. However, the creation of small parking lots can be allowed on empty plots with no heritage value. Only conservation interventions that consider the historic building in its entirety should be allowed. To this purpose, existing regulations should be revised to ensure adherence to international standards.

ANNEXES

Annex 1	Terms of Reference
Annex 2	Composition of the Mission Team
Annex 3	Decision 43 COM 7B.44
Annex 4	Programme of the Joint WHC/ICOMOS Reactive Monitoring Mission
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Annex 1: Terms of Reference of the mission

Joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the World Heritage property Historic Cairo (Egypt)

9-13 June 2019

At its 41st session, the World Heritage Committee (Decision 41 COM 7B.77 in annex 1) noted the progress that has been made by the State Party in conformity with its recommendations and requested the State Party to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to consider the progress with the development of the Urban Regeneration of Historic Cairo Project and the Master Plan for its delivery, and the impact of new policy and recent administrative measures.

The mission should provide a report that sets out recommendations for examination by the World Heritage Committee at its 43rd session in 2019.

In particular, the mission should carry out the following activities in relation to key issues:

1. Assess the overall state of conservation of the property and, in line with paragraph 173 of the *Operational Guidelines*, assess any other relevant conservation issues or development project that may negatively impact on the Outstanding Universal Value (OUV) of the property;
2. Examine the results of the application of the new decrees to control construction work and halt illegal demolition on the urban fabric and how effectively the success of these are being monitored over time;
3. Review progress by the Engineering Centre for Archaeology and Environment, Cairo University, as consultants to the Ministry of Antiquities, with the elaboration of the large-scale, long term Urban Regeneration of Historic Cairo Project (URHC) to revitalise the Old City's structures and activities in relation to the already detailed administrative urban, cultural, economic and social goals; and particularly review progress with planned social, economic and legislative studies to complement existing ones on the built fabric of the city, that together are planned to form the basis of a Master Plan for the URHC;
4. Assess the procedures for adopting the URHC Master Plan and its further implementation in terms of agencies, regulations, resources, and action plan as well as its integration with any existing Master Plan and parameters for monitoring progress;
Also consider progress with the proposed establishment of a General Council for the management of the property through the URHC Master Plan;
5. Review the urban regeneration strategies as well as regulatory mechanisms put in place adopted by the Ministry of Antiquities, in coordination with the Cairo Governorate, for Moez Street, Souk al-Selah, and Bab al-Wazir Street and Khalifa Street areas;
6. Review on-going and completed major conservation projects;

7. Review proposed construction projects, including the proposed al-Azhar pedestrians' crossing bridge, and how these are assessed through HIAs;
8. Understand on-going initiatives to raise awareness of, and foster engagement with, local communities and visitors;
9. Understand proposed arrangements for organizing a conference on the regeneration of Historic Cairo;
10. Report on any other matters that might be relevant to the OUV of the property.

Annex 2: Composition of the Mission Team

The mission was undertaken by Attilio Petruccioli representing ICOMOS and Minja Yang representing the UNESCO World Heritage Centre from 9 -13 June 2019

Annex 3: Decision 43 COM 7B.44

The World Heritage Committee,

1. Having examined Document WHC/19/43.COM/7B.Add,
2. Recalling Decision **41 COM 7B.77**, adopted at its 41st session (Krakow, 2017),
3. Welcomes the further progress made, in conformity with its previous recommendations, in implementing measures and projects for mitigating the rapid deterioration of the property through strengthening organisational structures and activating responsibilities;
4. Also welcomes the steps undertaken by the State Party to implement Decree No. 90 issued to control development within the boundaries of the property and requests the State Party to provide further information on the mechanisms and timeframes for implementation;
5. Notes the progress made with the development of the Urban Regeneration Project for Historic Cairo (URHC), which has now been structured in three stages:
 1. 1st stage: Data collection (now completed),
 2. 2nd stage: Defining ways and means of providing an adequate legal framework, creating a special planning unit, defining priorities for various areas of the city, setting standards for heritage conservation, and developing institutional framework,
 3. 3rd stage: Preparation of an Action Plan to guide the Sustainable Development Plan for Historic Cairo;
6. Further welcomes the State Party's intention to provide the World Heritage Centre with all studies to be carried out within the framework of URHC project and recommends that the 2nd and 3rd stages of the UHRC be carried out following the approach of 2011 UNESCO Recommendation on the Historic Urban Landscape;
7. Also requests the State Party to provide more details and timeframes for the three stages of the URHC in terms of how the overall project is structured, the precise outcomes envisaged, in particular in relation to the institutional framework for managing the property and the proposed status of the Action Plan, and to submit details on whether the drafting of the Sustainable Development Plan is part of this project or not;
8. Further requests the State Party to provide details as to how the data collected as part of the 1st stage is being used to establish benchmarks for monitoring change over time, in relation to mitigating deterioration, and the impact of new legislative and administrative systems;
9. Welcomes furthermore the steps undertaken to promote community participation, and particularly commends the arrangements for promotion and engagement of people in the development of the URHC through various type of mass media, in line with the World Heritage Sustainable Development Policy;
10. Takes note that a joint World Heritage Centre/ICOMOS Reactive Monitoring mission will visit the property in June 2019;
11. Finally requests the State Party to submit to the World Heritage Centre, by **1 February 2020**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 44th session in 2020.

Annex 4: Programme of the Joint WHC/ICOMOS Reactive Monitoring Mission and list of persons met.



Joint WHC/ICOMOS Reactive Monitoring mission

Historic Cairo

10 to 12 June 2019

9 June 2019
Arrival of expert, meeting with UNESCO Cairo and visit of Old Cairo
10 June 2019

9:00 - 10:00	<p>Welcome by Mr. Mohamed Abdel Fatah - Director of international organizations and cooperation (MoA)</p> <p>Introduction by Tatiana Villegas, representative of UNESCO</p> <ul style="list-style-type: none"> Update on the overall state of conservation of the property and other relevant conservation issues or developments that can affect the Outstanding Universal Value (OUV) including: results of the application of the new decrees to control construction work and halt illegal demolition on the urban fabric and its monitoring by Mr. Mohamed Abdel Basset, Head of Urban development Project and Mr Mohamed fathy, Member of the Historic Cairo Team, MoA Prof. Ahmed Ouf, Main Researcher, Faculty of Engineering, School of Architecture, Cairo University, presented the legal situation and came to the hotel at 5 leading the group Dr. Mai Al Ebrashy, Megawra collective Atthar Lana (NOG's), presented Elhataba and Al Khalifa project. Prof. Fathy El Gohary, School of Architecture, Cairo University, Presented Historic Cairo Markets. Dr. Nairy Hampikian, Hampikian for Architecture Heritage Management, presented Bab Al Azb Project and Darb El Labana. Prof. Fouad Khalaf, Petroleum Eng. Risk Management, presented Risk Preparedness. Mr. Abdelhamed Salah, Chairman of Egyptian Heritage Rescue Foundation, presented EHRF recent projects in Historic Cairo. Dr. Heidi Shalaby, Manager of Heritage Preservation Unite, National Urban Harmony, Ministry of Culture, presented NOUH's laws and Regulations.
15:00: --- 16:00	Lunch
16:00	Meeting with Ghaith Fariz, Director of UNESCO Cairo

17:00	Meeting with - Prof. Ahmed Ouf, Main Researcher, Faculty of Engineering, School of Architecture, Cairo University -Mr. Mohamed Abdel Basset, Head of Urban development Project -Ms Mona Haggad, Professor of tourism, Faculty of Tourism -Mr Amr Abd El Aal, GIS expert -Ms Hanaa Moosa, Adaptive reuse expert, Assistant Prof. at the HIA Shorouk -Mr Ahmed El Menshawy, ZayZig University
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11 June	
9:00 - 13:00	Visit to Historic Cairo sites and ongoing/ planned projects
13:00 - 14:00	Visit to National Office of Urban Harmony
14:00 - 16:00	Lunch at the Al Azhar Park

12 June	
9:30 - 11:00	<ul style="list-style-type: none"> Briefing meeting with HE Maged Mosle, head of International Relations and Organization, Mr Mohammed Abdel Fattah, Director of the International Organizations for Cultural Heritage and International Cooperation Department. Place: Minister of Antiquities office - Giza Plateau
11:00 - 12:00	<ul style="list-style-type: none"> Meeting at the Governorate
12:00 - 14:00	<ul style="list-style-type: none"> Final meeting for future steps, needed information and other matters that the experts or the State Party may wish to discuss Concerned authorities: Ministry of Antiquities, participants: Historic Cairo Team (URHC) project team Place: Minister of Antiquities office - Giza Plateau
13 June	
Departure of Experts	

Annex 5: Pictures.

1 Extensive demolitions in Abd al-Maguib el-Labban have defigured the layout of the street



2. Activities in Al- Moez street



3. In Al-Moez street a converted building for tourist purpose.



4. A lane between Al-Moez street and Al-Gamailiya



5. In Al-Khalifa district the tourist itinerary of Chera Al-Khalifa



6. Underground water at the foot of the monuments in Khalifa district



7. XIXth century building restored and used as local cultural centre



8. Shajar al-Durr restored and used sporadically by the local community



10. A shop in the Shera al-Khalifa



11. A left over space in Chera darb al Hosr converted into a football field for the local community.



12. The sabil and annexes restored but empty



13. Taz palace. Interior courtyard



14. The Sama Khana

15. A meeting of the mission with member of the Ministry of Antiquities in the garden of the Sama Khana





16. A small garden built at the edges of the Al-Hattaba neighborhood



17. The lanes of the Al-Hattaba neighborhood end up on the walls of the citadel



18. Demolitions in Al-Hattaba



19. Minimal residential units in Al-Hattaba



20. Idem



21. Idem

Annex 6: List of acronyms

HIA	Heritage Impact Assessment
HUL	Historic Urban Landscapes
ICOMOS	International Council on Monuments and Sites
MoA	Ministry of Antiquities
MOHUUC	Ministry of Housing, Utilities and Urban Communities
NOUH	National Organization for Urban Harmony of the Ministry of Culture
OUV	Outstanding Universal Value
UNESCO	United Nations Educational, Scientific and Cultural Organisation
URHC	Urban Regeneration of Historic Cairo Project
WHC	World Heritage Centre