

### **Urban Regeneration Project for Historic Cairo**

#### **FIRST REPORT OF ACTIVITIES**

July 2010-June 2012







This report presents the main outcomes of activities undertaken by the Urban Regeneration Project for Historic Cairo (URHC) between July 2010 and June 2012. It was prepared by the URHC project team, with contributions from the external consultants involved in the project thus far.

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:

- The Ministry of Antiquities, in charge of the management of Egypt's cultural World Heritage properties and the official counterpart of the UNESCO URHC project
- The Central Agency for Public Mobilization and Statistics (CAPMAS) which provided maps and censuses on the study-area (Protocol of Cooperation signed on 8/09/2011)
- The National Organisation for Urban Harmony, with whom an operational collaboration for the project has been launched (Protocol of Cooperation signed on 23/05/2012)

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#### **REPORT OF THE ACTIVITIES**

for the period July 2010-June 2012

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

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

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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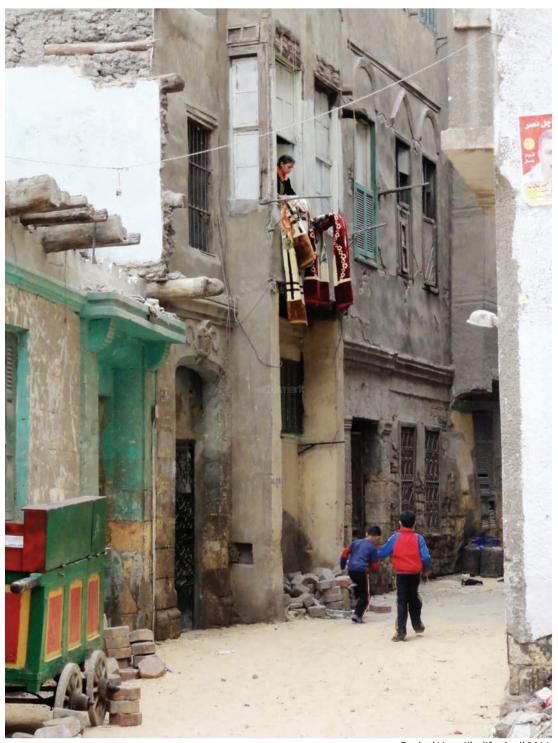
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Darb el Hosr, Khalifa, April 2011

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#### 1\_HISTORIC CAIRO WORLD HERITAGE PROPERTY

Cairo is home to a number of historical districts and significant monuments that demonstrate the architectural wealth of the city, not only as a capital of the Islamic World but as a wonder of the human urban experience. As such, it was inscribed on the World Heritage List in 1979 under the title of "Islamic Cairo", recognizing its absolutely unquestionable historical, archaeological and urbanistic importance.<sup>1</sup> On the recommendation of the International Council for Monuments and Sites (ICOMOS), its inscription was based on criteria I), V) and VI of the World Heritage Operational Guidelines, including the following justifications:

*I) Several of the great monuments of Cairo are incontestable masterpieces.* 

1 ICOMOS Review Sheet on the Nomination of the Historical Center of Cairo on the World Heritage List, April 10, 1979. 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.

VI) The historic centre of Cairo constitutes an impressive material witness to the international importance, on the political, strategic, intellectual and commercial level, of the city during the medieval period.<sup>2</sup>

In the nomination file, Cairo's historic city was cited as covering an area of around 32 square kilometres on the eastern bank of the River Nile and surrounded by the modern quarters of Greater Cairo. The site was described as an historic fabric where vast areas are still intact and where the following focal points emerge (from south to north):

- a. Al-Fustat, including the mosque of Amr Ibn al-As (founded in 641), the Roman fortress Qasr ash-Sham, Babylon with the Coptic churches, ruins and excavation area of the settlement;
- b. The mosque of Ahmad Ibn Tulun (founded in 876), and the surrounding area of as-Saliba and al-Kabsh with several major Mamluk monuments;
- c. The Citadel area, with the surrounding Mamluk palaces and the mosque of Sultan Hasan (1356-1359), and Darb al-Ahmar with the thoroughfares Suq as-Silah and Khatt at-Tabbana lined with Mamluk and Ottoman monuments:
- d. The Fatimid nucleus of Cairo from Bab Zuwaila to the North Wall with the city gates Bab al-Futuh and Bab an-Nasr, and with the concentration of major Ayyubid and Mamluk monuments on the main street (Shari al-A'zam);
- e. The necropolis from al-Fustat to the northern limits of Fatimid Cairo, including a large number of mausoleums and funerary complexes of all periods.<sup>3</sup>

However, a clear geographical definition of Islamic Cairo, as well as legal and administrative protection measures were insufficiently detailed in the nomina-

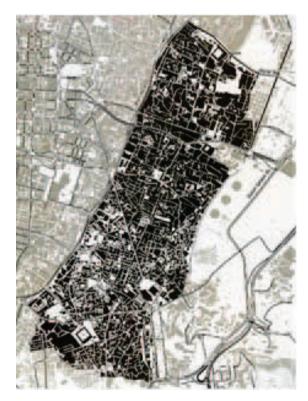
<sup>2</sup> See annex VIII.

<sup>3</sup> See nomination file for Islamic Cairo dated October 26, 1979.

tion, despite the fact that its rich architectural heritage and historical fabric were suffering from accumulated problems. These included socio-economic pressures, poor infrastructure, illegal occupations, and traffic and transportation issues.



Preliminary plan showing the borders of the World Heritage property submitted by the Egyptian Government to the World Heritage Committee in 2006



The study area of the Historic Cairo Project launched by the Ministry of Culture in 2002

Following the inscription of Islamic Cairo, UNESCO and the World Heritage Centre (WHC), in cooperation with the Egyptian government, international institutions and experts, <sup>4</sup> carried out regular missions to evaluate the state of conservation in the site. On several occasions, the World Heritage Committee encouraged the government to formalize the limits of the historic city and pointed out the need to strengthen coordination among the institutions involved in its protection, while taking into account the special character and complexity of the site.

According to the Convention concerning the Protection of World Cultural and Natural Heritage (Article 5), a State Party is required to put in place legislative and regulatory measures to safeguard its World Heritage properties. The Egyptian government has issued several decrees and laws concerned with the protection of the historic city.

To safeguard Islamic Cairo, and in response to an ICO-MOS monitoring mission concerned about the urban and architectural heritage of the city after the 1992 earthquake, an International Symposium on the Conservation and Restoration of Islamic Cairo was organized in Cairo by the Ministry of Culture (MoC), in collaboration with the WHC, in February 2002. Attended by conservation experts, the conference provided a forum for public debate on the problems involved in the preservation of cultural heritage in Islamic Cairo as a living city. It included site visits, thematic sessions on the conservation of the World Heritage property and technical workshops on projects partially implemented by the Supreme Council of Antiquities (SCA). The conclusions of the symposium were discussed by the World Heritage Committee at its 28th session (Suzhou, 2004), and the Government was asked to implement its recommendations.7

In 2007, in response to a World Heritage Committee request to identify the boundaries of the property (Decision 29 COM 7B.42, 2005), four maps were submitted by the Egyptian government, together with a request

<sup>4</sup> See UNESCO Mission Reports on the historic city of Cairo.

<sup>5</sup> Final report on the functioning of the Islamic Cairo Project, May 2001, CULTNAT and WHC-UNESCO.

<sup>6</sup> See annex concerning Egyptian laws and decrees for Historic Cairo.

<sup>7</sup> See annex II.

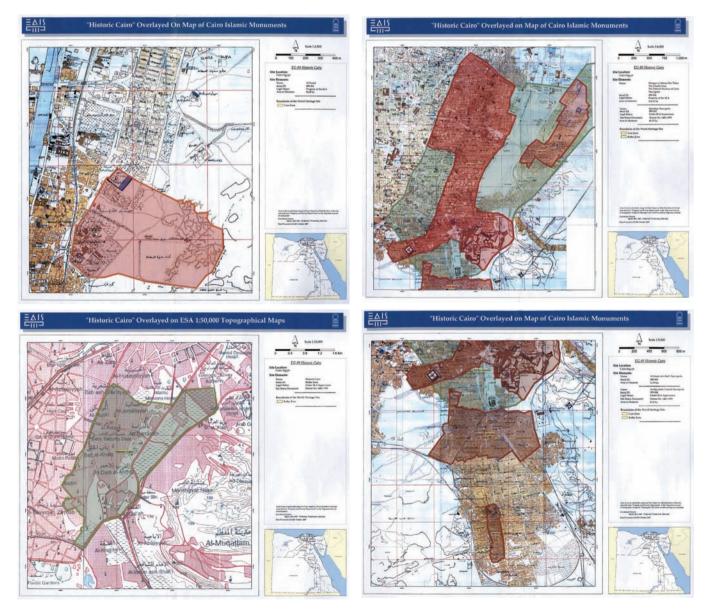
to modify the name of the property to "Historic Cairo". The maps incorporated five zones including the Fatimid city, parts of the northern and southern necropolis, and the al-Fustat area. These maps are the only official documents providing the delimitation of the site. However, they proposed an unclear definition of the "property area" and the "buffer zone" and did not correspond to the elements included in the nomination nile, while the perimeters identified were also not related to either protection measures or an official decree.

In 2008, a UNESCO mission recommended the preparation of a management and conservation plan for the World Heritage property as a compulsory measure to stop the decay of Cairo's historic fabric. The mission

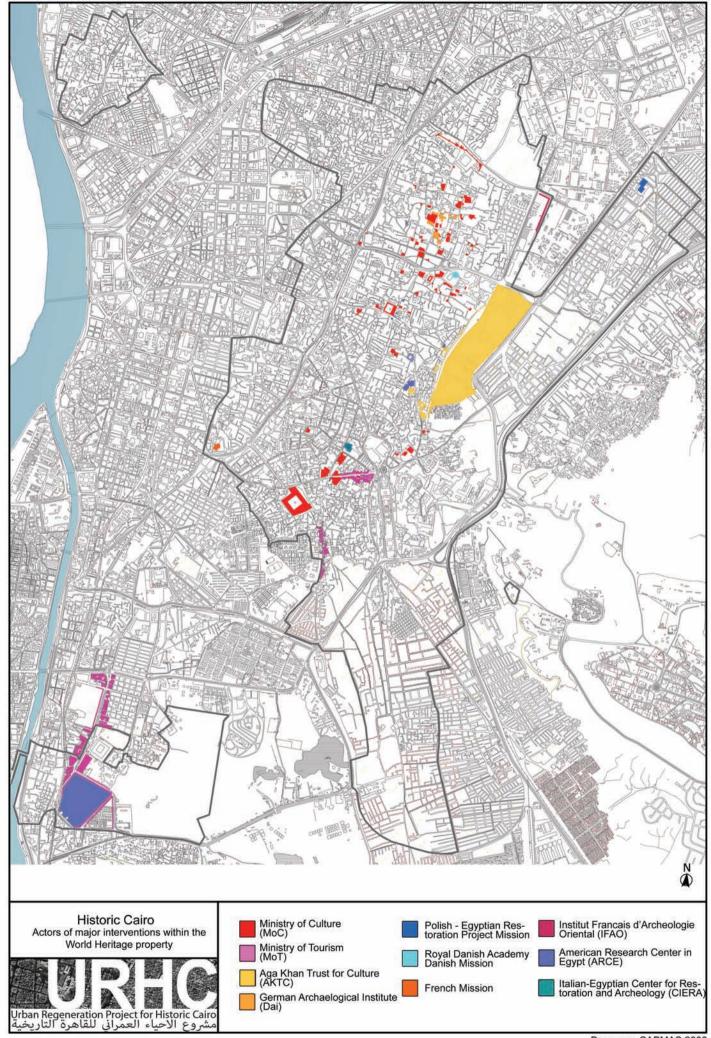
8 See chapter 1.

suggested the formation of a dedicated technical unit, including the expertise of concerned Egyptian institutions, to carry out this task. A comprehensive perimeters definition was suggested as a preliminary action, while control of building activities was urgently recommended, to be established on the basis of the existing Building Law, 119/2008.

In 2009, Egyptian authorities and the WHC agreed to develop joint activities aimed at protecting and revitalising the urban heritage of Historic Cairo, in the framework of a larger UNESCO program of technical assistance to the Egyptian Government entitled "Safeguarding of Cultural Heritage in Egypt".



The perimeters of "Historic Cairo" as defined in 2007 (in brown, the "core zone," in green the "buffer zone"). The original thickness of the lines has been enhanced and the concerned areas have been coloured to make the perimeters clearer



#### 2\_INTERDISCIPLINARY APPROACHES TO CONSERVA-TION IN HISTORIC CAIRO

#### 2.1 URHC Map of architectural and urban conservation projects

As recognized by the UNESCO mission of 2008, numerous conservation studies and actions have been undertaken in recent years, including the restoration of monuments and clusters of urban significance. Among a conspicuous list of interventions and studies, the following should be taken into account due to their importance and impact on the historic city.

#### 2.2 Urban conservation projects in Historic Cairo

# A. UNESCO Study, 1980: "The Conservation of the Old City of Cairo"

An early study of Islamic Cairo<sup>9</sup> was carried out by UNESCO consultants between February and August 1980. It identified the complexity of the problems facing the historic city, including poor infrastructure, high land prices, low residential rents, new market dynamics and transportation issues. Taking into consideration the scale and density of the listed area, the study suggested focusing conservation efforts on six key clusters comprising significant monuments or architectural ensembles. The study also considered social, economic and environmental aspects important to improving the quality of life in the property.

# B. Al-Darb Al-Asfar Alley Rehabilitation Project, 1994-2001

Al-Darb al-Asfar Alley is located off al-Mu'izz Street in al-Gamaleya district in the northern part of the Fatimid city. In 1994, the MoC and SCA began the documentation and establishment of a conservation strategy for the area, which had become a neglected backwater of decaying buildings and services. In 1996, the restoration process of historical buildings (such as bayt al-Suhaymi, bayt Mustafa Ja'far, bayt al-Khorazati and sabil-kuttab Qitas) located in the alley began. This was

financed by the Kuwait-based Arab Fund for Social and Economic Development (AFSED). Through the project, an interdisciplinary approach to urban conservation was introduced, since it combined restoration with urban rehabilitation, community participation and the upgrading of the quality of life in the area.

# C. UNDP Report, 1997: "Rehabilitation of Historic Cairo"

A substantial effort was undertaken by the United Nations Development Program (UNDP) and the SCA in 1997 to define a consistent strategy of urban conservation for Historic Cairo. The analysis of the site was based on various sources of information structured into four sections:

- Statistical data concerning socio-economic, demographic and physical conditions. A multicriteria analysis was carried out to identify *shyakhas*<sup>10</sup> with unfavourable socio-economic and physical conditions that needed urgent interventions.
- An appraisal of the spatial components of the living environment, including cultural heritage, urban fabric, distribution of activities, traffic and infrastructure issues.
- Urban markets: tourism, housing, and labour.
- The impact on the built environment, showing that poverty, unemployment and illiteracy were reasons for the critical situation of the site.

For an integrated approach to urban rehabilitation, the following components were highlighted:

- The community, targeting poverty alleviation.
- The physical environment, targeting cultural heritage, urban fabric, infrastructure, and transportation.
- The urban management system, focusing on multi-sector policies and guidelines to reinforce the implementation of the previous two components.

<sup>9</sup> Early studies include those of the Arab Bureau: Revitalization of Fatimid Cairo, 1980, and Rehabilitation and Upgrading of the Gamalia Quarter, 1984. Also, the General Organization for Physical Planning (GOPP)/ Institut d'Amènagement et d'Urbanism de la Région d'île-de-France (IAURIF) studies: North Gamalia – Darb al Asfar and Public Spaces Rehabilitation Plan, 1988 and Old Islamic Town Structural Plan, 1989.

<sup>10</sup> Political election zones and smallest municipal division used to collect statistical data.

The UNDP report proposed a Framework Plan (FWP) that highlighted the interrelation between activities, transport and infrastructure as important factors influencing the image of the World Heritage property. The proposed FWP was based on a rehabilitation strategy articulated in five urban areas: heritage corridor, institutional corridor, 19th century corridor, transformation zone, and community zone. Urban policies would guarantee a feasible implementation of rehabilitation strategies, while community participation was identified as another tool for protecting Historic Cairo's outstanding value. The report provided an important reference for large-scale urban rehabilitation actions in Cairo.<sup>11</sup>

#### D. Historic Cairo Restoration Project (HCRP)

The Egyptian government showed great interest in the outcomes of the UNDP Study on Historic Cairo and subsequently agreed with UNESCO to regularly update it, in light of the rapid environmental, demographic, urban and cultural changes affecting the World Heritage property.

To establish the "Historic Cairo Restoration Project", the MoC submitted a special paper to the Government. This highlighted the importance of conducting comprehensive surveys on the site in collaboration with relevant authorities. As a result, in 1998, a decree<sup>12</sup> was issued by the Prime Minister to form a working group at the ministerial level, with representatives from the following ministries: Endowments, Housing, Planning, Local Government, Interior Affairs and Transportation, as well as the Cairo Governorate. A plan of action was defined according to the recommendations of the MoC, as the authority entrusted with the major part of the work in the area. The plan included the restoration of 147 listed and 48 unlisted historic monuments in eight years, from 1998 to 2006.<sup>13</sup>

Additionally, the "Centre for Studies and Development of Historic Cairo (CSDHC)", affiliated to the MoC, was established. This was charged with studying and coordinating development works carried out at the site, the creation of a Geographical Information System (GIS) on historical buildings, the formulation of policies neces-

11 i.e. "Historic Cairo Project" implemented by (SCA) and "al-Darb al-Ahmar Project", an Aga Khan Trust for Culture initiative. 12 Decree 1352/1998, see Annex IV. sary to implement decisions, and the establishment of coordination mechanisms between authorities for the development of Historic Cairo, limited within the following borders:

- Northern border: The northern Ayyubid wall and its two gates.
- Southern border: Bab Zuwaila and Ahmad Mahir Street.
- Eastern border: Salah Salim Street.
- Western border: Port Said Street.

The CSDHC also laid down an implementation plan to safeguard monuments in the area, as part of the national project for Historic Cairo. The basic objectives of the plan were to:

- 1. Save listed monuments from deterioration.
- 2. Apply a holistic concept of conservation rather than the restoration of single buildings.<sup>14</sup>
- 3. Divide the work into phases according to status and needs.

E. The Old Cairo Rehabilitation Project: Mugamma' al Adyan, 1999-2002

Mugamma' al Adyan was a conservation project in the al-Fustat area of Old Cairo, financed by the Ministry of Tourism (MoT) and carried out in cooperation with the Cairo Governorate. It included the renovation of around 350 buildings (houses and shops), the improvement of public services, 15 and the upgrading of open spaces in the surrounding streets and on the boundaries of the Coptic quarter. Community participation was emphasized through different approaches, with residents participating in the renovation process of their houses and expressing their needs in the rehabilitation process.

The revitalization of Old Cairo's traditional arts and crafts was one of the main objectives of the project; therefore, a new centre for traditional crafts (suq al-Fustat), using traditional materials, was constructed between the mosque of Amr ibn al-As and the Coptic

<sup>13</sup> Attached is list of monuments restored by SCA in the World Heritage property.

<sup>14</sup> This approach was applied by SCA in the rehabilitation projects of al-Mu'izz and al-Gamaleya historic streets.

<sup>15</sup> Including a fire station, a bus station, the police station and the metro station entrance in al-Fustat.

#### Cairo complex.

Al-Fustat was once renowned for its excellent pottery workshops, but many had been forced to move out of the area due to the city's expansion. The MoT proposed to preserve this traditional Egyptian craft through the creation of a new pottery village in the area. The project was continued in 2003 with a fund from the Italian-Egyptian Debt for Development Swap Program and completed in 2006.

#### F. Al-Darb Al-Ahmar Revitalisation Project

Since 2000, and with reference to the UNDP Report on Historic Cairo in 1997, the Aga Khan Trust for Culture (AKTC) and its partner funding agencies, with support from the Cairo Governorate, the SCA and the community, has developed a series of projects combining social and economic initiatives with the physical improvement of the al-Darb al-Ahmar area, on the eastern edge of the World Heritage property.

In spite of the architectural significance of the area and its active community of traditional craftsmen, living conditions have worsened here due to the accumulated problems affecting the historic city over the years.

To improve quality of life and enhance the image and perception of the area, the Al-Darb Al-Ahmar Revitalisation Project, represented by Al-Darb Al-Ahmar Community Development Company, focused on the following aspects:

- Micro-credit for business development
- Housing rehabilitation
- Employment-generation
- Monument restoration
- Adaptive reuse of historical buildings
- Infrastructure and open spaces improvement projects

The project has concentrated its efforts on three action areas, each with its own special character, needs and opportunities.<sup>16</sup>

Currently, the financial support for development projects in the al-Darb al-Ahmar area has decreased. There-

16 See Report of Aga Khan Trust for Culture – Historic Cities Support Programme on Cairo: Urban Regeneration in the Darb al-Ahmar District – a Framework for Investment.

fore, the Al-Darb Al-Ahmar Community Development Company is focusing on handing over several components of its activities to civil society organizations in the area that have been trained and have cooperated with the project since its inception.

#### G. Al-Sayeda Zeinab Revitalization Project

As part of a project to improve urban areas around monuments along the religious path of the Prophet Mohammed's descendants, *Aal al-Bayt*, the Egyptian MoT, in cooperation with the Cairo Governorate, carried out studies and documentation for an urban conservation project in al-Sayeda Zeinab area, located to the south of the World Heritage property, in 1998.

The project consisted of five phases, of which the following two were implemented between 2002 and 2004:

- Phase (1): from the Citadel square to the sabil of Umm Abbas.
- Phase (2): from the Sayeda Nafisa square to the Sayeda Ruquia Mosque.

The project was concerned with the upgrading of the infrastructure, as well as the renovation of residential houses, shops and open spaces in the area. Community participation was considered a vital part of the rehabilitation process.

Around the same time, in 2002, the Governor of Cairo became interested in a participatory rehabilitation approach being carried out by the City of Paris (Mairie de Paris) to protect its historic city from socio-economic pressures. As a result, the two capitals launched a joint technical collaboration on the rehabilitation of al-Sayeda Zeinab district. The pilot project aimed to develop tools with residents for the protection of the area, which comprises several architectural master-pieces and interesting remnants from the French presence in Cairo.

The City of Paris worked with Atelier Parisien d'Urbanisme (APUR), with the support of the French Ministry of Foreign Affairs, in a decentralized program to carry out urban studies and detailed conservation projects for selected streets such as Abdel Meguid al-Labban and al-Khoderi. A bilingual publication pres-

ents the proposals developed within the framework of this cooperation, demonstrating how the redevelopment of roads and the renovation of buildings can revitalize an historic neighbourhood.

# **3\_ URBAN REGENERATION PROJECT FOR HISTORIC CAI- RO (URHC)**

In July 2010, the WHC launched the project "Urban Regeneration project for Historic Cairo (URHC)" after obtaining approval for a detailed proposal on technical assistance from the Egyptian Government, funded through a UNESCO Special Account dedicated to safequarding Egypt's cultural heritage.

The URHC's aim is to prepare the management tools necessary for the conservation of the heritage values, socio-economic revitalisation and environmental upgrading of the inscribed World Heritage property. The project also intends to foster a subsequent urban conservation policy whose prerequisites are: (a) the definition of clear concepts on conservation to be implemented through new urban planning tools, special projects and building regulations; (b) the creation of adequate institutional capacities and technical skills; and (c) an increasing and wide awareness of heritage issues amongst the relevant authorities and the larger public.

With this in mind, the URHC project is focusing on the following interrelated objectives:

- The preparation of a conservation plan for the property and its buffer zone, including the management plan required by the Operational Guidelines for the implementation of the World Heritage Convention.
- The formation of an institutional framework to undertake a sustainable urban conservation policy, promoting collaboration amongst the various institutions managing the site.
- The creation of an appropriate and shared information platform for urban conservation.

The aim is for the World Heritage property of Historic Cairo to be recognized and protected through an efficient management system and adequate protection measures, with strong coordination among the relevant local authorities. For that reason, "conservation" has to be associated with "rehabilitation", favouring interventions that aim to improve the quality of life and sustain, or initiate, compatible activities in the historic city.

The project tasks were identified as follows:

- 1. Definition of the World Heritage property and its buffer zone.
- 2. Creation of a shared information system.
- 3. A strategic planning and management system.
- 4. Conservation and development planning.
- 5. Consultations with the relevant administrations.
- 6. Raising awareness amongst the public.

To implement the project tasks and perform its activities systematically, overlapping phases were set up over a period of 24 months.<sup>17</sup> However, due to the political unrest in Egypt after the revolution of January 2011, the initial work-plan has been delayed and the project duration expanded to 42 months (until December 2013, including the months of delayed activities).

The implementation of some activities has also had to be delayed because of the difficulties in setting up a permanent office for the project. It was first hosted by the Nubian Trust Fund office in Downtown Cairo and currently has a temporary location in the historic district of al-Sayeda Zeinab. At the moment, the project team is preparing to move to a permanent location at UNESCO's Cairo headquarters in the area of Garden City.

Nevertheless, in the first 24 months of the project the following progress has been achieved:

- Nucleus of the URHC team created.
- Documentation on the historic city of Cairo collected and organised.
- Transformation of Cairo's historical urban fabric (1807-2006) synthesized.
- Field survey to evaluate the urban fabric of the

<sup>17</sup> See Annex VI.

historic city completed (2011).

- Photographic documentation of the streets of Historic Cairo completed (2011).
- Sector studies on socio-economic conditions, housing issues, community-oriented activities, and environmental risks facing the World Heritage property undertaken.
- Delimitation proposal and first zoning of the World Heritage property completed.
- Proposal for an awareness campaign to recognize and protect Historic Cairo prepared.
- Consultation with concerned local administrations and institutions launched.
- Protocol of agreement with Central Agency for Public Mobilization and Statistics (CAPMAS) and the National Organization for Urban Harmony (NOUH), affiliated to the MoC, established.
- Protocols of agreement with the Governorate of Cairo and the General Organization for Physical Planning (GOPP) affiliated to the Ministry of Housing (MoH) under discussion.

#### **4 CONTENT OF THE PUBLICATION**

This report is available in English and Arabic to explain the activities and achievements of the URHC project to date, since its beginning in July 2010, to project partners, professionals, students and the larger public.

It is based on the monthly reports of the project team and the reports of the scientific project coordinator and sector-studies consultants. The introduction includes information contained in UNESCO Mission Reports on the historic city of Cairo and publications from the MoC, as well as in the publications of various institutions that have worked on the rehabilitation of Historic Cairo such as the UNDP, the Aga Khan Trust for Culture and the APUR.

The publication includes an album that describes the urban fabric of Historic Cairo in 2011, based on evaluation from field visits and photographic documentation carried out by the URHC team. The album contains one page on each *shyakha* identified in the World Heritage property. This includes a grading according to specific assessment criteria, a map explaining its location, and selected pictures that help verify the heritage values of selected streets.



Field visits, photographic documentation: Darb al Labana, Khalifa, 2011

#### Chapter I

### THE DELIMITATION OF HISTORIC CAIRO'S WORLD HERITAGE PROPERTY

- 1 APPROACH TO HISTORIC CAIRO'S DELIMITATION
- 2\_METHODOLOGY AND OPERATIONAL CRITERIA
- **3\_COMPARATIVE ANALYSIS OF HISTORICAL MAPS**
- **4\_THE EVOLUTION OF HISTORIC CAIRO** 
  - 4.1 Cairo in 1807
  - 4.2 The evolution of the city 1807-1888
  - 4.3 The evolution of the city 1888-1948
  - 4.4 The evolution of the city 1948-2006
  - 4.5 Persistence and change in Historic Cairo's urban fabric 1807-2006
- 5\_HISTORIC CAIRO'S WORLD HERITAGE PROPERTY AND BUFFER ZONE AS IDENTIFIED BY THE STUDY
- 6\_COMPARISON WITH OFFICIAL PERIMETERS PRO-POSALS FOR HISTORIC CAIRO
  - 6.1 SCA delimitation for Historic Cairo
  - 6.2 NOUH perimeters
- 7\_URHC proposal for the World Heritage property and its buffer zone

#### 1\_ APPROACH TO HISTORIC CAIRO'S DELIMITATION

Because of the ambiguity surrounding Historic Cairo's delimitation since its nomination on the World Heritage List<sup>1</sup> in 1979, the first task of the URHC project team was to define the perimeters of the World Heritage property. This would enable the drafting of the necessary protection measures to prevent further decay of its historical urban fabric.

The project began with a comparative analysis of historical maps to verify where historical street patterns were still persisting. At the same time, the Statement of Outstanding Universal Value (SOUV) was revised on the basis of the nomination file to integrate and highlight the heritage values for which Cairo's historic city was inscribed on the World Heritage list. The analysis was supported by a field survey to evaluate the current state of the urban fabric.

The general objectives of this work phase were defined as follows:

 To outline the perimeters of the World Heritage property and identify different degrees of pro-

1 See Introduction.

- tection according to the integrity<sup>2</sup> of the urban fabric.
- To outline the perimeters of the "buffer zone", with the possible inclusion of areas protected or to be protected by the national legislation.

To achieve these objectives the following activities were carried out:

- Collection of all available documents (aerial photos, historical plans, bibliography).
- Analysis of the evolution of the historical fabric through studies and field surveys.
- Comparison of the proposals presented by different institutions for the delimitation of the World Heritage property since its nomination.
- Identification of areas protected by existing legislation or rehabilitation programmes carried out in the site.
- Development of proposals for the definition of the World Heritage property and the buffer zone.
- Identification of areas to be distinctively protected within the World Heritage property, according to the integrity of the urban fabric and its attributes as identified by the SOUV.

#### 2 METHODOLOGY AND OPERATIONAL CRITERIA

The delimitation of Historic Cairo had to be consistent with both the inscription criteria and the SOUV. Several elements mentioned in the Nomination highlighted values concerning the urban morphology of the World Heritage property such as:

 The presence of numerous monuments, which are not seen as isolated features but as components of a homogeneous urban context. Their architectural significance and cultural meaning depend on the fact that they are "landmarks" relating to the spatial and functional organisation of the historical fabric.

<sup>2</sup> The notion of "integrity" refers not only to the state of conservation, but to the wholeness of the urban fabric and its attributes (see point 88 of the UNESCO "Operational Guidelines for the implementation of the World Heritage Convention", November 2011).

The morphological, functional, and visual relationship between Historic Cairo and the modern city.

Historic Cairo was defined as the "pre-modern city": an urban entity whose architecture and urban fabric are testament to values that evolved in relationship with the property before the 19th century. The "modern city", which developed between the Nile and the Moqattam Hills as an extension of the site until the mid 20th century,<sup>3</sup> was used as the main reference point to establish the limits of the buffer zone protecting the World Heritage property.

The identification of urban heritage values developed from an analysis of the city's evolution to determine what had persisted and what had been transformed during the modernisation process. It was based on the following factors:

- The extension of areas that show the persistence of the pre-existing urban fabric and the dynamic relationship between the city and its environment.
- The presence of "focal points" that mark the spatial and functional structure of the area.
- The articulation of the street pattern, from main thoroughfares to smaller lanes that demonstrate the city's morphology and spatial structure.

The persistence of these elements throughout Cairo's development stages is considered an indicator of the physical integrity of its urban fabric. It was also one of the factors that ensured the preservation of the historic city's character, according to the Outstanding Universal Value (OUV) which justified its inscription on the World Heritage list.

#### **3\_ COMPARATIVE ANALYSIS OF HISTORICAL MAPS**

Defining the current extent of the "pre-modern city" was a priority for the delimitation of the World Heritage property. To determine these boundaries, a comparative analysis of various maps was carried out, taking the following elements into consideration to recognize the parts of Historic Cairo expressing urban

heritage values as defined in the Nomination file:

- The extension of the historical urban fabric (built-up areas and voids).
- Monuments or architectural ensembles identified in the nomination as "focal points", as well as other significant classified historical buildings.
- The street pattern, which is a fundamental component of the urban morphology.

The following maps from different periods were examined to verify the morphology and extent of the "premodern city" at significant development stages:<sup>4</sup>

- Map of the French Expedition to Egypt, "Description de l'Egypte", 1807
- Map "Presse par L. Thuillier; d'apres le plan de Grand-Bey", 1888
- "Map of Islamic Monuments in Cairo", Egyptian Survey Authority (ESA), 1948
- "Map of Cairo", the Central Agency of Public Mobilisation and Statistics (CAPMAS), 2006

The comparison was carried out by tracing maps drawn in different periods at the same scale to identify the major elements in the World Heritage property. These elements were referred to as "anchors" to allow easy identification of street patterns or areas, and highlight the relationships between monuments and their urban context within the maps.

The 1807 map of the French Expedition formed the basis of the urban analysis, since it depicted the city prior to modernisation. Further urban analyses were carried out on a smaller scale for complex study areas such as Bulaq, al-Fustat and al-Azbakeya. However, it was difficult to identify some of the areas mentioned in the nomination (such as the cemeteries and al-Fustat archaeological site) because they were not clearly indicated on the available maps.

After obtaining the 2006 map of Cairo from CAPMAS, the maps were digitally re-drawn and a final map was produced. This synthesized Historic Cairo's urban fab-

<sup>3</sup> Taking into consideration that parts of the modern city have their own heritage values that deserve protection.

<sup>4</sup> These were the only available maps that featured a level of detail and reliability of comparison.

ric with the major transformation that the city underwent between 1807 and 2006.

#### 4 THE EVOLUTION OF HISTORIC CAIRO

#### 4.1 Cairo in 1807

The city of Cairo developed at the foot of the Moqattam Hills, far from the Nile stream which moved slowly to the west over time, thus providing land for urban development. The map of the French Expedition is the first analysed cartographic document describing the city's morphology in the year 1807. The following elements were highlighted for comparison with maps from the subsequent periods:

- Major spines in the street network, such as al-Mu'izz street.
- Significant monuments such as the city gates (Bab al-Futuh, Bab al-Nasr and Bab Zuwaila), mosques (al-Hakim, al-Azhar, al-Aqmar, Ibn Tulun), the Citadel, the Aqueduct and the Nilometer on the southern tip of al-Rhoda Island.

The urban fabric shown in the French Expedition map is bordered to the north and east by the city fortifications and the Citadel, beyond which extend the large cemeteries. The western part is characterised by the presence of canals and lakes that show the relationship of the city to the Nile.<sup>5</sup> Detached from the continuous urban area but closely related to the Nile, al-Fustat<sup>6</sup> settlement to the south-west and the harbour of Bulaq to the north-west of the site complete the "pre-modern" structure of the city.

#### 4.2 The evolution of the city: 1807 - 1888

The map of Cairo drawn by L. Thuillier<sup>7</sup> in 1888 represents the development stage of the city during the Khedivial period, with its impressive efforts at modernisation and cosmopolitanism. The introduction of western urban models is best expressed in the Downtown development, which boasted new landmarks reflect-

5 Such as the Khalij canal parallel to al-Mu'izz Street and Birkat al-Azbakeya and Al Ratli between the main spines.

ing the importance of new institutions and economic structures to the city, as well as social changes. This process introduced new thoroughfares and a diffused process of building renovation into the pre-modern fabric. However, it did not change the structure of the historic city.8

Based on an analysis of the 1888 map, the following aspects were highlighted with reference to the persistence of the pre-modern urban morphology, and the character of the modern city which had developed towards the Nile banks:

- New "focal points" reflecting European urban models (such as al-Azbakeya Square, Abdin Palace, the Opera) created at the edge of the historic city, to showcase the modern city centre's development.
- Canals and lakes filled creating new thoroughfares and residential quarters.
- Roads cutting through the historical urban fabric, such as Mohammed Ali Street, which connects al-Azbakeya Square to the Citadel.
- An urban expansion towards the Nile banks, including the port of Bulaq, the Qasr al-Nil Barracks and the Qasr al-Nil Bridge, the first bridge connecting the island of Zamalek to the mainland.
- New urban patterns continuing the pre-existing fabric, though featuring a different urban morphology based on regular grids and extroverted housing typologies.

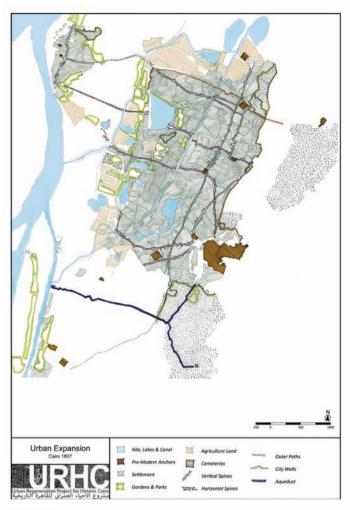
#### 4.3 The evolution of the city: 1888 - 1948

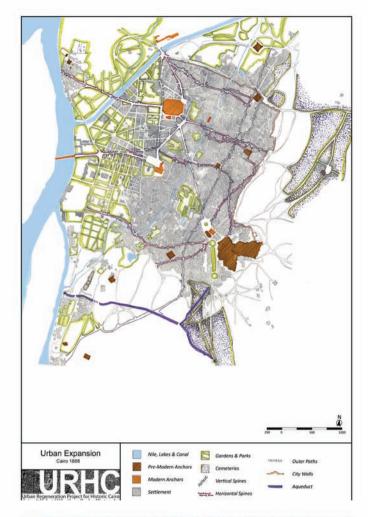
The two sheets comprising the "Map of Islamic Monuments" by the Egyptian Survey Authority (ESA) in 1948 were assembled and compared to the earlier maps of 1807 and 1888. This comparative map represented the evolution of Cairo during the early and mid 20th century, after the fall of the Ottoman Empire and the British Mandate. Cairo was now developing as the capital city of an independent nation with renewed efforts at modernisation and a cosmopolitan identity, character-

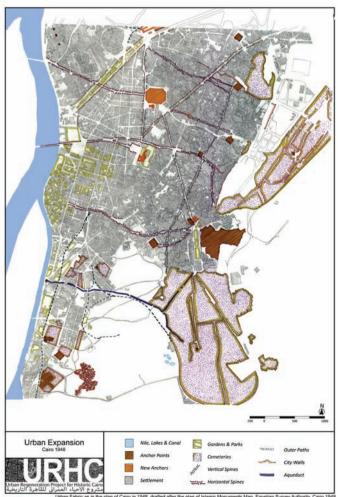
<sup>6</sup> The early settlement includes the mosque of Amr Ibn al-As, the Coptic churches and the archaeological site.

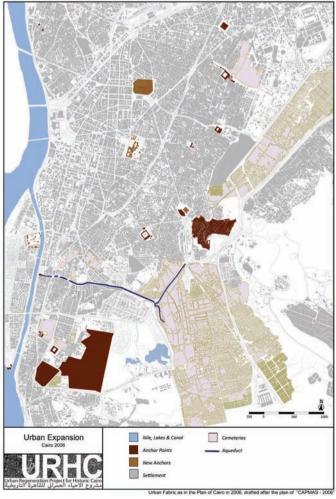
<sup>7</sup> Historic map of Cairo, made by L. Thuillier. Original: "Le Caire, Itinerare de l'Orient, Egypt, Dresse par L. Thuillier, Paris Hachette, 1888".

<sup>8</sup> The spatial and functional relationships between pre-existing focal points and their urban context remained unaltered.









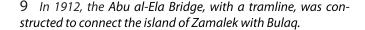
ised by the strengthening of administrative functions, as well as a population increase. Focal points and land-marks reflected the changing role of the metropolis, with new structures adding to the social and cultural changes affecting the city. Within this new development framework, the following changes were highlighted:

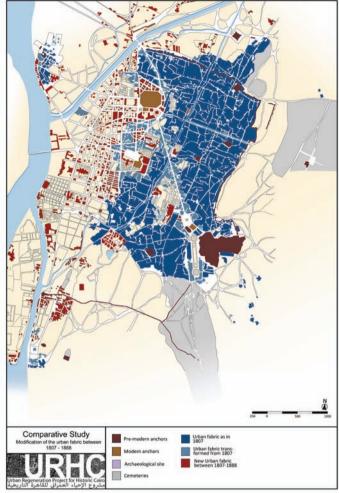
- The completion of the modern city in the lands between the historic city and the Nile.
- The completed street pattern of Downtown Cairo with modern focal points and landmarks.
- Further urban development between the historic city and Khedivial Downtown.
- The development of the Garden City quarter, discontinued developments along the banks of the Nile between Bulaq and al-Fustat, and the construction of a second bridge connecting the island of Zamalek to the mainland.<sup>9</sup>
- An expansion to the north of the historic city, connected to the railway station at Ramses Square and new industrial settlements.
- The opening of new streets such as al-Azhar in the pre-modern urban fabric.

In this phase, Historic Cairo was linked to the modern city through a continuous urban pattern and new street network, with the historical fabric largely preserved.

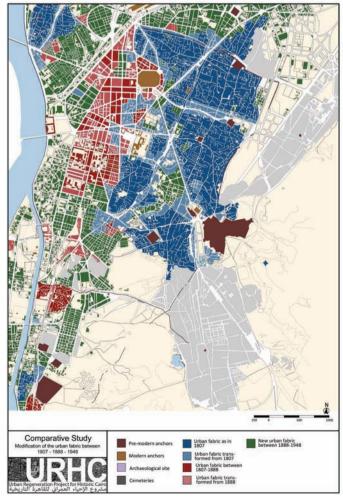
#### 4.4 The evolution of the city: 1948 - 2006

The Cairo map by CAPMAS in 2006 highlighted the fact that the modernization process has continued in contemporary times. No major changes occurred in the morphology of the pre-modern city; nevertheless, the historical fabric was affected by interventions and reconstructions with inconsistent architectural typologies, while the street pattern was modified by minor and diffused street widening and re-alignment programmes.

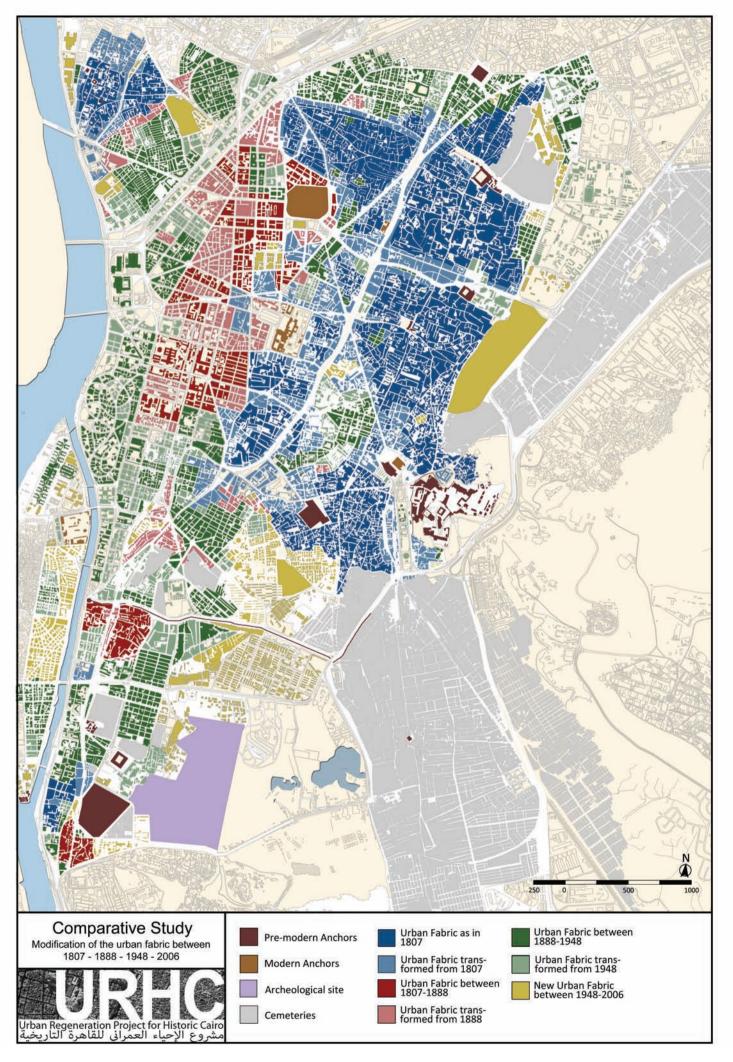




Comparative Study, Cairo 1807-1888, URHC team, 2010.



Comparative Study, Cairo 1807-1948, URHC team, 2010.



# 4.5 Persistence and change in Historic Cairo's urban fabric: 1807 – 2006

It is clear that in the 19th century a process began that heavily transformed the structure and image of Historic Cairo, particularly its residential urban fabric. Although numerous monuments were preserved, palaces and larger houses were often abandoned or divided into smaller plots. 10 Courtyard houses were replaced with rental flats, and changes also occurred in the architectural and typological characters of the city. A partial loss of heritage features affected the World Heritage property.

Nevertheless, the main components of Historic Cairo's urban morphology show a remarkable continuity throughout the city's development stages. Its focal points, compact historical fabric and street organization lines<sup>11</sup> remained intact in many locations; in addition, many streets maintained their original toponymy since pre-modern times, indicating their hierarchy: Darb (pathway), Hara (alley), Atfa (side alley) and Zuqaq (dead-end alley or cul-de-sac).

These components also influenced the setting and direction of urban expansion in the early development of the modern city. However, certain locations, at the intersection between the modern and pre-modern fabric of Cairo, remained unresolved. To define an appropriate conservation policy, both persistence and change elements in the pre-modern city needed to be further assessed through a detailed analysis.

### 5\_ HISTORIC CAIRO'S WORLD HERITAGE PROPERTY AND BUFFER ZONE AS IDENTIFIED BY THE STUDY

A comparison between the most recent map of Cairo (CAPMAS, 2006) and the map of the French Expedition (Cairo in 1807) revealed that the pre-modern fabric kept its main attributes (focal points, street patterns, built-up areas and voids) throughout development in the 19th century. The persistence of these attributes,

10 Such as the elite's emigration towards the modern city and the immigration of lower income classes towards Historic Cairo.

which justified the inscription of the property on the World Heritage List, is a precondition for the preservation of the OUV. Thus the delimitation of the World Heritage property and its buffer zone as proposed by URHC was based on the following:

- A synthesis of the transformation of Historic Cairo's urban fabric (1807-2006).
- A comparison with the official perimeters proposal submitted by the SCA to UNESCO-WHC in 2007.
- The proposed perimeters of "areas of peculiar value" according to Building Law 119/2008, as defined by the National Organization for Urban Harmony (NOUH).<sup>12</sup>
- A field survey carried out by URHC in 2011 to identify existing heritage values in the World Heritage property.<sup>13</sup>

The proposed World Heritage "property area" by URHC corresponds to areas that show a high degree of integrity of pre-modern attributes (such as street patterns, built-up areas and voids), and where most of the city's historical components and structures are visible and recognisable. That is:

- Monuments are kept as "focal points" in the urban fabric, preserving their visual and spatial relationship with the surrounding context.
- The morphology of historical settlements indicated in the nomination is preserved.<sup>14</sup>
- The street network reflects traditional threads and relationships between districts and neighbourhoods and important structural elements (such as mosques, sugs and khans).
- The relationship between built-up structures and open spaces reflects traditional spatial hierarchies designed for pedestrian mobility, creat-

<sup>11</sup> The approved line specifies the border of the road. Such a line separates private properties from public utilities, whether drawn at, inside or outside the property border. (Definition taken from executive regulations implementing law on building promulgated by Law 119, 2008).

<sup>12</sup> The National Organization for Urban Harmony (NOUH) was established in 2001 by Presidential Decree Number 37, based in Cairo and affiliated to the Ministry of Culture.

<sup>13</sup> The final delimitation for the World Heritage property was drafted after completing the field survey (see chapter II).

<sup>14</sup> Including the Fatimid core, the Citadel area, the Ibn Tulun quarter, the cemeteries, al-Fustat and the archaeological site.

ing spaces for community interaction and the proximity of services and uses (such as residential, commercial and crafts).

 The texture of the built-up fabric, characterised by the mix of various building typologies, guarantees the compactness of the historical urban fabric.

In this framework, the pre-modern fabric includes buildings with different degrees of authenticity, as well as buildings with no heritage values. Although buildings of architectural significance may have been replaced, this has not affected the compactness and continuity of spatial patterns within the fabric, nor the relationship between built-up areas and voids.

Meanwhile, the "buffer zone" includes urban fabric that reflects the different stages of Cairo's development since the 19th century. It marks the transformation of Cairo into a diversified urban area stretching between the Moqattam Hills and the Nile, comprising areas with special morphological and spatial characteristics, as well as undeveloped areas incorporating landscape values. They were classified according to the following factors:

- 1. Relationship to new "focal points" and structural elements in the pre-modern city.
- Location and proximity to the World Heritage property.
- 3. Relationship to the Nile and its bridges.
- 4. Texture of the urban fabric as defined by the street patterns.

# **6\_ COMPARISON WITH OFFICIAL PERIMETERS PRO- POSALS FOR HISTORIC CAIRO**

The perimeters proposed by URHC followed the collection and analysis of the following official perimeters recognized by existing laws or previously submitted by local authorities to the World Heritage Centre:<sup>15</sup>

#### 6.1 SCA Delimitation for Historic Cairo

In October 2007, maps were submitted to UNESCO-WHC by the SCA as the only official documents concerning Historic Cairo's delimitation. The boundaries of the World Heritage property, drawn on the 1948 Map of Cairo Islamic Monuments, were presented on three maps, in which five core zones and three buffer zones were indicated in different colours. The SCA perimeters included the following elements in the five proposed core zones:

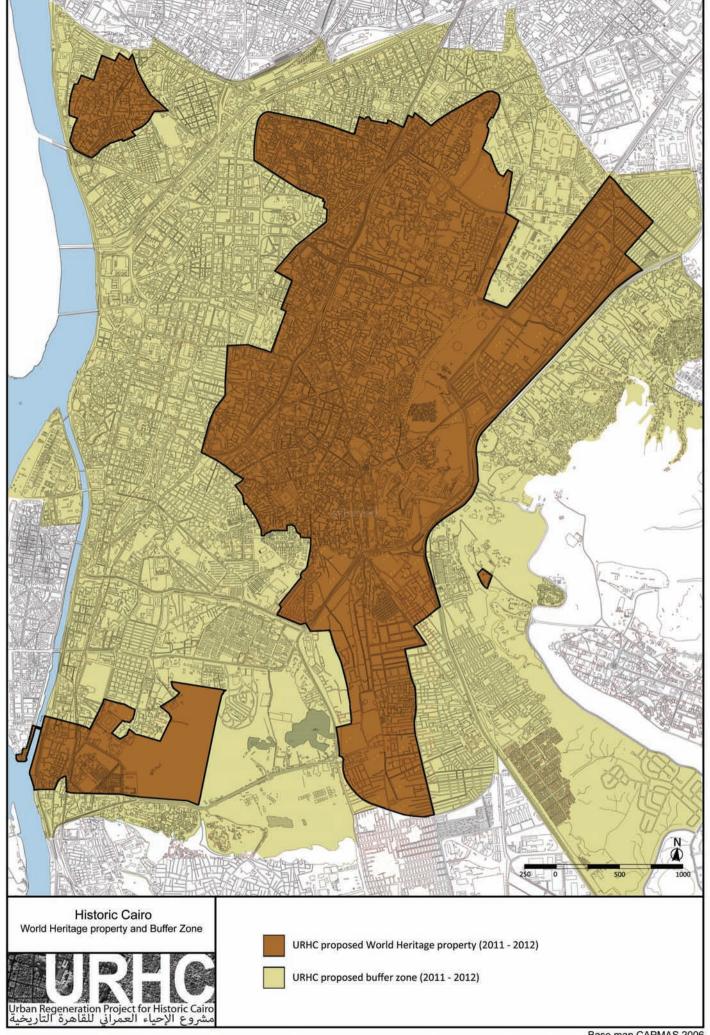
- Zone 1: Al-Fustat area (including the mosque of Amr, the Coptic Complex and the archaeological site)
- Zone 2: The Fatimid Nucleus together with the Citadel area and the area around the mosque of Ahmed Ibn Tulun
- Zone 3 : Al-Imam ash-Shafi'i Necropolis
- Zone 4: As-Sayyeda Nafisa Necropolis
- Zone 5: The Qaytbay Necropolis

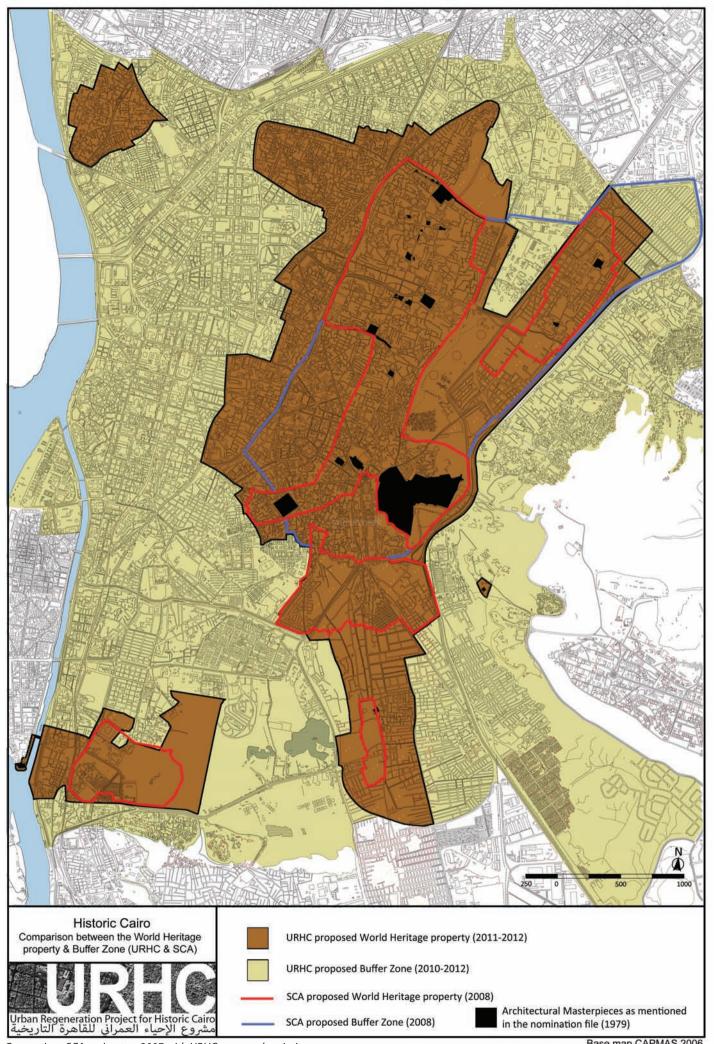
However, the historic harbour of Bulaq was not included as a protected site in the SCA proposal, despite its mention in the nomination and in official sketches presented to the UNESCO-WHC. The official perimeter outlined by the SCA also varies significantly from the "property area" and "buffer zone" proposed by URHC for Historic Cairo. It includes the urban fabric with the highest concentration of monuments and excludes the following:

- The pre-modern urban fabric that developed west of the former al-Khalij canal.
- The historical urban area that developed north of the city walls in the Ottoman period
- The pre-modern settlements on the Nile banks:
   Bulaq and al-Fustat

The "property area" proposed by URHC includes this pre-modern fabric, in accordance with the criteria in the nomination used to revise the SOUV. Simultaneously, the "buffer zone" proposed by URHC encompasses the site occupied throughout the city's development between the Mogattam Hills and the Nile, a

<sup>15</sup> Other proposals for the delimitation of the site were also collected and analysed. However, since they were not submitted officially, they could not be taken into consideration.





process that led to the shaping of the modern city as an extension of the pre-modern one.

The buffer zone of SCA, on the other hand, is limited to areas between the identified core area, excluding parts of the pre-modern fabric and the early-modern city. The partial inclusion of the monumental cemeteries, particularly the southern one, and the al-Fustat archaeological site, further reflect a different identification of the concerned areas. The SCA perimeters are also inconsistent with the delimitation of "areas of peculiar value" identified by NOUH.

#### **6.2 NOUH Perimeters**

Building Law, 119/2008 empowered NOUH to identify "areas of peculiar value" throughout Egypt. The law and its executive regulations<sup>17</sup> also defined planning tools, established rules for the land divisions and empowered NOUH to prepare "the bases and requirements for maintaining the areas, buildings and establishments of peculiar value."<sup>18</sup>

As part of this framework, the areas comprising Historic Cairo, Khedivial Cairo and Garden City were identified by NOUH as "areas of peculiar value" and later established by an official decree. They cover an urban area extending from the Moqattam Hills to the Nile, including the pre-modern city and the modern city of Cairo.

The map for Historic Cairo associated to the decree divided this 'area of peculiar value' into three categories according to the level of protection afforded to each:

A. Area A comprising the historical fabric of the Fatimid city and "focal areas" mentioned in the Nomination, including the Citadel area at the foot of the Mogattam Hills and the monumental cemeteries. With the exception of the northern cemetery, the perimeter defines a continuous area that includes the intersection between Historic Cairo and Khedivial Cairo.

B. Area B, the archaeological site of al-Fustat.

C. Area C, comprising the early modern fabric surrounding Area A of the historic city, the monumental cemeteries and al-Fustat.

This mosaic of "areas of peculiar value" identified by NOUH offers an extraordinary modern attempt to define Cairo's heritage areas, including the development of the city until recent times and incorporating internationally-accepted standards and criteria in urban conservation.

The proposed perimeter of Historic Cairo, as identified by URHC, overlaps significantly with the "areas of peculiar value" identified by NOUH. Both regard Historic Cairo as an urban entity, rather than simply a concentration of monuments, with the identification of areas deserving the "maximum level of protection" based on the persistence of the historical urban fabric throughout the different phases of the city's development.

#### 7\_ URHC PROPOSAL FOR THE WORLD HERITAGE PROP-ERTY AND ITS BUFFER ZONE

Based on the above, and taking into consideration comments received from experts, relevant administrations and the nomination file, the World Heritage "property area" as proposed by URHC includes the following:

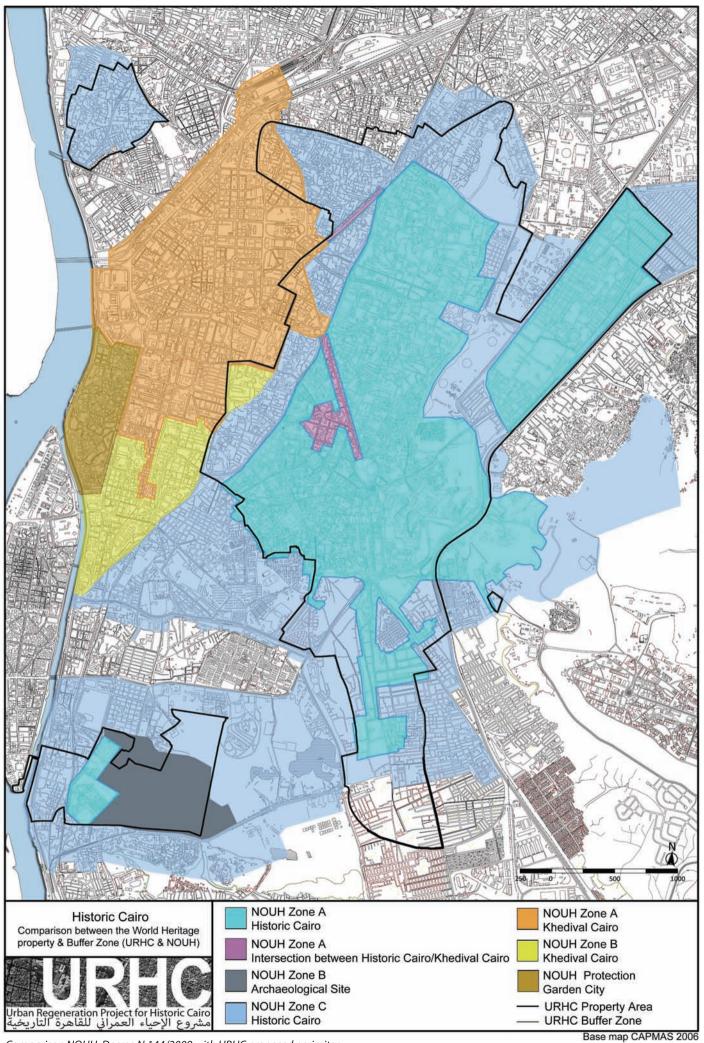
- The urban area that has persisted since 1807, including focal points, street patterns, and built-up and undeveloped areas. This includes the historical suburbs north of the city gates of Bab al-Futuh and Bab al-Nasr, as well as the historical harbours of Bulaq and Fustat.
- The monumental northern and southern cemeteries, as well as the cemeteries adjacent to the northern city walls.
- The archaeological site of al-Fustat.
- The archaeological site of Burg al-Zafar along the north-eastern city wall that is currently being excavated.
- The southern tip of al-Rawda Island with the Nilom-

<sup>16</sup> The SCA delimitation includes al-Saliba historical quarter and various historical areas west of al-Mu'izz in the buffer zone.

<sup>17</sup> Ministerial Decree No. 144 of the year 2009, published in the Al-Wakaye Al-Maesreya/Government Bulletin - Issue no. 82 (Supplement A), 8th of April 2009

<sup>18</sup> Article 32 - Chapter-2- Areas of peculiar value, in Building Law, 119/2008.

<sup>19</sup> Decree No. 04/07/09/8 in 29/7/2009 for the delimitation of Historic Cairo and Khedivial Cairo.



eter, which is cited in the nomination file as one of the monuments that justified the inscription of the property on the World Heritage List.<sup>20</sup> The perimeter includes the pedestrian bridge over the Nile, which provides a connection between al-Rawda Island and the al-Fustat urban area

- The landscaped area between the northern cemetery and the southern Fatimid nucleus, including al-Azhar Park and the undeveloped areas surrounding the Citadel. This area ensures the visibility of the fortifications, as well as the skyline of the city with its "thousand minarets" another feature that justified the property's inscription on the World Heritage List.
- Mashad al-Juyushi, located on the Moqattam Hills, a significant monument mentioned in the nomination file.<sup>21</sup>
- The area that developed through the reclamation of lakes such as Birkat al-Fil in the late 19th century.

Although representing a pocket within the site, the area features interesting modern neighbourhoods and building typologies that do not affect the spatial consistency of the pre-modern urban fabric.

Meanwhile, the "buffer zone" proposed by URHC comprises the modern city created after 1807 on the lands between the Moqattam Hills and the Nile banks. The analysis of the modern city's development stages reveals that the area includes urban textures referring to a variety of morphological and typological models. Therefore, the proposed buffer zone includes:

- The slopes of the Moqattam Hills, to prevent high rise developments that harm the skyline of the historic city.
- The northern tip of al-Rawda Island, including Mohamed Ali Palace and its garden, which is classified within the "areas of peculiar value" proposed by NOUH for al-Rawda.

Following the identification of the World Heritage property area and the buffer zone, a set of protection measures was proposed by URHC, which will be discussed in further detail in the next chapter.



Field visits, photographic documentation: Fustat Archaeological Parc, Misr Qadima, 2010. Photo, Daniele Pini

<sup>20</sup> This area is classified as an "area of maximum protection" within the "areas of peculiar value" proposed by NOUH.

<sup>21</sup> This mosque was excluded in the perimeters proposed by the SCA in 2007.

#### Chapter II

### THE ASSESSMENT OF URBAN HERITAGE VALUES IN THE WORLD HERITAGE PROPERTY, 2011

- 1\_THE FIELD SURVEY: APPROACH AND IMPLEMENTA-TION
- 2\_THE FIELD SURVEY: ASSESSMENT CRITERIA
  - 2.1 Criteria (A): Architectural heritage
  - 2.2 Criteria (B): Persistence of historical street alignments
  - 2.3 Criteria (C): Persistence of traditional land subdivision patterns
  - 2.4 Criteria (D): Continuity and compactness of the urban fabric
- 2.5 Criteria (E): Activities and uses of the urban space 3\_OVERALL ASSESSMENT OF URBAN HERITAGE VALUES IN HISTORIC CAIRO

#### 1\_THE FIELD SURVEY: APPROACH AND IMPLEMENTA-TION

In response to the need to carry out a comprehensive and systematic assessment of urban heritage values in Historic Cairo, the URHC project team launched a preliminary field survey in 2011 to outline a conservation zoning plan and related protection measures for the property. The assessment also aimed to confirm or revise the proposed perimeters of the World Heritage property, defined by the comparative analysis of historic maps carried out earlier.

Five parameters - described below in the assessment criteria - were set to evaluate the physical integrity and intangible values of the historical urban fabric, in compliance with the proposed SOUV,<sup>1</sup> and using the administrative subdivision of *qisms*<sup>2</sup> and *shyakhas*.<sup>3</sup>

The team initially undertook preliminary field visits to test the grading system for the evaluation. This was followed by a systematic survey carried out between September and December 2011 by *shyakha* or part of *shyakha*<sup>4</sup> to cover the proposed perimeters of the World Heritage property. At the same time, photographic documentation was completed for a number of streets in Historic Cairo to verify their urban heritage values.

Eighty-nine *shyakhas* belonging to 11 *qisms* were initially included in the field survey. However, due to the contingent political situation and for security reasons, it was impossible to carry out the visits as planned in some areas, such as Bulaq and the cemeteries. The survey was ultimately implemented in 69 *shyakhas* covering a continuous area between Qism Bab el Sha'ria and the Citadel area, with photographic documentation of around 350 streets in the site.

Each shyakha was visited according to a pre-determined path, starting from major spines and proceeding into smaller lanes within the residential blocks. An average of four to five streets was chosen for each *shyakha* including:

- Main streets representing the shyakha's borders
- Streets representing typical urban patterns
- Streets presenting peculiar heritage features

The survey results were summarized in standardized sheets according to each *qism* and *shyakha*. Uniform information was provided for each *shyakha* including its location, the surveyed street's location, photographic documentation, notes on heritage features, a table with the grades assigned to each parameter and a grading based on an average of the street's records.<sup>6</sup> The sum of the grades assigned to the parameters defined the heritage values of each street and its surrounding area visited during the survey. The average of these grades defined the overall grading of the *shyakha*.

<sup>1</sup> See Annex for the revised SOUV.

<sup>2</sup> Security jurisdiction.

<sup>3</sup> See "Operational Guidelines", Points 79-89.

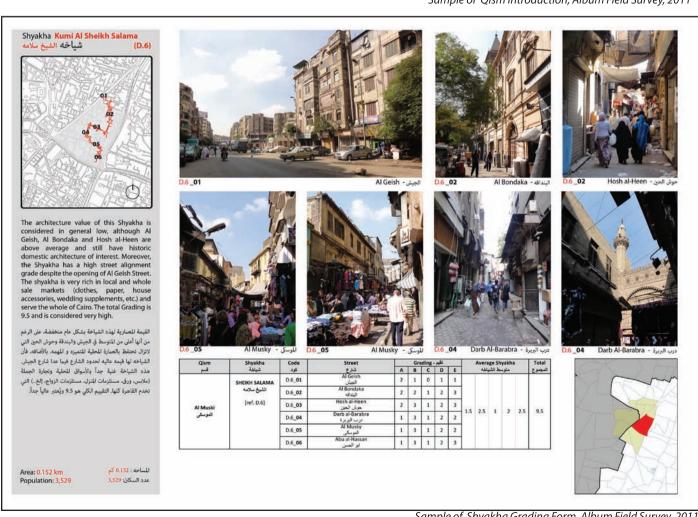
<sup>4</sup> In case differences existed in the urban morphology, shyakhas were divided into parts with different grades.

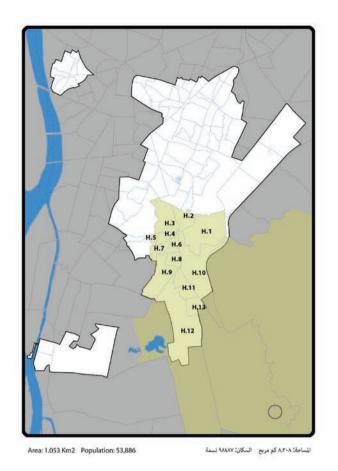
<sup>5</sup> The assessment for these areas was based on non-systematic visits and documentation in 2010 by the team consultants, satellite views from Google Earth, and references in other publications.

<sup>6</sup> Details are available in the URHC Report: "The Assessment of Urban Heritage of the World Heritage Property".

		E.3 Shiakha Bateneya	Audio Salus
A.1 Shiakha Clot Bey	ade Call Asta	E.4 Shiakha Al Darb Al Ahmar	شباخة الدرب الأحمر
A.2 Shiakha Al Quabila	46.41 (Ala)	E.5 Shiakha Al Ghouria	شياخة الغورية
	Hank! Strink	E.6 Shiakha Haret Al Roum	شاخة حازة الروم
		E.7 Shiakha Al Megharbelin	شياخة للغربتان
		E.8 Shiakha El Sorugeya	شباخة السروجية
B.1 Shlakha Al Nasr	فياخة النص	E.9 Shiakha Darb Saada	شياخة وزب سعادة
B.2 Shiakha Al Sawabi	شياخة الصواي	E.10 Shiakha Taht Al Rab	شياخة تحت الربع
B.3 Shlakha Al Mansi	فياخة للنبي	E.11 Shlakha Al Qariba	تباخة اللربية
B.4 Shiakha Al Adawi	شياخة العدوي	E.12 Shiakha Al Dawudeya	شياخة الداوفية
B.5 Shiakha Berkat Al Ratly	شياخة بركة الرطاي	E.13 Shiakha Al Amry	شياخة العمري
8.6 Shiakha Al Banhawi	شياخة البنهاوي	E.14 Shlakha Suq Al Selah	شياخة سوق السلاح
B.7 Shiakha Bab El Sharia	شياخة باب الشعرية شياخة درب الأقمعية		
B.8 Shlakha Darb al-Aqma'ia	میاحد درب الافتخید شیاخهٔ سیدی مدین		
B.9 Shlakha Sidi Madin	مباحث سيدي مدين شناخة الشمنكل	F.1 Shiakha Ghayt Al Edda	شياخة غيط المدة
8.10 Shiakha Al Shomboky 8.11 Shiakha Bab El Bahr	فياطة بات المو	F.2 Shiakha Rahbet Abdin	شياخة رحبة عابدين
B.11 Smakna bab Et banr		F.3 Shiakha Al-Sqay'in	فياخة النقاين
C.4 Shlakha Al Mansureya	الباخة المنصورية	G.1 Shiakha Songor	شياخة سنقر
C.5 Shiakha Al Otouf	شياخة العطوف	G.2 Shiakha Al Hanafi	شياخة المنفي
C.6 Shiakha Al Gamaleya	شياخة الجبالية	G.3 Shlakha Al Darb Al Gadid	شياخة الدرب الجديد
C.7 Shiakha Bab Al Futuh	فياخة باب الفتوح	G.4 Shlakha Al Gamamiz	شياخة درب الجنامين
C.8 Shiakha Al Sharani	تياخة الشعران شاخة قصر الشوق	G.5 Shiakha Al Kabsh	شياخة الكش
C.9 Shlakha Qasr Al Shouk	خياحه فصر الشوق شباخة الدراسة	G.6 Shiakha Toulun	شباخة طولون
C.10 Shiakha Al Darassa	حباحة الدراحة شياخة المشهد الحسيني		
C.11 Shiakha Al Mashad Al Husseiny	الباخة خان الطليلي	H QUISM AL KHALIFA	
C.12 Shlakha Khan Al Khalili C.13 Shlakha Al Azhar	شباخة الأزهر	H.1 Shiakha Al Hattaba	شاخة الحطابة
C.14 Shiakha Al Khoronfesh	ساخة الخرطش	H.2 Shiakha Al Mahgar	شياخة المحجر
C.15 Shiakha Ben Al Sourein	شباخة بن الصورين	H.3 Shiakha Al Helmeya	شياخة الحلمية
C.16 Shlakha Gohar Al Qaed	شباخة جوهر القائد	H.4 Shiakha Al Darb Al Hosr	شياخة درب الحصر
C.17 Shiakha Al Hamzawi	شياخة الحمراوي	H.5 Shiakha Al Salyba	شياخة الصليبة
		H.6 Shiakha Al Boqali	شياخة البقلي
		H.7 Shiakha Al Khalifa	شياخة الخليفة
D.1 Shiakha Al Tamar	شباخة الطفاه	H.8 Shiakha Al Syda Aisha	شياخة السيدة عائشة
D.2 Shiakha Safey El Din	شياخة صفى الدين	H.10 Shiakha Arab El Yassar	شياخة عرب اليسار
D.3 Shiakha Al Ramli	فياخة الرملي		
D.4 Shiakha Al Sheik Nada	فياخة الشيخ لدا		
D.5 Shiakha Al Nubi	شياخة النوي		
D.6 Shiakha Kumi Al Sheikh Salama	تنباخة كومي الشبخ سلامة		
D.7 Shiakha Al Manasra	لتباخة المناصرة		
D.8 Shiakha Al Lowa'a Amin Al Sherif	شباخة اللواء أمن الشريف		
		K_QUISM MISR AL QADIMA K-1 Shlakha Al Dayura	شامة النبورة
		K. 1 Shiakha Al Khokha	المالة المالة
E.1 Shiakha Bab al Wazir	قياطة باب الوزير	K.3 Shiakha Al Kafur wa Sa'l Al Bahr	الناطة الكافور وساعى البخر
E.2 Shiakha Darb Shoughlan & Al Gharib	شاخة درب شفلان والفريب	N. S SHIRKHE M NEUT WE SEL M DEIT	S100 000 000

Sample of Qism Introduction, Album Field Survey, 2011





Part of this qism includes al-Qata'l, the capital established by Ahmad Ibn Tulun in 870 on the Gebel Yashkur (the Hill of Thanksgiving), however, the main development of the area began in the 14th century. The Mamluk urbanization developed around Birkat al-Fil lake, the Tulun aqueduct and the hill of Yashkur. The lake attracted emirs to build palaces in the area, together with several mosques. During the Ottoman era, the area began to host a community of artisans and merchants alongside the resident emirs. However, from the early 18th century, Birkat al-Fil slowly declined as a wealthy residential area due to the development of Birkat al-Azbakiyya. The 19th century witnessed a steady influx in the population, resulting in the occupation of the agricultural lands. When the al-Khalig al-Masry canal and the lakes were filled up, new reclaimed lands were also available for modern development. During the 20th century, part of the area's desert land was filled with social housing (Zeinhum).

Only a few shyakhas within this gism can be defined as purely urban settlements, the rest belong to the Southern Cemetery, a historic necropolis that has been partially inhabited since its origins. The development of the two areas ran in parallel but was not necessarily connected. This has created a discrepancy in urban and domestic typologies, population and building densities, and the presence of various activities. However, successive ruling dynasties chose to live and be builded in different places from their predecessors, resulting in the establishment of several urban cores and funerary foundations.

In the shyakhas of Tulun and Kabsh, the majority of the buildings are either apartment blocks, or old houses subdivided into smaller residences. As an overall observation, there is a mix of new structures and old buildings. The highest concentration of historical domestic architecture is around Darb al-Hosr, al-Sayba, al-Boqli and Arab al-Yassar. The overall condition of the built environment is poor, with a high percentage of abandoned and squatted buildings. Main roads are paved, while smaller streets are randomly unpaved. Garbage is variously disposed in vacant areas and on street corners. The area has a good concentration of crafts: mainly carpentry and furniture making. It is easily accessible to other areas by public transportation.

Thirteen shyakhas within this gism are included in the World Heritage Property.

يشتمل هذا اللسم على اللطائم، العاصمة التي أنشأها أحمد بن طولون عام ٧٠٠ على جبل يشكر. إلا أن التطور الرئيسي
للمنطقة بدأ في القرن الرابع عشر، التطوير العمرائي المعلوكي كان في بركة الفيل، سور طولون وجبل يشكر، جذبت
البركة الأمراء الذين شيدوا قصوراً في المنطقة و عدد من المساجد، أثناء الحقبة المتعانية، بدأت المنطقة استضيف كوكية
من الصناع الحرفيين والتجار بالإشافة إلى الأمراء، المقيمين فيها منذ قرة طويلة، إلا أنه منذ بداية القرن الثامن عشر، بدأ حال
بركة الفيل يتدهور كمكان لسكس الأثرياء، بسبب تطوير بركة الأزيكية، شهد القرن الناسع عشر تدفقاً مستمراً للسكان،
مما أذى إلى احتلال الراحي الراحية، عندا من درم ترجة الطبح الممري والبرك، توفرت أراض للتطوير، أثناء القرن العشرين تم
استخدام جزء من الصحراء في تلك للنطقة بشروع الإسكان الاجتماعي «ازتيه».

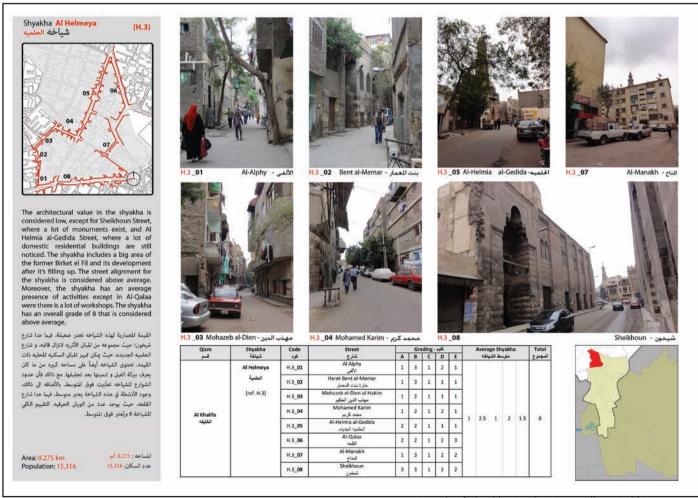
هناك شياخات قليلة في هذا القسم يكن أن تُعرف على أنها مناطق استيطان عمراني خالصة، فإن يقينها يتبع الجيانات الجنوبية، وهي مدينة موقى تاريخية كانت مأهولة بشكل جزئي منذ ظهرت، ثم تطوير للنطقتين بالتوازي لكن لم تكن مناك بالمخرورة صلة بيتهما، أدى هذا إلى تباين كبير في السجات العمرائية والسكان البناء والسكان ووجود أنشطة بالمخرورة صلة بيتهما، أو أن الأمر الحاكمة للتحافية اختارت أن تحيض وتُدفن في مناطق تختلف عن الخاصة بسابقيهم، مما أدى إلى تبدية مراكز عمرائية موتاطق للدفن متومة.

في شياخات طولون والكبش، فإن أغلب المبافي شفق سكية أو يبوت قدية مقسمة إلى مساكن أصغر، كملاحظة عامة، هناك مزيج من المبافي الجديدة والمبافي القديمة، أعلى تركيز من العباره للحليه الناريخيه هو حول منطقة درب الحصر والصليبة واليقي وعرب السالر، حالة البيئة للبنية متدهورة وهناك تركز كبر من لليافي للمجورة الطرف الرئيسية معهدة، يتما الضوارع الأصغر غير معهدة، اللمامة ترتركم في المناطق الحالية وعلى نوامي الشوارع، يوجد في المنطقة كم جيد من الصناعات البدودة هي بالأساس التجاوزة وصناعة الأثاني يسهل الوصول إليها من عاشل أخرى بواسطة للواصلات العامة.

هناك ١٢ شياخة في هذا القسم مضمومة إلى ممتلك التراث العالمي.

101

#### Sample of Qism Introduction, Album Field Survey, 2011



#### 2 THE FIELD SURVEY: ASSESSMENT CRITERIA

To evaluate the urban heritage values of the World Heritage property, the following parameters were considered:

- 1) Architectural heritage
- 2) Street alignment
- 3) Land subdivision patterns
- 4) Continuity and compactness of the built-up fabric
- 5) Activities and uses of the urban space

#### 2.1\_Criteria [A]: Architectural heritage

This parameter provided an evaluation of the architectural merit of the shyakhas surveyed within the World Heritage property, taking into account their historical and cultural layers<sup>7</sup> as stated in the proposed SOUV. It included the presence or absence of buildings considered interesting because of their authenticity, including pre-modern structures (before the 19th century) and modern ones (after the 19th century), with no reference to specific architectural styles or typologies. The presence of monuments or listed buildings also contributed to the overall architectural score of the shyakhas, since their role as landmarks is an indicator of an existing relationship between focal points and the urban context. This relationship was highlighted both in the nomination file and SOUV as a heritage value that deserved protection.

<sup>7</sup> This criterion is consistent with the "Recommendation on Historic Urban Landscapes" adopted by the General Conference at its 36th session, Paris, November 2011.



Bulaq, 2011

The architectural heritage parameter was graded as described below:

### Grade Features

### Pictures

### 0-1

Absence or rare presence of buildings or parts of buildings of architectural interest



Al Mansoureya



Al Sheikh Rihan

### 1-2

Presence of some scattered buildings or parts of buildings of architectural interest



Souk El Selah



Clot Bey

### 2-3

Presence of continuous and consistent street fronts, larger groups or ensembles of buildings of high architectural value



El Gamaleya \_ Haret el Sananeeri



Al Muski

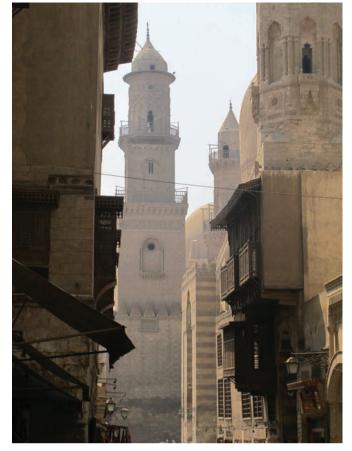
The outcomes listed below demonstrate that, beyond its preserved monuments and listed buildings, large parts of the site show an ordinary or poor built-up environment that has lost relevant architectural qualities:

- Almost one-third of *shyakhas* were graded at one point or less, indicating a lack of substantial architectural quality. This applied particularly to the *shyakhas* located in Qism al-Sayeda Zeinab, in the northern part of Qism Bab al-Sha'ria and in Qism al-Gamaleya.
- The majority of shyakhas (44 out of 69) were graded at between 1.5 and 2 points. These presented scattered buildings or a few ensembles possessing an architectural quality.<sup>8</sup>
- Only three shyakhas were graded at between 2.5 and 3 points. These are mainly located along al-Mu'izz and al-Gamaleya streets and in the Citadel area, where the urban fabric includes preserved monuments and modern buildings.

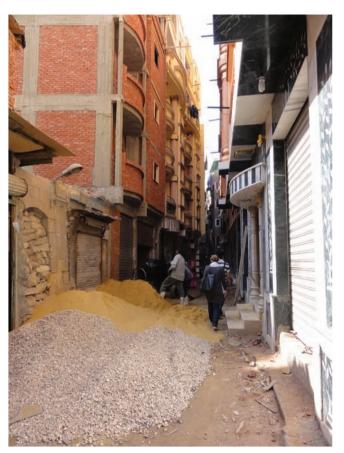
The survey, and accompanying photographic documentation, highlighted the results of an indiscriminate renovation process in the historic city over the last few decades, characterised by the systematic replacement of buildings regardless of their architectural qualities.

This pattern has increased since the January 25 revolution, due to a limited capacity for monitoring the World Heritage property. It is also the result of the inadequate measures (such as planning tools, building regulations and management tools) strongly needed to protect such a site.

The poor architectural quality recorded in a third of the shyakhas indicates the critical state of conservation of much of the historical fabric. It also highlights the inadequacies of a conservation strategy focusing on monuments and listed buildings while neglecting their urban context.<sup>9</sup>



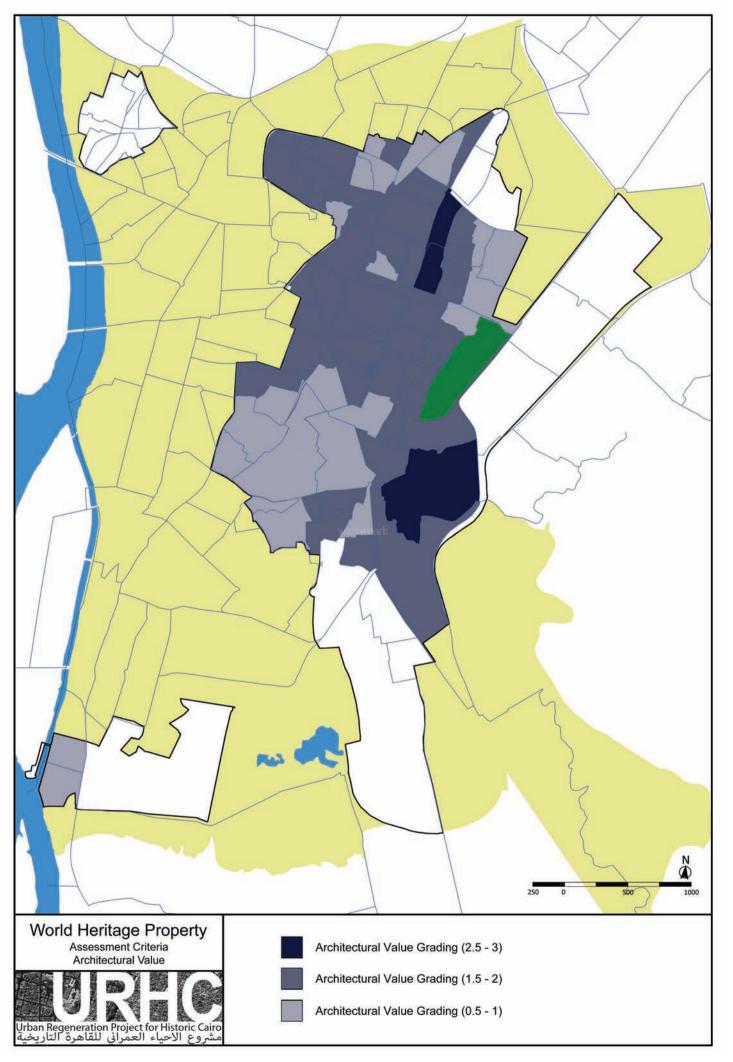
Al-Mu'izz Street, Katkudah, Beshtak



Darb al-Mahruqi, Darb al-Ahmar

<sup>8</sup> The presence of parts of historical buildings (e.g. surviving historical ground floor façade) was considered an element of architectural interest.

<sup>9</sup> Such a policy contrasts with the inscription criteria on the World Heritage List (see nomination file for Islamic Cairo).



### **2.2**\_ Criteria [B]: Persistence of historic street alignments

This parameter refers to the persistence or alteration of the front elevations of streets in Historic Cairo, highlighting interventions related to the streets' widening or re-alignments, as well as building lines<sup>10</sup> within

10 These building lines are set to widen existing roads and open new roads cutting through the old city or along important monuments. The lines are inherited from previous plans prepared for Historic Cairo dating from the early 1970s. As defined by the Executive Regulations implementing the law on building promulgated by Law 119, 2008: "The line on which

which building activities are not permitted. It is significant because it refers to the spatial character that represents the historical features of the streetscape, beyond the architectural quality of individual buildings. The persistence of historical street alignments is considered crucial to preserving the street pattern and visual approach to landmarks in an urban context.

constructions are permitted, whether designated at the border of the road, organisation line or projected from any of the said by a distance to be identified by the appropriate body."





The two sides of Herat Bergwan, on the back of Mu'izz Street in Gamaleya, 2011

### The street alignment was graded according to the following criteria:

Grade Features

**Pictures** 

#### 0-1

Historic street fronts systematically modified with set-back of reconstructed buildings preventing the perception of the historic street front alignments



Kamel Sedky



Kamel Sedky,al-Saban

### 1-2

Frequent recent setback of reconstructed building with recesses not completely preventing the perception of the historic street fronts



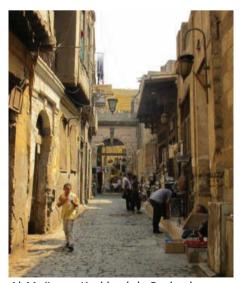
Ismail Abou Tabel



Haret Borg Ali

### 2-3

Few or no recent setbacks and recesses and persistence of historic street alignment



Al-Mu'izz st, Katkhudah, Beshtak

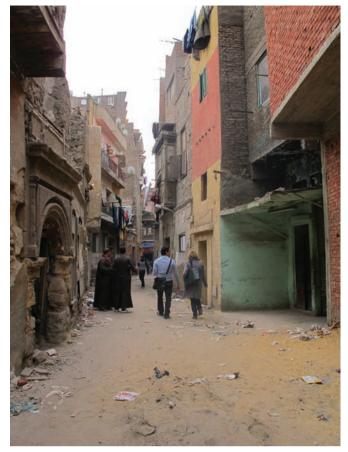


Hamzawy

The outcomes show that, in many parts of the urban fabric, historical street fronts (both pre-modern and modern) are still recognisable:

- The highest degree of persistence was found in 19 shyakhas set in Qism al-Gamaleya, which includes a concentration of monuments, and in the modern urban fabric generated by the streets and thoroughfares created in the 19th century.
- The majority of *shyakhas* (41) were graded at between 1.5 and 2 points. Here, the urban fabric was partially affected by realignments that altered the spatial character.
- Nine shyakhas were graded at 1 point or less, indicating the total alteration of historical alignments.

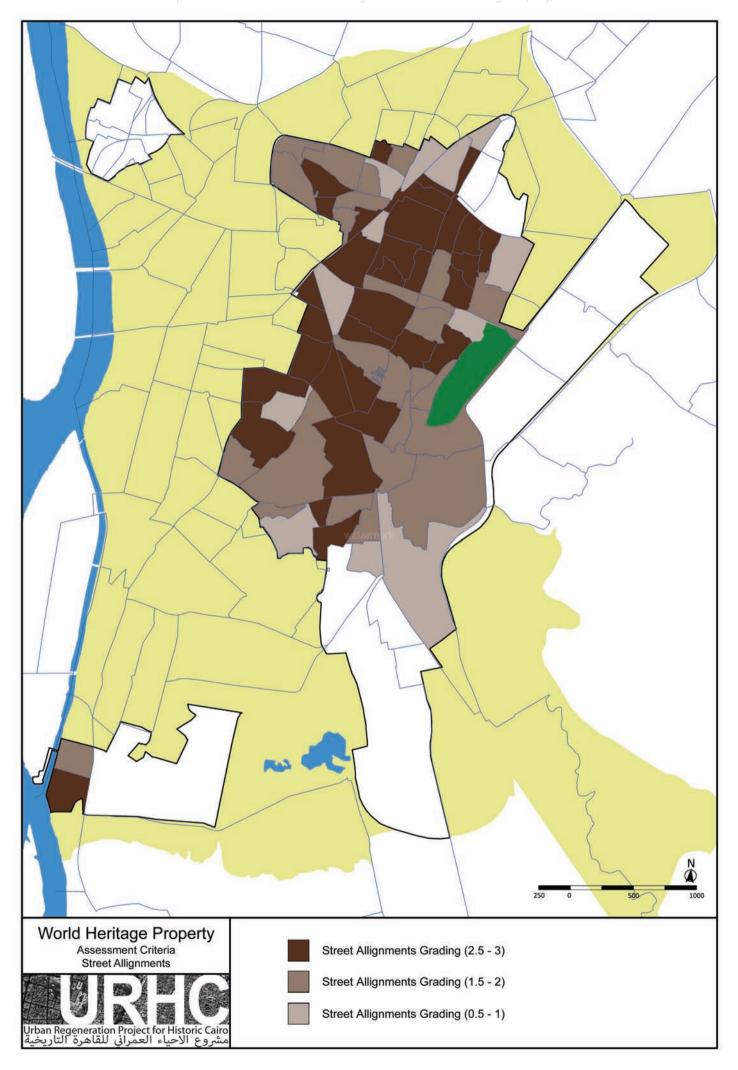
This last outcome partially confirms the loss of architectural values evident in the assessment of Criteria [A]. It is also the result of traffic changes that occurred over the last few decades, for example, to ease the vehicular circulation next to Downtown in Qism al-Muski and Qism Bab al-Sha'ria. The impact of the realignment of new buildings in the streets of Cairo also cannot be underestimated. This has had a detrimental effect on the renovation process of the historical urban fabric, combining the loss of architectural values with the alteration of the urban space.



Darb al-Ghazeya, Khalifa, 2011



Haret al-Rum, Darb Al Ahmar, 2011



### 2.3\_ Criteria [C]: Persistence of traditional land subdivision patterns

This parameter refers to the persistence of land subdivision patterns with regard to historical plot patterns and their width on street fronts. Plot subdivisions are essential to verify the texture of the urban fabric since they characterize the spatial sequence and consistency of street fronts.

Due to the limited scope of the field survey, it was impossible to systematically assess the transformations that had occurred within every plot in Historic Cairo, or make a comprehensive evaluation on the persistence

of historical patterns.<sup>11</sup> However, literary and cartographic sources documenting changes in land subdivisions and functions that occurred in some areas of the historic city were taken into account.

The final evaluation of this parameter was simplified as follows to mitigate its influence on the overall shyakha gradings:

11 An accurate historical analysis of buildings and in-depth architectural surveys would be necessary to overcome this limited evaluation.

Grade Features Pictures

0

Historical and traditional land subdivision pattern completely altered by inconsistent building redevelopments



Azhar St., Hussein-Ghourya Side



Port Said-Bab El Nasr Side

1

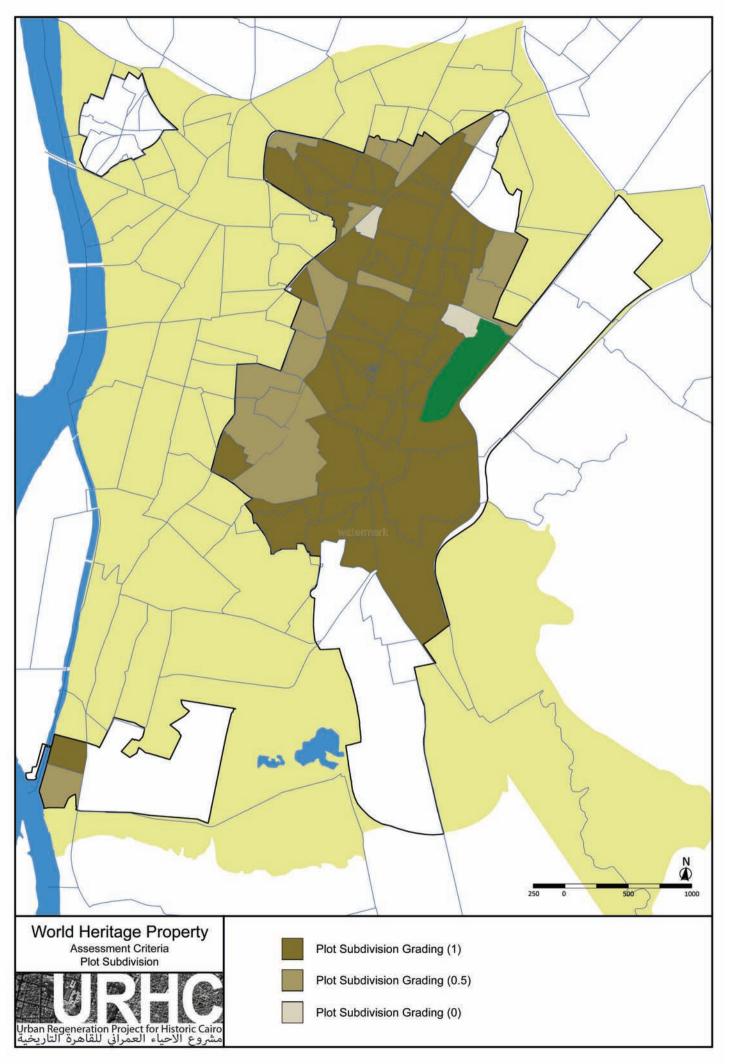
Historical or traditional land subdivision pattern preserved or partially modified but keeping the same "texture"



Darb El Labana



Al Kanisa al Murquseya



The outcomes of this parameter confirm the evaluation of the previous criteria and highlight the variety of textures within the urban fabric of Historic Cairo as follows:

- The largest part of the urban fabric (53 shyakhas) is characterized by a land subdivision pattern that reflects the historical urban texture, because of the plot-by-plot redevelopment process in the historic city.
- Some *shyakhas* with lower grades correspond to areas affected by the street cuts<sup>12</sup> and widenings carried out in the 19th and 20th centuries, while some have kept their modern land subdivision pattern almost intact. The most harmful ruptures can be observed in the pre-modern fabric where inconsistent structures and large-scale interventions (housing projects and public buildings) were detected. These occur in al-Ramly shyakha, al-Azhar area, and in western and eastern *shyakhas* of the site.



Abou al-Leaf, Abdin, 2011



Al-Fawatim, Gamaleya, 2011

# 2.4\_ Criteria [D]: Continuity and compactness of the urban fabric

The continuity and compactness parameter refers to a vital morphological feature of the historical urban fabric, highlighting the distinctiveness of anchors and landmarks (i.e. monuments), as well as important urban spaces.



Abou al-Leaf, Abdin, 2011

Grade Features

Pictures

0-1

Presence of large vacant areas or ruins





Khoronfesh

1-2

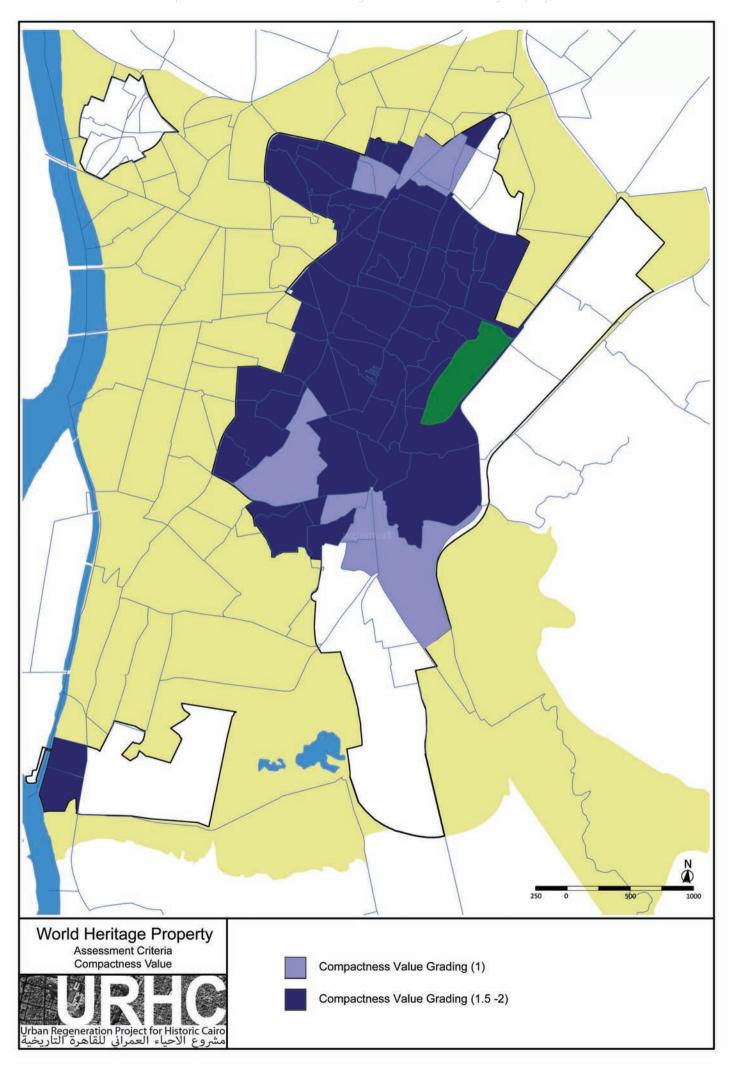
No relevant presence of vacant areas and ruins



Al Gamaleya



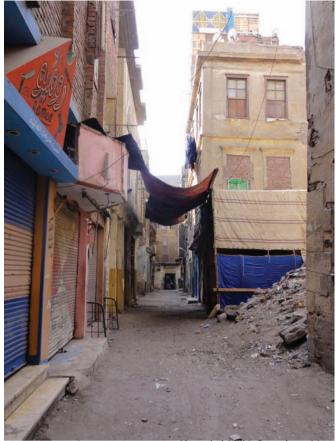
Al Shamboky



The assessment of this parameter refers to the presence or absence of vacant plots, which represent a rupture in the urban fabric, particularly along the main spines. The assessment illustrated the following outcomes:

- In spite of the alterations that resulted from the widespread renovation of Historic Cairo, the site presents a high degree of spatial continuity and compactness in its urban fabric.
- Eleven shyakhas, concentrated in the northern and southern areas, are characterized by ruptures that correspond to an irreversible alteration of the historic city's morphology.
- Almost half of the shyakhas (34) show minor but widespread discontinuities, due to the presence of vacant plots and ruined buildings, which demonstrate a physical and functional decay, as well as a potential environmental risk.

Consequently, vacant plots and ruins need to be identified as targets for an urban regeneration policy. They are also a potential way of improving the city's environment with new public spaces, green areas, parking plots, and other spaces for public use.



Ahmed al-Milki, Gamaleya, 2011



Sayeda Skina, Khalifa, 2011

# 2.5\_ Criteria [E]: Activities and uses of the urban space

This parameter refers to the presence or absence of activities and uses in urban spaces that indicate the socioeconomic vitality and identity of the *shyakhas* in Historic Cairo. It includes the presence of retail shops, traditional markets, crafts' workshops and community services, as

well as permanent or temporary uses of public spaces for cultural and religious events, festivals or other expressions of Cairo's intangible heritage. This is considered a fundamental relevant value according to the proposed SOUV, the nomination file and the Operational Guidelines.

The parameter was graded according to the following criteria:

Grade Features

**Pictures** 

0-1

No presence of communityoriented activities



Al Sayeda Skina



Badr al Din Zanati

1-2

Few scattered community-oriented activities



Al Darb al Asfar



Al Khalifa

2-3

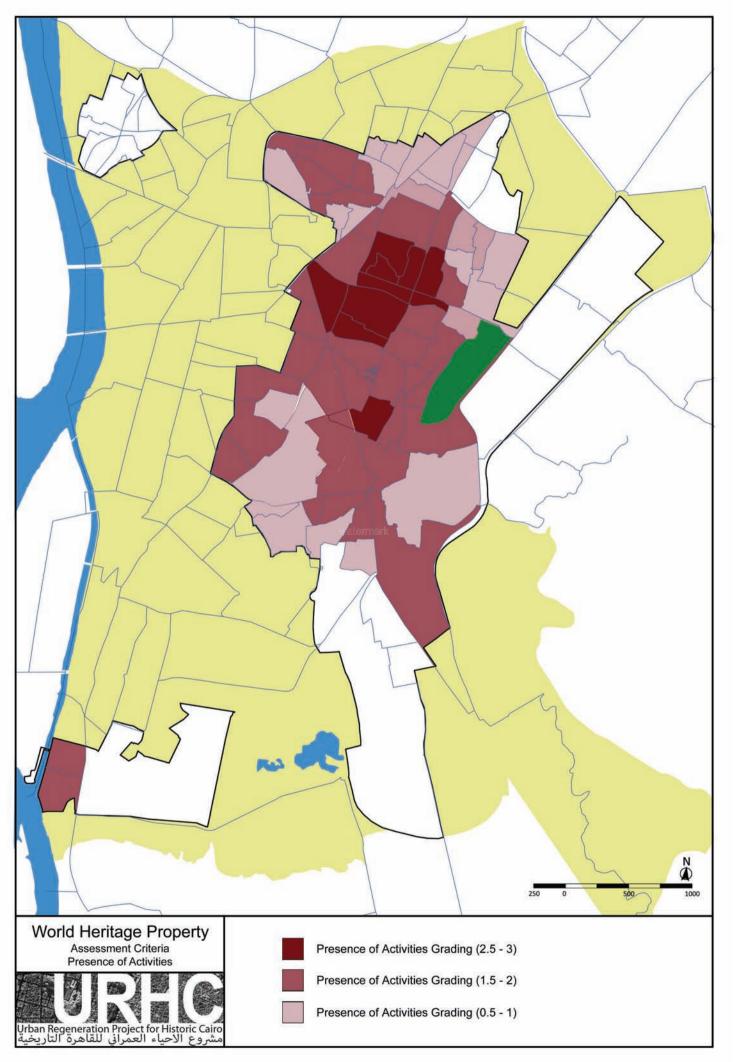
Communityoriented activities forming well consolidated "spines" or "cores"



Gohar al Qa'eyd (Musky) from Hussein Square to El Mueiz St



Al Geish, Attaba sq



Based on visual observations and asector study (Community-oriented Activity Patterns, section 4.2), the assessment demonstrated the following outcomes:

A large part of the World Heritage property (48 *shyakhas*) is characterized by a diffused and well-structured presence of community-oriented activities and uses.

- Less than one-third of the shyakhas (21) lack a concentration of activities or uses. These shyakhas have a residential nature, with few neighbourhood activities.
- The highest concentration of traditional activities can be found in Qism al-Gamaleya, Qism al-Muski and Shyakhat al-Sorugeya, which reflects the historical spatial distribution of commercial, handicraft and market activities.

In spite of the negative impact of some communityoriented activities and uses, their persistence is considered a sign of vitality and an intangible heritage value that deserves to be preserved.

However, this criteria shows that the control of land use is a necessary tool for urban conservation. It also demonstrates that the use of urban space can affect living conditions for the community as a whole.



#### Ghourya, Darb al-Ahmar, 2011

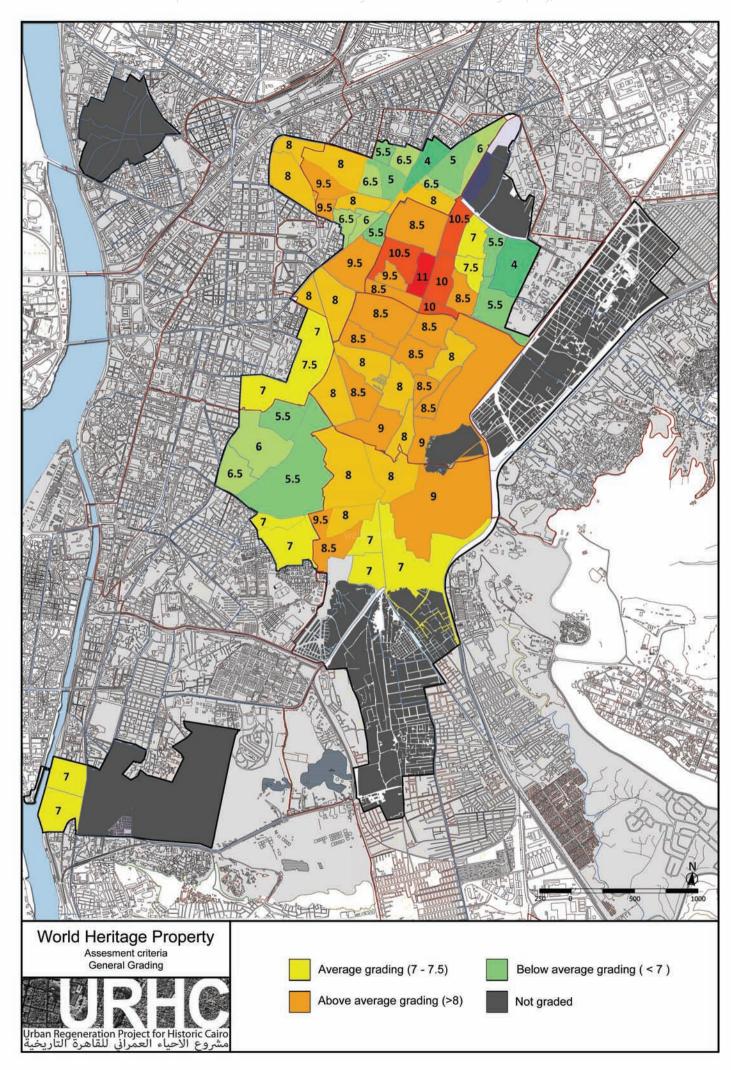
### 3\_ OVERALL ASSESSMENT OF URBAN HERITAGE VAL-UES IN HISTORIC CAIRO

The assessment of heritage values in the urban fabric evolved from an evaluation of 69 selected *shyakhas* within the World Heritage property, using the five parameters detailed above. However, due to the methodological and operational limitations of the survey, and the empirical nature of the grading system, the final figures obtained should not be construed as indicators of absolute values. Instead, they are useful indicators of relative values to be appreciated on a comparative basis.

Although the average grading of the *shyakhas* stood at around 7 points, the assessment showed that historical attributes of the urban fabric have been lost, with the exception of monuments, listed buildings, and some remaining heritage values in Historic Cairo.

This reflects an urban condition characterized by the following features:

- Few *shyakhas* (11) with an average or slightly below average grading; the majority (38 *shyakhas*) have a grading of above average.
- Twenty shyakhas with low grades presenting a loss of heritage values, particularly in the qisms of al-Sayeda Zeinab, al-Muski, Bab al-Sha'ria and al-Gamaleya.
- The presence of scattered buildings or ensembles of architectural interest, set in an urban context dominated by ordinary and inconsistent buildings.
- Historical street patterns (pre-modern and modern) mainly preserved, although disfigured in various places by re-alignments of the renovated buildings' fronts.
- The texture of the historical urban fabric largely preserved, despite large-scale and intrusive redevelopments, due to a plot-by-plot renovation process.
- A mainly compact and continuous historical urban fabric, despite the widespread presence of empty plots and ruins.



- The presence of traditional activities and uses of urban spaces reflecting the intangible heritage values of the site.
- A relative concentration of higher grades in shyakhas along al-Mu'izz Street, due to the presence of protected monuments, listed buildings, and a large rehabilitation project undertaken by the SCA in the last decade.

The overall assessment shows that the morphological and spatial relationships between monuments and their surroundings, which justified the inscription of the site on the World Heritage list, has been affected in several parts of Historic Cairo. It demonstrates how, in some areas of al-Gamaleya, al-Darb al-Ahmar or al-Muski, monuments have lost their visibility and role as landmarks; instead, they appear as isolated spots in a distorted urban landscape.

It also highlights the fact that, even when monuments in Historic Cairo are protected by law or restored, some are still in danger or at risk of collapse. Due to the lack of a strategy for possible re-use, prevented by the existing legislation, restored monuments are sometimes closed or devoted to sporadic tourist visits, making their integration into a changing urban fabric difficult and resulting in progressive physical decay.

It is evident that significant restoration efforts were carried out by SCA, as well as other national and international organizations in the site. However, they have had only a limited impact on the surrounding environment.

To summarize, a combination of factors has led to a loss of heritage values in Historic Cairo and the dilapidation of its urban fabric, including the following:

- The widespread plot-by-plot renovation that occurred over the last decades without appropriate measures to protect the historical urban fabric.
- The enforcement of regulations disregarding spatial, typological and morphological features of the historical urban fabric, particularly decrees enforcing the demolition of deteriorated

- buildings<sup>13</sup> and the re-alignments of many streets.
- The limited control of concerned authorities over diffused illegal interventions, which occurred intensively in the historic city after the January 25 revolution.

The retrieved results provide an account<sup>14</sup> of the critical outcomes of the evaluation on Historic Cairo's urban heritage values and demonstrate the lack of management systems and tools necessary for the preservation of the site. A radically different approach is required to address the many, diverse issues of a forward-looking conservation policy, with the involvement of all relevant administrations vital to set up and enforce appropriate planning and management tools, in line with current international standards.<sup>15</sup>

<sup>13</sup> The Local District issues these administrative decrees to decide - based on a technical investigation - whether an existing building should be rehabilitated, or partially or totally demolished.

<sup>14</sup> The report and the photo database detail the heritage attributes in each shyakha (see survey results attached to this report).

<sup>15</sup> Reference should be made to the Recommendation on Historic Urban Landscapes adopted by UNESCO's General Conference, November 10 2011, which aims to integrate policies and practices of conservation of the built environment into the wider goals of urban development, while respecting the inherited values and traditions of different cultural contexts.

#### Chapter III

### THE PROPOSAL OF PROTECTION MEASURES FOR THE WORLD HERITAGE PROPERTY

III.1\_CONSERVATION ZONES AND SUB-ZONES IN THE PROPERTY AREA

III.2\_GENERAL PROTECTION MEASURES FOR THE WORLD HERITAGE PROPERTY

III.3\_PROTECTION MEASURES FOR URBAN AREAS

III.3.1\_Zone1: Pre-modern protected urban areas

- Sub-zone 1A: Pre-modern urban areas of higher heritage value
- Sub-zone 1B: Pre-modern urban areas of relevant heritage value

*III.3.2\_Zone 2 : Transitional modern urban areas* 

- Sub-zone 2A: Transitional modern urban areas of higher heritage value
- Sub-zone 2B: Transitional urban areas of relevant heritage value

III.4\_PROTECTION MEASURES FOR THE MONUMENTAL CEMETERIES

- Sub-zone 3A: Monumental cemeteries with mixed burial–residential areas
- Sub-zone 3B: Monumental cemeteries with prevailing burial areas

*III.5\_PROTECTION MEASURES FOR THE ARCHAEOLOGI-CAL AREAS* 

III.6\_PROTECTION MEASURES FOR THE PARKS AND LANDSCAPE PROTECTION AREAS
III.7\_THE ENFORCEMENT OF THE PROPOSED PROTECTION MEASURES

A comprehensive conservation policy enforcing defined, sustainable measures is vital for the preservation of both the tangible and intangible attributes of Historic Cairo's OUV. Such a conservation policy (to be outlined in the management plan) requires planning tools and detailed action plans, backed up by appropriate legislation.<sup>1</sup> This is an urgent task, requiring coordination between the various administrations involved to prevent further damage to the city's historical urban fabric.

URHC's assessment of urban heritage values demonstrated the presence of variable conditions in the site and highlighted the need for a diverse range of pro-

1 As required by experts' reports and World Heritage Committee decisions since 2002.

tection measures, depending on each *shyakha's* grading. It also identified sub-zones requiring higher and lower degrees of protection, as well as "sensitive areas" within the World Heritage property.

Based on the urban heritage assessment and with a focus on the specific conservation requirements of the World Heritage property, conservation zoning is proposed to integrate and adapt the existing regulatory framework, which comprises the following:

- Building Law 119, 2008 and its executive regulations, which assume the responsibility of NOUH,
   GOPP and other administrations in the establishment and implementation of legal documents.
- Law 117, 1983<sup>2</sup> and Law 144, 2006<sup>3</sup> which provide protection measures for monuments and listed buildings.
- Decree which outlines "areas of peculiar value" for Historic and Khedivial Cairo by NOUH.<sup>4</sup>

Decrees and bylaws conflicting with the measures proposed should be suspended until the approval of the conservation plan or other planning tools.

# III.1. CONSERVATION ZONES AND SUB-ZONES IN THE PROPERTY AREA

URHC's proposed conservation zoning for the World Heritage property is structured as follows:

Zone 1: **Pre-modern protected urban areas**, including the "pre-modern" urban fabric, where the anchors and street pattern 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.

<sup>2</sup> Law 117, 1983, Protection of Antiquities, amended by Laws 12/1991, 2/2010 and 61/2010.

<sup>3</sup> Law 144, 2006, Regulating the Demolition of Non-Dilapidated Buildings and Establishments, and the Preservation of Architectural Heritage.

<sup>4</sup> Decree number 04/07/09/8 approved by the Supreme Council for Urban Planning and Development on July 29, 2009.

Zone 3: The **monumental cemeteries**, including the northern and southern necropolis, which have been partially transformed into consolidated residential areas, as well as other minor burial areas next to the northern city walls.

Zone 4: **Archaeological areas**, including al-Fustat archaeological site, and the excavated parts of the historic city walls.

Zone 5: **Parks and landscape protection areas**, including Al-Azhar Park, other parks in the site, and undeveloped areas surrounding the Citadel.

The assessment of urban heritage values suggested diversifying the protection measures, particularly in the "protected" and "transitional" urban areas, with regard to the different assessment parameters used in the survey. Based on the *shyakha* gradings, it is proposed to further subdivide Zones 1 and 2 into the following subzones:

Urban areas of higher heritage value (sub-zones 1A and 2A), including *shyakhas* with an above-average grading (7.5 points or higher), with a minimum of 2 points for at least two of criteria A, B and E<sup>5</sup>. If only one of these criteria is satisfied, the area is classified as a "sensitive area". This subdivision ensures that all parts of the urban fabric with tangible or intangible heritage values are recognised in a higher protection zone.

Urban areas of relevant heritage value (subzones 1B and 2B), including shyakhas with a below-average grading, (less than 7.5 points), in spite of the persistence of anchors and the historical street pattern (pre-modern or modern).

It is further proposed to subdivide Zone 3, which includes the cemeteries, into the following subzones:

- Cemeteries with a historically consolidated residential fabric interacting with burial areas and a high concentration of monuments.
- Cemeteries historically consisting of burial areas with scattered monuments, recently affected by residential developments.

For Zones 4 (Archaeological Areas) and 5 (Parks and Landscape Protection Areas), no further subdivisions are needed.

### III.2. GENERAL PROTECTION MEASURES FOR THE WORLD HERITAGE PROPERTY

Protection measures for conservation zones and subzones provide a framework for interventions for listed and non-listed buildings, open spaces and urban areas of the World Heritage property, based on a detailed plot-by-plot survey.

Implementing planning tools requires a strong administrative base to enforce the effective control and monitoring of interventions, and encourage private and public initiatives that contribute to a comprehensive urban rehabilitation policy.

Due to the lack of information on Historic Cairo's existing buildings stock, and based on the urban heritage values assessment carried out by the URHC project, it was only possible to establish protection measures relating to non-listed buildings,<sup>6</sup> as well as new constructions on vacant plots and ruins. These measures should allow concerned administrations to improve the environment and liveability of the site, while enhancing heritage values.

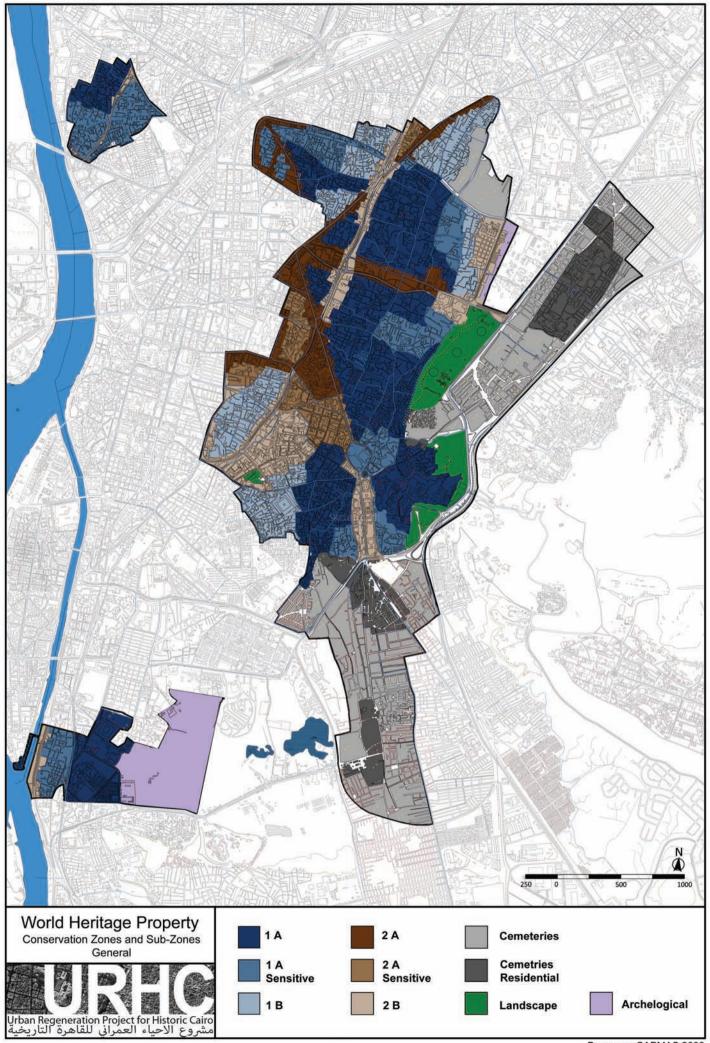
Protection measures must reinforce the framework outlined by the decree on "areas of peculiar value", taking into account the requirements of the World Heritage property. The following general criteria should be applied:

• 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. To this purpose, existing regulations allowing street lines<sup>7</sup> and

<sup>5</sup> See Chapter II: The Assessment of Urban Heritage Values in Historic Cairo.

<sup>6</sup> According to Law 144, 2006, interventions concerning the reconstruction of non-listed buildings should be submitted to NOUH.

<sup>7</sup> The approved line specifies the border of the road. Such lines separate private properties from public utilities, whether drawn at, inside, or outside the property border (definition taken from



building lines<sup>8</sup> should be revised.

- Total demolitions, partial demolitions or reconstructions should not be allowed for listed buildings registered by the SCA and "buildings of peculiar value" identified by the governorate and NOUH. 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.
- The demolition of non-registered buildings in the site should only be allowed on the basis of the conservation plan, or other approved planning tools, and according to procedures established by the management plan. Before the establishment of these tools, the demolition must be approved by a body created by competent local authorities (such as NOUH or the Cairo Governorate) following a detailed study of the building. To this purpose, all decrees allowing demolitions in the property area should be temporarily suspended.
- No demolitions should be allowed without reconstructions that respect guidelines established in the conservation plan, or approved planning tools. All interventions, whether reconstructions 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, presence of monuments). New buildings should abut the plot perimeter and adjacent houses.
- Basic architectural regulations should be applied to ensure the blending of new interventions with the historical fabric (i.e. no cantilevered structures and horizontal openings) and the use of compatible traditional building tech-

executive regulations implementing laws on building, promulgated by Law 119, 2008).

8 The line on which constructions are permitted, whether designated at the border of the road, organisation line or projected from either by a distance to be identified by the appropriate body (definition taken from executive regulations implementing laws on building, promulgated by Law 119, 2008).

niques and materials.

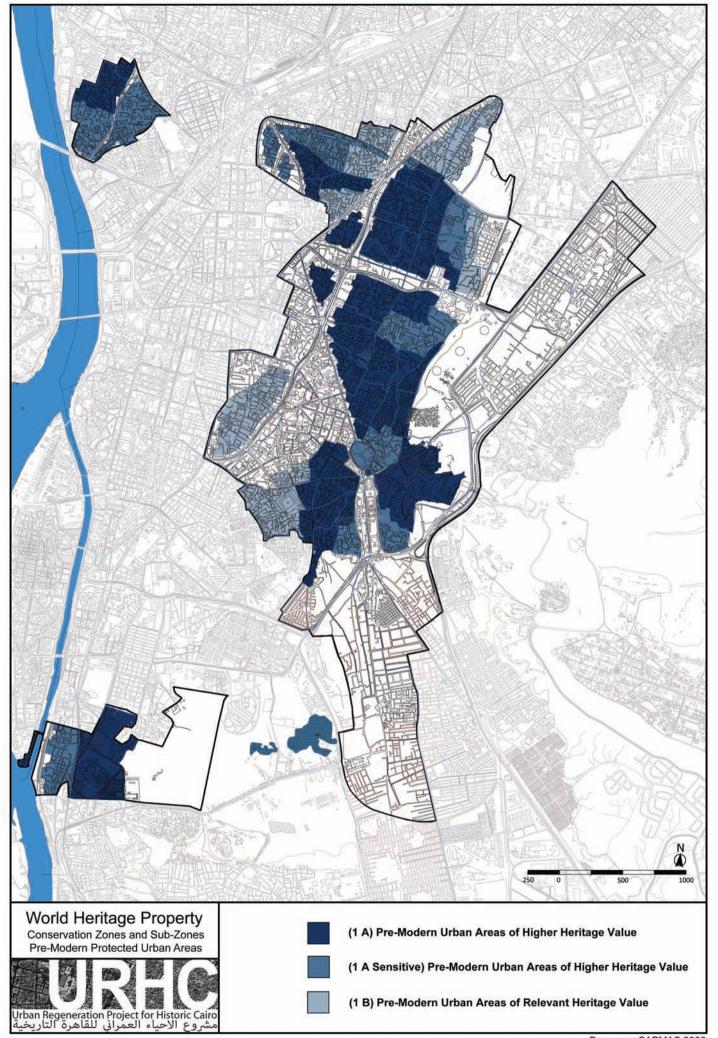
- Only limited redevelopment interventions should be admitted, while regulating the maximum surface area and the number of plots that can be merged or subdivided (no more than two or three plots).
- Land use measures should be enforced to avoid activities that endanger the urban fabric and worsen its 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, with activities that are compatible with the historic urban context.
- Archaeological areas should be classified as "non-aedificandi",<sup>9</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 be classified as "non-aedificandi". They should not be affected by construction or infrastructure, except for pedestrian accessibility.

### III.3. PROTECTION MEASURES FOR URBAN AREAS

The conservation zones for urban areas in the World Heritage property are further divided into sub-zones, to establish a system of limitations for interventions in the site around the following elements:

- Street pattern and alignments
- Building height and massing
- Land subdivision and plot building ratio
- Land use
- Architectural regulations

<sup>9</sup> A Latin expression to indicate a zone or area that is forbidden to build in.



### III.3.1 \_ Zone 1 : Pre-modern protected urban areas

As mentioned previously, this zone includes the "premodern" urban fabric that has retained its historical characteristics; i.e. monuments are preserved, the street pattern is largely unchanged, "pre-modern" or "modern" buildings of architectural interest are present, and community-oriented activities and uses of the urban space demonstrate the persistence of intangible heritage values.

In these areas, most of the heritage values that justified the inscription of the property on the World Heritage list are intact. However, they are threatened by a process of physical and environmental degradation and functional decay.<sup>10</sup>

Based on the urban heritage assessment, this zone is divided into the following sub-zones, shown in the map above.<sup>11</sup>

- 1A Pre-modern urban areas of higher heritage value
- 1B Pre-modern urban areas of relevant heritage value

- occurred plot-by-plot, with no intrusive redevelopment interventions.
- There is a high degree of compactness and continuity in the urban fabric, despite the presence of empty plots and ruins.
- The presence of traditional activities or community-oriented uses of the urban spaces reflects intangible heritage values.

Sub-Zone 1A also includes "sensitive areas" where at least one of the previously mentioned components of heritage values is present (usually the activities and community uses criteria). This frequently compensates for the low grades of other components (such as architectural quality and/or alterations to the historical street alignment).

### SUB-ZONE 1A: PRE-MODERN URBAN AREASAOF HIGHER HERITAGE VALUE

This is characterised by the presence of two or more of the following heritage values:

- The presence of monuments and/or concentrations of buildings of architectural interest, which preserves the historic character of the urban context.
- The historical urban space and pre-modern street pattern are largely preserved, despite the setbacks of some renovated buildings.
- The texture of the urban fabric is largely preserved, due to a renovation process that has

<sup>11</sup> Perimeters of sub-zones were outlined following shyakha boundaries that correspond to streets. In some cases, they represented the border between areas submitted for different measures. To avoid discrepancies, restrictive measures should be applied to plots and buildings on both sides of the street.



Haret al-Sayed al-Qazaz, Gamaleya, 2011

<sup>10</sup> See Chapter II: Urban Heritage Assessment and Chapter IV: Sector Studies.

The highest level of protection has to be applied to Sub-zone 1A, to preserve its heritage values. To this end, besides the general protection measures mentioned in section 3.2., the following measures are proposed:

SUB-ZONE 1A: Pre-Modern Urban Area of Higher Heritage Value	
PARAMETER	REGULATIONS
STREET PATTERN AND ALIGNMENTS	<ul> <li>The continuity of existing street fronts should be maintained and respected by all interventions, whether renovations, reconstructions, or new buildings; no setbacks should be allowed until the approval of the conservation plan or other planning tools with legal value.</li> <li>Based on the above, regulations and bylaws allowing street widening and realignment should be suspended until the approval of the conservation plan, or planning tools with legal value.</li> <li>No protrusions should be allowed on the ground floor of existing buildings, even if temporary.</li> </ul>
BUILDING HEIGHTS	<ul> <li>Building heights on streets and alleys of 10 metres wide or less should not exceed 10 metres (ground floor and two upper floors).</li> <li>On streets over 10 metres wide, and in the rest of the sub-zone, building heights should not exceed 13 metres (ground floor and three upper floors).</li> <li>In case of reconstructions, building heights should not exceed the height of the pre-existing building; moreover, it should not exceed the height of buildings listed by SCA and NOUH within a distance of 30 metres.</li> </ul>
LAND SUBDIVISION	<ul> <li>The division of existing plots into smaller ones should not be allowed. Land pooling may be allowed only if the resulting plots do not exceed 150 square metres, with a street front up to eight metres.</li> <li>More than one building per plot should not be allowed. Constructions should respect the existing footprint and building boundaries, even on alleys less than six metres wide, without leaving any recesses.</li> <li>The building ratio should not exceed 65 percent of the surface area of the plot. The remaining area should be left for inner courtyards, back yards or light wells.</li> </ul>

**SUB-ZONE 1A: Pre-Modern Urban Area of Higher Heritage Value** 

PARAMETER	REGULATIONS
	<ul> <li>Residential buildings should not be entirely transformed for commercial, craft, industrial, or warehouses activities. Only small-scale retail and crafts activities should be allowed on the ground floor and the mezzanine, if compatible with the prevailing residential function of the building.</li> </ul>

### **LAND USE**

- Existing industrial and wholesale structures may be transformed into craft, retail or community service structures.
- Residential uses mixed with craft and retail activities may be allowed in reconstructions and new buildings but large-scale industrial and wholesale activities should not be permitted.
- Tourist accommodation comprising up to 30 rooms may be allowed in new buildings and reconstructions on ruins and vacant plots.

# ARCHITECTURAL GUIDELINES

Architectural guidelines should be established by NOUH and SCA in collaboration with the Cairo Governorate, taking into consideration building techniques and materials to be used in all interventions. Criteria for the façade composition should be defined on the basis of the percentage and size of openings on the main façades.

### **OTHERS**

Decrees concerning the demolition of non-listed buildings should be suspended until the approval of the conservation plan or other planning tools with legal value.

In the "sensitive areas" of Sub-zone 1A, limitations concerning land subdivision patterns, building ratios, land uses and architectural requirements should be modified on the basis of the conservation plan or planning tools with legal value. Large-scale urban interventions

should be implemented to enhance the existing heritage values in these areas. The rehabilitation of public spaces and reconstitution of a compact urban fabric could also revitalise environmental conditions and economic activity patterns in these areas.

### <u>SUB-ZONE 1B - PRE-MODERN URBAN AREAS OF</u> RELEVANT HERITAGE VALUE

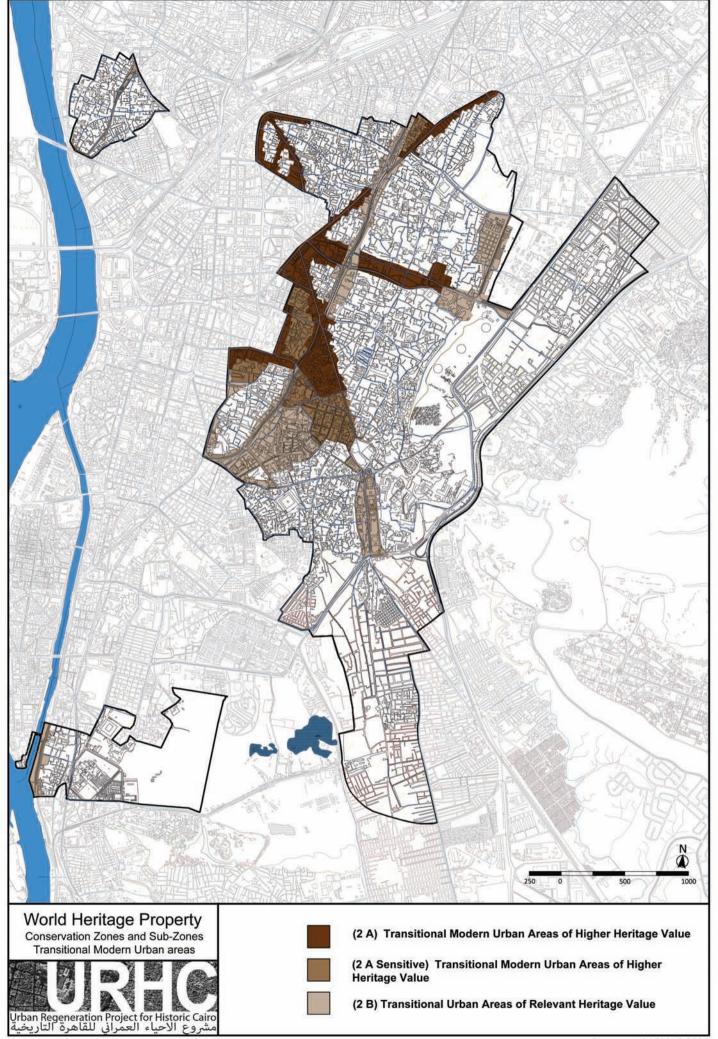
Sub-zone 1B is characterised by the following heritage values:

- The presence of scattered buildings of architectural interest set in an urban context that has largely lost its historic image and now comprises ordinary or inconsistent buildings.
- The urban space of the historical street pattern is preserved. However, it is frequently disfigured by the re-alignment of renovated building fronts.

- The texture of the urban fabric is preserved, though heavily affected by intrusive interventions and large-scale redevelopments.
- The compactness and continuity of the urban fabric is threatened by the widespread presence of empty plots and ruins.
- Activities and community-oriented uses of the urban space still reflect the persistence of intangible heritage values.

In Sub-zone 1B, a lower level of protection can be applied. In general, the same measures of Sub-zone 1A should be applied, with the following differences:

SUB-ZONE 1B: Pre-Modern Urban Area of Relevant Heritage Value	
PARAMETER	REGULATIONS
STREET PATTERN AND ALIGNMENTS	The same measures as in sub-zone 1A, with an emphasis on enhancing and reconstituting existing street fronts. To this end, renovations, reconstructions and new buildings must respect the prevailing street alignment.
BUILDING HEIGHTS	The same measures as in sub-zone 1A. However, streets more than 20 metres wide should have a maximum building height of 16 metres (ground floor and four upper floors).
LAND SUBDIVISION	The same measures as in sub-zone 1A, except for land pooling, which is only allowed if the resulting plots do not exceed 200 square metres, with a street front up to 10 metres.
LAND USE	<ul> <li>The same measures as in sub-zone 1A, except for the following:</li> <li>New industrial and wholesale activities are allowed on streets more than 10 metres wide, if they are compatible with the urban surroundings.</li> <li>Tourist accommodation comprising up to 60 rooms is allowed in reconstructions or new buildings.</li> </ul>



#### III.3.4 Zone 2 - Transitional modern urban areas

As stated previously, Zone 2 includes the urban fabric that mainly developed between the 19th and early 20th century, reflecting the cosmopolitan character of Modern Egypt. These areas represent a spatial and functional transition between the pre-modern city and Downtown Cairo, with monuments and buildings of architectural interest set in a regular street pattern, characterized by mixed-use building typologies as well as the presence of commercial activities along the main arched spines.

The heritage values of these areas are threatened by a diffused renovation process, physical dilapidation and heavy vehicular traffic. The latter represents a source of atmospheric, acoustic and visual pollution that also hinders the visibility of the numerous architectural and spatial historical features of the property area.

Based on the assessment of the urban fabric, Zone 2 is divided into the following sub-zones:

- 2A Transitional modern urban areas of higher heritage value
- 2B Transitional modern urban areas of relevant heritage value

### SUB-ZONE 2A - TRANSITIONAL MODERN URBAN AREAS OF HIGHER HERITAGE VALUE

Sub-zone 2A is characterised by the following heritage values:

- The presence of interesting buildings representing different architectural styles, with a range of residential and mixed-use typologies, and arched front elevations on the main spines.
- The texture of the urban fabric is mainly preserved, in spite of widespread physical degradation and inconsistent redevelopment interventions.
- A compact and continuous urban fabric, in spite of the presence of empty plots and ruins.
- The presence of vital community-oriented activities (commercial and service uses) linked to an intense street life.

Sub-zone 2A includes "sensitive areas," where an overall high level of heritage values is the result of the presence of one of these components (usually the 'activities and community uses' criteria), which compensates for the low architectural quality of the urban fabric.



El Gohar el Qa'eyd (Musky), from Hussein Square to Al-Mu'izz St., 2011

In these areas, the highest level of protection should be applied. Besides the application of the general protection measures, the following measures are proposed:

SUB-ZONE 2A: Transitional Modern Urban Areas of Higher Heritage Value	
PARAMETER	REGULATIONS
STREET PATTERN AND ALIGNMENTS	The same measures as in sub-zone 1A.
BUILDING HEIGHTS	The same measures as in sub-zone 1B.
LAND SUBDIVISION	The same measures as in sub-zone 1B. However, land pooling may be allowed for plots along the main streets, if related to the adaptive reuse of buildings to enhance commercial activities and tourist services.
LAND USE	<ul> <li>Residential buildings should not be used for commercial, craft, industrial or warehouse activities. However, on the main spines (Mohamed Ali, al-Geish, Port Said, Clot Bey), retail, craft and service activities can be allowed in compliance with existing architectural typologies.</li> <li>In new buildings or reconstructions, residential use may be mixed with craft, commercial, tourist and service activities.</li> <li>Existing industrial and wholesale structures can be transformed into craft, retail or service structures.</li> <li>New industrial and wholesale activities should not be not allowed on the main spines with arcades. However, they may be allowed in the rest of the sub-zone if accessible by streets that are at least 10 metres wide.</li> <li>Tourist accommodations of up to 60 rooms may be allowed in new buildings or reconstructions on ruins and vacant plots.</li> </ul>
ARCHITECTURAL GUIDELINES	The same measures applied as in sub-zone 1A. However, reconstructions and new buildings on Mohamed Ali and Clot Bey Streets should have arched porticoes on the ground floor.
OTHERS	The same measures as in Sub-zone 1A.

In the "sensitive areas", the above-mentioned limitations concerning land subdivision patterns, building ratios, land uses and architectural requirements should be modified on the basis of the conservation plan or other planning tools with legal value. Urban renewal interventions can be implemented to revitalise dilapidated areas, particularly on main streets with arcades.



Clot Bey, Azbakyya, 2011

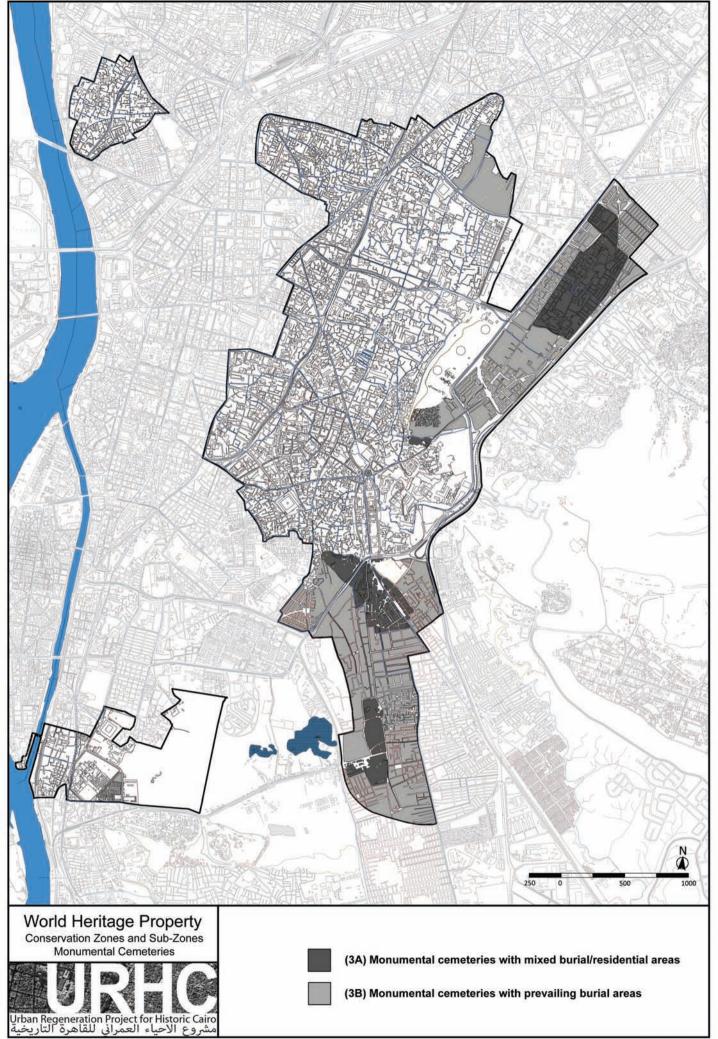
### <u>SUB-ZONE 2B - TRANSITIONAL URBAN AREAS OF</u> RELEVANT HERITAGE VALUE

Sub-zone 2B is characterised by the following heritage values:

- The presence of a few interesting buildings that represent different architectural styles, with a range of residential and mixed-use typologies and arched front elevations on the main spines.
- The texture of the urban fabric is less preserved, due to widespread physical degradation and inconsistent redevelopment interventions.
- The presence of modern local commercial and service activities, enhancing street life in spite of heavy vehicular traffic.

Sub-zone 2B requires a lower level of protection. Therefore, the same protection measures for Sub-zone 2A can be applied with the following exceptions:

SUB-ZONE 2B: Transitional Modern Urban Areas of Relevant Heritage Value	
PARAMETER	REGULATIONS
LAND SUBDIVISION	The same measures as in Sub-zone 1B. However, land pooling is allowed for plots along Port Said Street, if related to the adaptive reuse of buildings to create or enhance commercial activities, as well as tourist structures and services.
LAND USE	<ul> <li>Existing residential buildings can be used for commercial, craft and tourist activities.</li> <li>Existing industrial and wholesale structures can be transformed into craft, retail or service structures.</li> <li>New industrial and wholesale activities are allowed, if accessible by streets at least 10 metres wide.</li> <li>Tourist accommodations are allowed in new buildings or reconstructions on ruins or vacant plots.</li> </ul>



# III.4. PROTECTION MEASURES FOR THE MONUMENTAL CEMETERIES

As pointed out in section 3.1., Zone 3 includes the monumental necropolis that extends to the north and south of the Citadel area. This area represents a historical settlement whose burial grounds were later mixed with residential and religious structures. These settlements correspond to the OUV of Historic Cairo; however, they are threatened by uncontrolled housing developments and the dilapidation of monumental structures.

For security reasons, it was not possible to perform a field survey to assess the heritage values of the cemeteries. However, based on existing studies<sup>12</sup> and earlier site visits, the following sub-zones have been identified, reflecting the historical characteristics of these areas:

3a - Mixed burial-residential areas

3b - Prevailing burial areas

# SUB-ZONE 3A: MONUMENTAL CEMETERIES WITH MIXED BURIAL-RESIDENTIAL AREAS

Sub-Zone 3A is characterised by a concentration of important religious monuments mixed with residential buildings, tombs and burial structures in the same historic settlements. Over the last few decades, an intense residential densification process of the urban fabric has occurred, combined with the physical degradation of several monuments and burial structures in the cemeteries.

To protect the architectural and cultural heritage values of the monumental cemeteries, it is vital to control urban transformation and stop residential developments. In the meantime, it is necessary to take action to protect the monuments, and improve the environment and liveability of these areas through the enhancement of traditional uses linked to the burial spaces.

These areas require a high level of protection; therefore, no new buildings should be allowed before the approval of the conservation plan, or other approved planning tools (detailed plans, action plans).



Northern cemeteries, Manshiet Naser, 2011



Northern cemeteries, Manshiet Naser, 2011

<sup>12</sup> See reference "Architecture for the Dead: Cairo's Medieval Necropolis", Galila El Kadi, AUC Press, 2007.

Besides the application of the general protection measures, the following measures are proposed:

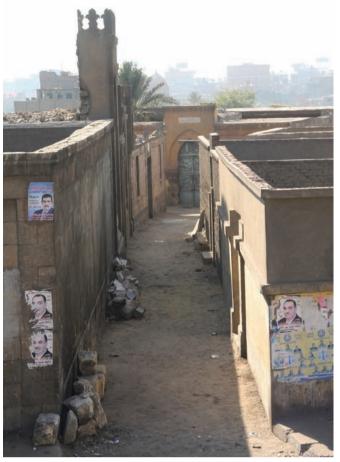
SUB-ZONE 3A: Monumental Cemeteries, Mixed Burial-Residential Area	
PARAMETER	REGULATIONS
STREET PATTERN AND ALIGNMENTS	The continuity of existing street fronts must be enhanced, and reconstructions should be adapted to the prevailing street front alignment.
BUILDING HEIGHTS	The same measures as in sub-zone 1A. However, building heights should not exceed 10 metres.
LAND SUBDIVISION	<ul> <li>The same measures as in sub-zone 1A, except for the following:</li> <li>The surface area of new buildings should not exceed that of the pre-existing building.</li> <li>The surface area of new buildings should not exceed 60 percent of the plot's area. However, the remaining surface may be left for inner courtyards, backyards or light wells.</li> </ul>
LAND USE	<ul> <li>Existing residential buildings should not be used for commercial, industrial or warehouse activities. Only small retail and craft activities should be allowed on the ground floor, if compatible with the prevailing residential function.</li> <li>Residential use mixed with craft and retail activities, which do not affect the burial grounds, may be allowed in interventions in residential parts of these areas.</li> <li>Existing industrial and wholesale structures may be transformed into craft, retail or service structures.</li> <li>Hotels, as well as new industrial and wholesale activities, should not be allowed.</li> </ul>
ARCHITECTURAL GUIDELINES	The same measures as in sub-zone 1A.
OTHERS	The same measures as in sub-zone 1A.

# SUB-ZONES 3B: MONUMENTAL CEMETERIES WITH PREVAILING BURIAL AREAS

Sub-zone 3B is historically characterized by a lower concentration of monuments and residential settlements, with a prevailing presence of burial structures and areas. In the last few decades, a low-density housing<sup>13</sup> development has occurred in the cemeteries, merging with the historical settlement and forming an almost continuous fabric.

In this sub-zone, a high level of protection has to be applied; therefore, no new constructions should be allowed before the approval of the conservation plan or other approved planning tools (detailed plans, action plans).

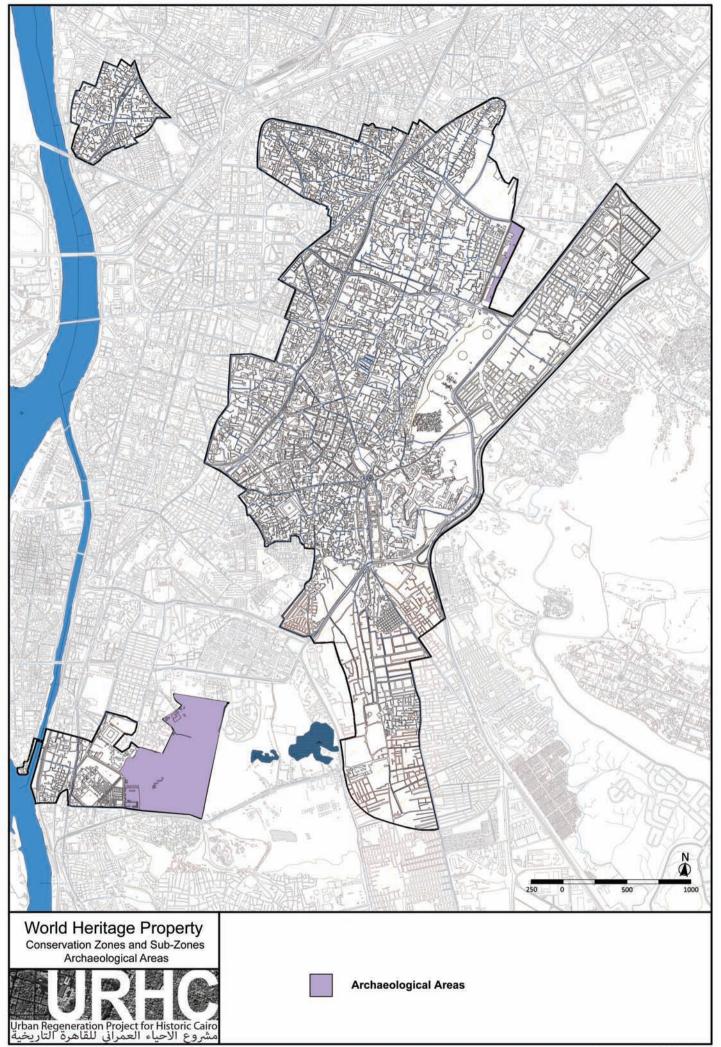
<sup>13</sup> Some of the housing is the result of modifications and additions to burial structures and areas.



Northern Cemeteries, Manshiet Naser, 2011

Besides the application of the general protection measures, the following measures are proposed for interventions:

SUB-ZONE 3B: Monumental Cemeteries, Prevailing Burial Areas	
PARAMETER	REGULATIONS
STREET PATTERN AND ALIGNMENTS	The same measures as in sub-zone 3A.
BUILDING HEIGHTS	Building heights should not exceed seven metres.
LAND SUBDIVISION	<ul> <li>The surface area of new buildings should not exceed the surface of the pre-existing building.</li> <li>The surface area of new buildings should not exceed 50 percent of the plot area, while the remaining surface may be left for inner courtyards, back gardens or light wells.</li> </ul>
LAND USE	The same measures as in sub-zone 3A.



# III.4. PROTECTION MEASURES FOR THE ARCHAEOLOGI-CAL AREAS

The World Heritage property includes two important archaeological areas that represent historical and cultural layers of Historic Cairo:

- The archaeological site of al-Fustat.
- The archaeological areas of the historic city walls.

The perimeters shown in the adjacent map should be verified with the existing protection decrees; however, they cannot be reduced.

Although al-Fustat archaeological area has been protected by an official decree since 1981, the site has been seriously reduced over the last decades by uncontrolled urbanisation. In recent years, the construction of retaining walls to cover a huge waste disposal site close to the historic city walls has contributed to the delimitation of the site, which is frequently flooded by the water table. In addition to the environmental damage, large parts of the archaeological site are inaccessible and endangered, and the lack of maintenance has led to a clear loss of heritage features in the remaining structures of the early settlement.

The archaeological areas of the historic walls of Cairo include the site of Burj al-Zafar, at the north-eastern corner of the fortification, which was buried by a waste disposal site. On-going excavations carried out by

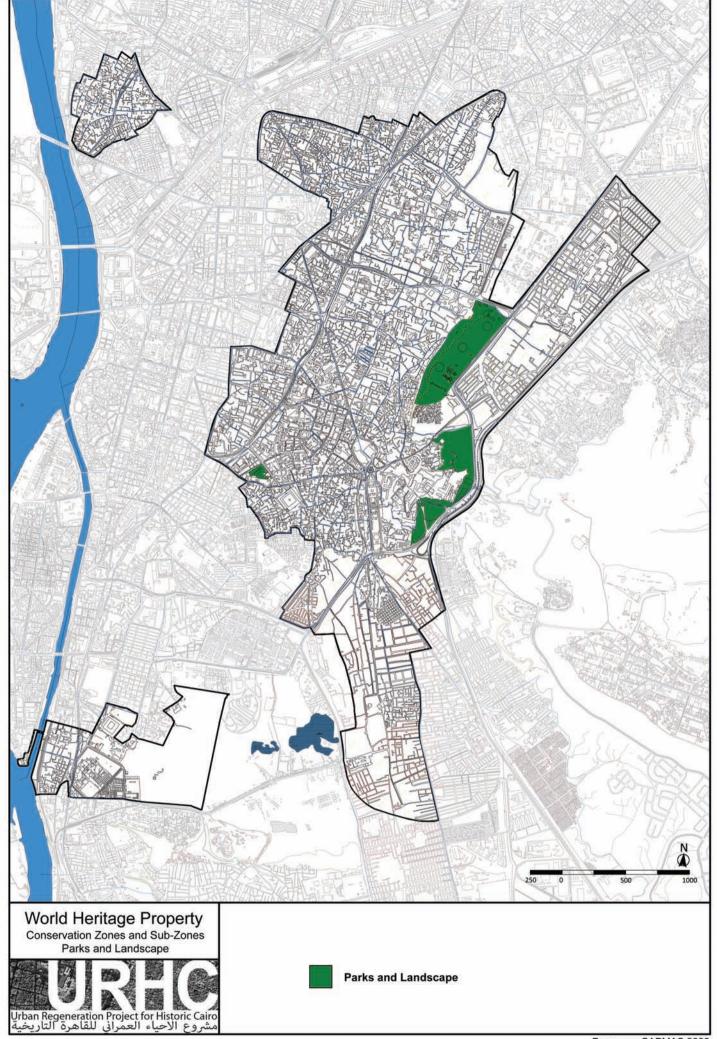
the French Institute for Oriental Archaeology in Cairo (IFAO) have revealed the historical structures of the fortification, which are well preserved and of outstanding interest. The site requires protection and maintenance and should be accessible in the framework of a comprehensive urban rehabilitation and landscape intervention. This should encompass its connection with the western part of the fortification, as well as the continuation of interventions carried out to valorise the historic walls, such as the Aga Khan Trust for Culture's project to the south-eastern section of the Ayyubid walls, along Al-Azhar Park.

Archaeological areas in the World Heritage property deserve proper protection and urgent interventions to integrate them into the urban life of the historic city. Detailed plans are required to define environmental and landscape interventions, which allow continuing research and excavation activities, ensure the conservation and presentation of artefacts in the sites, and enhance appropriate connections with the urban context.

Archaeological areas should be classified as "non-aedificandi". No further construction and infrastructural interventions should be allowed in these areas. Service buildings with a maximum height of five metres, including facilities for research and visitors, may be admitted only in the framework of a detailed plan.



Fustat Archaeological Site, Misr Qadima, 2011



# III.5. PROTECTION MEASURES FOR THE PARKS AND LANDSCAPE PROTECTION AREAS

As pointed out in section 3.1, Zone 5 represents Parks and Landscape Protection Areas, including significant open spaces set at the edges of the historical fabric. It consists of:

- Green areas, such as Al-Azhar Park and the smaller children's park in al-Sayeda Zeinab.
- Empty, undeveloped areas that still surround the Citadel.

These areas represent an important environmental asset for the World Heritage property, as well as the larger urban context of Cairo. Al-Azhar Park and the area surrounding the Citadel also correspond to an important heritage value, since they provide panoramic views over the skyline and fortifications of the historic city.

Parks and Landscape Protection Areas should also be classified as "non-aedificandi". They should not to be affected by constructions, even if temporary, except for improved pedestrian access and service vehicles.



Citadel surroundings, 2011



Citadel surroundings, 2011

# III.6. THE ENFORCEMENT OF THE PROPOSED PROTEC-TION MEASURES

The proposed measures imply a partial but substantial modification of the regulatory framework for the World Heritage property, with reference to the following existing legislation:<sup>14</sup>

- "Areas of peculiar value" as identified by NOUH, and the regulations issued by Decree 25/01/2011.
- The regulations enforced by the Cairo Governorate and the local district, especially those concerning "regulation lines" and "demolition decrees".

With regard to the "areas of peculiar value", the proposed protection measures are designed to complement and integrate the regulatory framework developed by NOUH for the areas of Historic Cairo and Khedivial Cairo, to ensure its consistency with the conservation requirements of a World Heritage property. To this purpose, the following discrepancies require careful consideration:

The proposed boundaries of the World Heritage property area do not completely correspond with the "area of peculiar value" of Historic Cairo outlined by NOUH (see the map below). They include a part of the "area of peculiar value" of Khedivial Cairo, which is characterised by a modern-transitional urban fabric that still presents attributes of the pre-modern city. This discrepancy is the result of the different methodologies<sup>15</sup> adopted for the definition of the boundaries and can be easily eliminated.

The proposed conservation zones and sub-zones within the World Heritage property also do not correspond with the articulation of protection levels established by NOUH. The discrepancy is the result of the methodology<sup>16</sup> and different planning tools developed by

NOUH and URHC, taking into account the fact that the URHC perimeters aim to protect the OUV and need to be consistent with the SOUV.

The preservation of "authenticity" and "integrity" in the World Heritage property requires the preservation of historical attributes of its urban fabric. This requires appropriate limitations concerning building heights, massing and land use in Historic Cairo. In this regard, several discrepancies can be observed that require careful consideration:

- With regard to building heights, the limitations proposed by URHC take into account the relationship between the building and the street width. They are more restrictive, particularly in the "areas of lower protection" of Historic Cairo and Khedivial Cairo identified by NOUH.
- Although no specific measures were set by NOUH concerning the land use, they were considered necessary by URHC to preserve intangible heritage values and create the basis of an integrated conservation and rehabilitation policy.

URHC's proposed protection measures call for the suspension of regulations enforced by the Cairo Governorate and local districts concerning regulation lines and demolition decrees. These have harmful effects on the historical urban fabric and should be eliminated by the conservation plan. A temporary legal solution should be found in collaboration with concerned administrations to stop the loss of heritage features in the site.

Several on-going and planned urban rehabilitation projects carried out in the framework of the Historic Cairo Restoration Project<sup>17</sup> need to be revised, concerning changes in the land use and tourist developments proposed for al-Gamaleya district.

Finally, it must be stressed that the enforcement of the proposed measures requires the creation of a comprehensive management system for the World Heritage property to overcome inconsistencies and isolated ef-

<sup>14</sup> See sector study: "Housing Rehabilitation Study on Historic Cairo", Kareem Ibrahim, December 2011

<sup>15</sup> The perimeters of URHC and NOUH are based on a comparative analysis of the historical cartography. However, the URHC perimeter takes into consideration urban areas and street cuts of the 19th and 20th centuries, the persistence of historical street patterns, and focal points indicated in the nomination file.

<sup>16</sup> The proposed subzones of URHC were based on the field

survey and assessment of urban heritage values in the site (see chapter 2), whilst the NOUH identification of areas of higher and lower protection reflects a notion of core and buffer zones within the same protected area.

<sup>17</sup> See Introduction: Interdisciplinary Approaches to Conservation in Historic Cairo.

forts. It is clear that the regeneration of Historic Cairo requires more than a conventional policy for monument restoration, especially since legislation and decrees relating to "areas of peculiar value" have considerably widened the scope of conservation tools and addressed more general planning issues.

The role of the administrations that issue building permits and monitor the World Heritage property should not be underestimated. Close coordination is thus required with all concerned authorities, in particular SCA, NOUH, GOPP and the Governorate of Cairo, to establish a dedicated body for the planning, protection and monitoring of the World Heritage property, and the enforcement of rigorous protection measures and procedures.



Borgali, Bab al Sharia, 2011

### Chapter IV

# PRELIMINARY SECTOR STUDIES ON THE WORLD HERITAGE PROPERTY

IV.1\_SOCIO-ECONOMIC PROFILE OF HISTORIC CAIRO IV.2\_COMMUNITY-ORIENTED ACTIVITY PATTERNS IV.3\_HOUSING REHABILITATION IV.4\_ENVIRONMENTAL RISKS



Dohdera, Sayeda Zeinab, 2011

The World Heritage property is a living site: an historical urban area requiring an in-depth evaluation of the factors affecting its living conditions as well as the physical and environmental conditions within the area. To highlight the urgent issues that need to be addressed and define a conservation strategy for Historic Cairo, specialized consultants for the URHC project carried out the following sector studies:

- 1. Socio-economic profile of Historic Cairo
- 2. Community-oriented activity patterns
- 3. Housing rehabilitation
- 4. Areas of environmental risk

Further sector studies concerning mobility and waste management have also been planned to develop a fully integrated urban conservation strategy. These studies will serve in subsequent phases of the project as "essential documents" for the preparation of the management plan and conservation plan.

#### IV.1 SOCIO-ECONOMIC PROFILE OF HISTORIC CAIRO

The socio-economic profile of Historic Cairo<sup>1</sup> was based on an analysis of statistical data from a CAPMAS 2006 census, and the outcomes of a 2011 field survey on services (in particular, education and health) and economic activities in the *qisms* included in the World Heritage property.

The consultant's report focused on the changes that have occurred in the last 20 years, current social trends, and critical areas in need of intervention. The following aspects, in particular, should be highlighted:

- A comparison of the data within a UNDP report,<sup>2</sup> based on CAPMAS censuses from 1986 and 2006, showed a significant population decrease of 41 per cent within the studied area (population in 1986: 310,427 vs. population in 2006: 184,424). The main reasons for this are likely to be poor quality of life due to high population density, and deteriorating housing conditions. The only exception to this trend is in Shyakha al-Dawudeya in Qism al-Darb al-Ahmar, where the population has increased by 22 per cent (population in 1986: 4,366 vs. population in 2006: 5,332).
- The median density of the population (from CAPMAS 2006) is 411 inhabitants per hectare and is unevenly distributed, ranging from a minimum of 15 (Shyakha al-Mogawrin) to a maximum of 1,559 (Shyakha al-Kabsh).

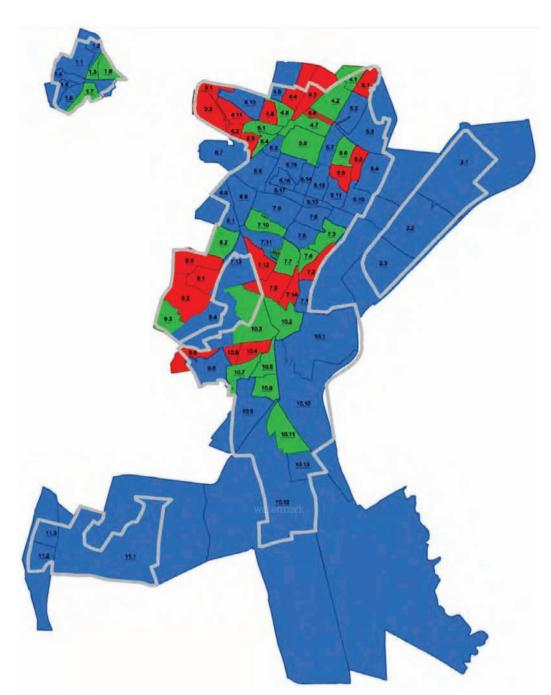
<sup>1</sup> See Sector Study: Rehabilitation of Historic Cairo: Socio-economic Survey, Sherine Zaghow, December 2011.

<sup>2</sup> United Nations Development Program-Supreme Council of Antiquities, Rehabilitation of Historic Cairo, Final report, Technical Cooperation Office, December 1997.

- Illiteracy rates among both men and women in the area have fallen in line with the rest of the population, due to formal and non-formal interventions targeting both genders. In 1986, there were 85,536 illiterate individuals representing 27.5 per cent of the population. In 2006, this number dropped to 36,900, or 20 per cent of the population, representing a 57 per cent decrease in the area overall.
- In the same period (1986 2006), unemployment rates also fell significantly. In 1986, the unemployment rate varied at between 9 per cent in Shyakha Darb Ghazia in Qism al-Khalifa and Shyakha Toulun in Qism Sayeda Zeinab, and 20 per cent in Shyakha Ben al-Sourein in Qism al-Gamaleya. In 2006, the unemployment rate stood at just 1 per cent in Shyakha al-Azhar in Qism al-Gamaleya and a maximum of 8 per cent in Shyakha al-Bateneva in Qism al-Darb al-Ahmar, and Shyakha al-Banhawi in Qism Bab al-Sha'ria. In total, the unemployment rate decreased by 4 per cent, probably as a direct result of the increase in commercial businesses in gisms like al-Muski and Bab al-Sha'ria.
- The quality of life overall has either stabilized or improved in the last 20 years (in particular, in the areas of illiteracy and unemployment outlined above). However, residents in Historic Cairo still have poor expectations regarding their quality of life and future. Historical Cairo remains, nonetheless, an attractive place for residents because of its proximity to the city centre, access to transportation, access to services, and low rents in comparison to newer areas (either popular or informal).
- The lack of general and civic awareness is a critical point: unless the inhabitants understand their basic rights, they cannot play an active role in ensuring the necessary changes.

The report also identifies critical areas in Historic Cairo in need of intervention, including education, health, infrastructure, civil society and business, while arguing for a "rights-based approach" to development. A set of strategic objectives is proposed that includes the following:

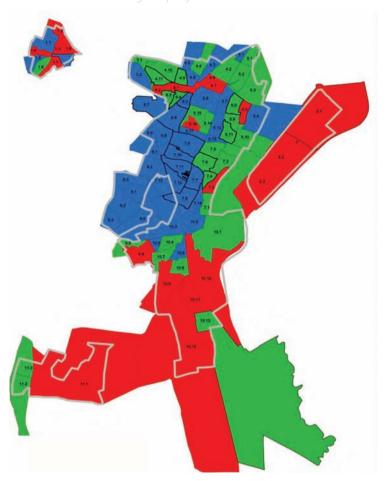
- To provide effective literacy programmes for both men and women and supportive learning spaces for school children, thus improving their livelihoods.
- To improve the quality of health care at public facilities by expanding the services that health centres can provide at the local level.
- To rehabilitate, in the short term, the existing networks of water supply, sanitation and electricity wherever there are major problems. The longer term objective is to build the capacity of local government on a sustainable maintenance plan to ensure the highest standards and performance of exiting utilities at all times for all existing networks.
- To investigate the reasons and modalities of commercial activities that have occupied public spaces, and determine whether there is a need to remove them.
- To improve the technical and institutional capacity of local civil society organizations to play a role in the development of Historic Cairo and thus contribute to a sustainable improvement in residents' livelihoods.
- To empower the craft sector to find its place in today's market by providing unique and high quality goods.
- To raise awareness in young people and their families about realistic job expectations.



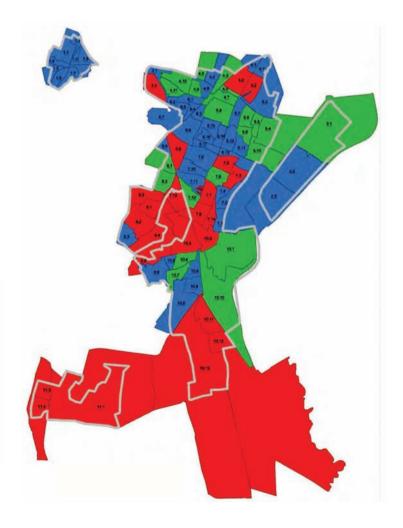
# Population density:

#	Qism	Total polulation	Area Km2	Popul. density/ km2	Area Hectar 38	Popul. density/ hectar
1	Abdin	18,303	0.381	48,048		480.5
2	Al Azbakeyya	10,715	0.187	57,436	19	574.4
3	Al-Darb Al-Ahmar	60,488	1.877	32,223	188	322.2
4	Al-Gamaleya	49,834	2.042	24,406	204	244.1
5	Al-Khalifa	98,497	8.308	11,856	831	118.6
6	Al-Muski	21,174	0.712	29,729	71	297.3
7	Sayeda Zeinab	53,886	1.053	51,192	105	511.9
8	Bab Al-Sha'reya	54,084	0.979	55,248	98	552.5
9	Bulak	15,856	0.506	31,336	51	313.4
10	Manshiet Naser	13,258	2.010	6,596	201	66.0
11	Misr Al-Qadima	35,485	2.429	14,612	243	146.1

		Qism	Total polulation	Education		
	Qism			Illite racy	% Illiteracy	
				2,46		
	Abdin		18,3 03	9	13%	
			10,7	1,94		
	Al Azbakeyya		15	0	18%	
	Al-Darb	Al-	60,4	11,9		
	Ahmar		88	58	20%	
			49,8	11,6		
	Al-Gama	eya	34	73	23%	
			98,4	22,5		
	Al-Khalifa	3	97	53	23%	
			21,1	5,04		
	Al-Musky		74	9	24%	
	Bab	Al-	54,0	11,3		
	Sha'ria		84	57	21%	
			15,8	4,48		
	Bulaq		56	9	28%	
	Manshiet		13,2	4,44		
	Naser		58	6	34%	
	Misr	Al-	35,4	10,3		
)	Qadima		85	69	29%	
	Sayeda		53,8	9,71		
1	Zeinab		86	7	18%	







#### **IV.2 COMMUNITY-ORIENTED ACTIVITY PATTERNS**

The report on community-oriented activity patterns<sup>3</sup> aims to identify non-residential uses in Historic Cairo, non-residential uses in Historic Cairo namely, commercial, production, and services including handicrafts, wholesale activities, thematic markets, religious and cultural events. All these activities involve local communities acting as clients, as providers of the activity, or as the principal performers, thus defining the pattern of the activity based on their lifestyle and shared socio-cultural norms. For that reason, these have been regarded as "community-oriented" activity patterns.

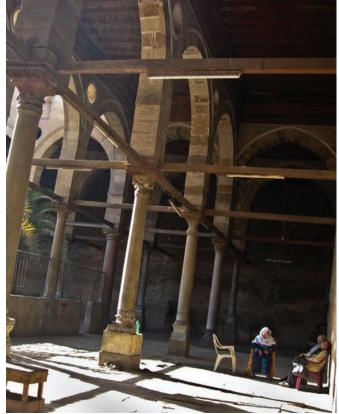
Community-oriented activity patterns are analysed because they contribute to the intangible heritage value of an area, and because they have a physical impact, whether positive or negative, on the historic heritage values. Studying this impact is vital to determine which strategies should be adopted to safeguard the heritage values of the site.

Based on the secondary analysis of available data, the study accomplished the following:

- A definition of the main aspects of each activity pattern (history, activity settings, relation to the surroundings, modalities of appropriation of public space).
- A listing of the activity patterns that exist in the different settlements comprising the World Heritage property (e.g. urban areas, monumental cemeteries, archaeological areas).
- Field visits to document key patterns in the urban areas, including themed markets, craft production, moulid<sup>4</sup> performances, seasonal activities (for example, during religious festivals), hammams,<sup>5</sup> specific activities in neighbourhood streets, and the use of mosques as community centres. Some patterns of living and working in the monumental cemeteries

were also analysed, including the organisation of *torabies*<sup>6</sup> and their spatial implications.

 One or two case studies for each communityoriented activity pattern concerning the modalities of the appropriation of public space, i.e. the appropriation of rights of way and peripheral spaces, spaces in transformation, connecting spaces and dead-end spaces, and so on. On this basis, a typology of public spaces according to the modality of appropriation has been outlined.



Maridani Mosque appropriated and adopted by the community in al-Darb al-Ahmar. Photo Dina Shehayeb, 2011

3 See Sector Study: Community-oriented Activity Patterns,

Dina Shehayeb, December 2011.

4 The traditional celebration of the birthday of a revered religious figure.

<sup>5</sup> Public baths.

<sup>6</sup> Official caretakers of the cemetery territories and constructors of graves, appointed by the public cemetery authorities.

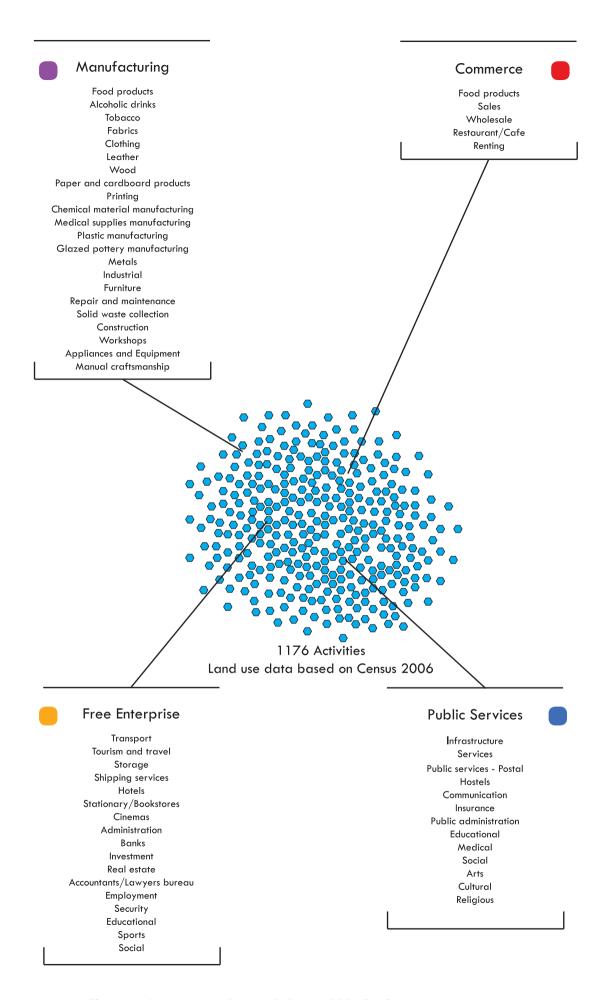
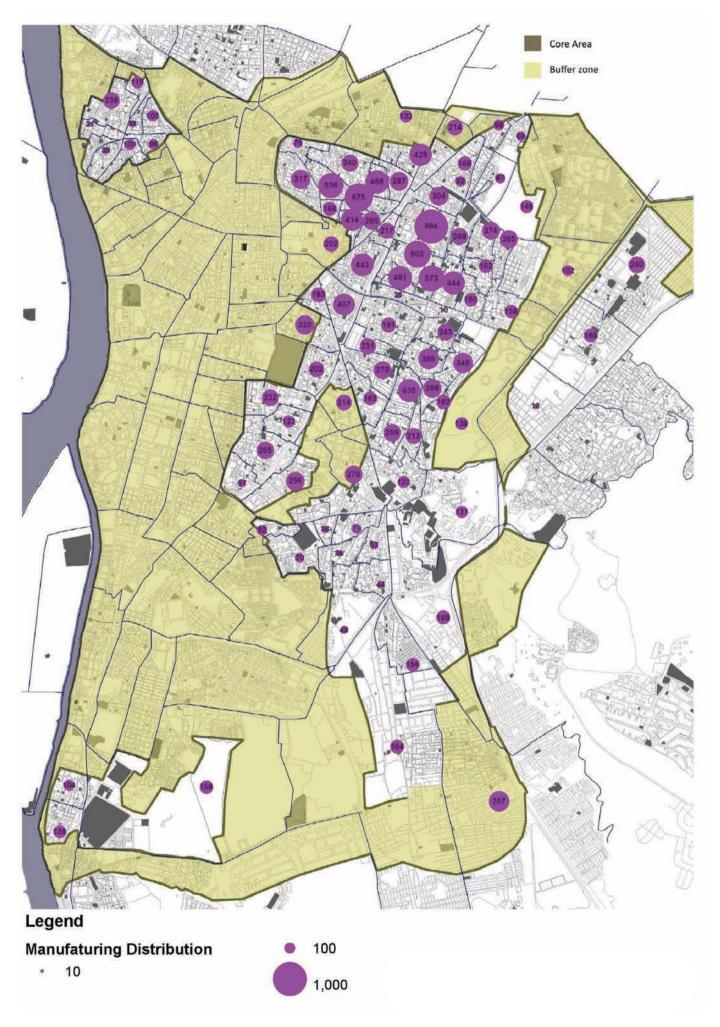
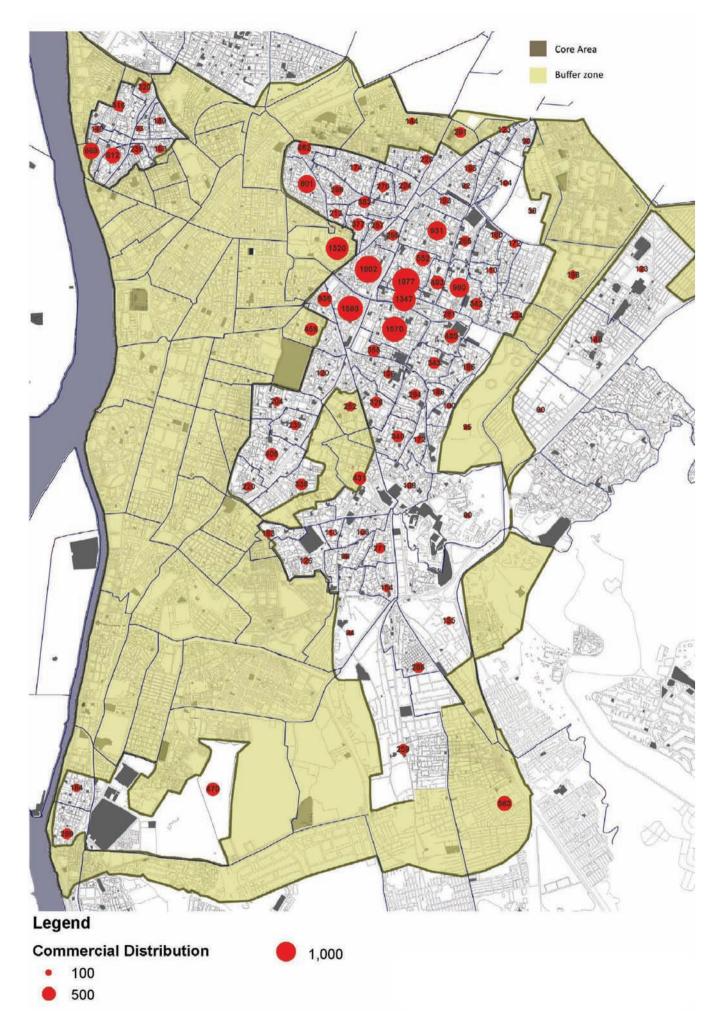
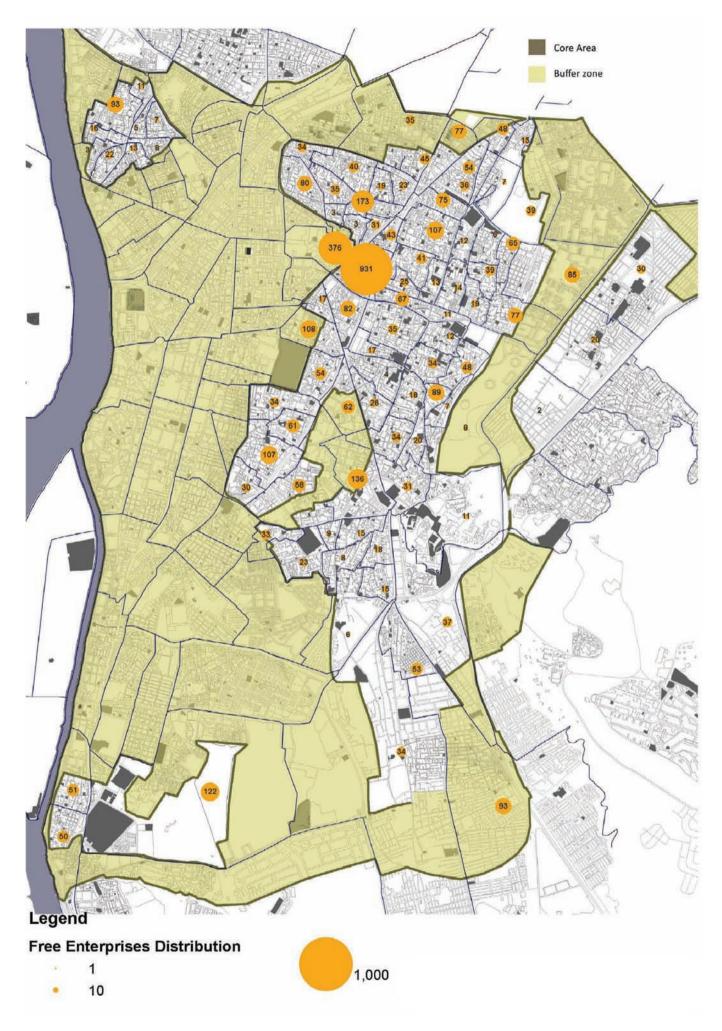
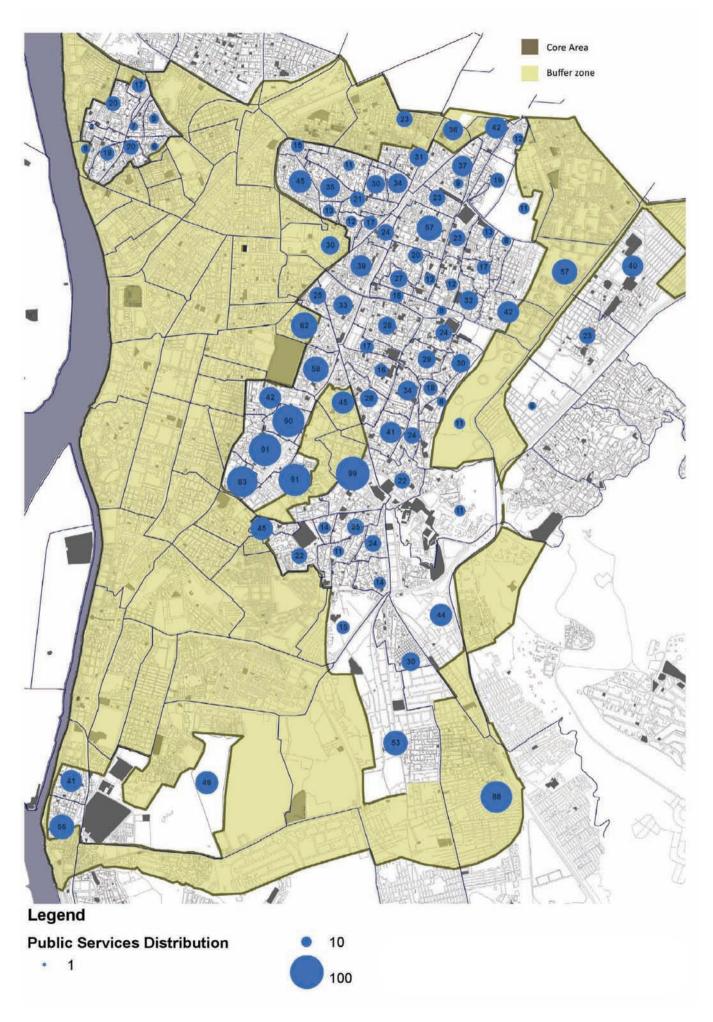


Figure 1. Summarizing CAPMAS Census 2006 land use activities into categories





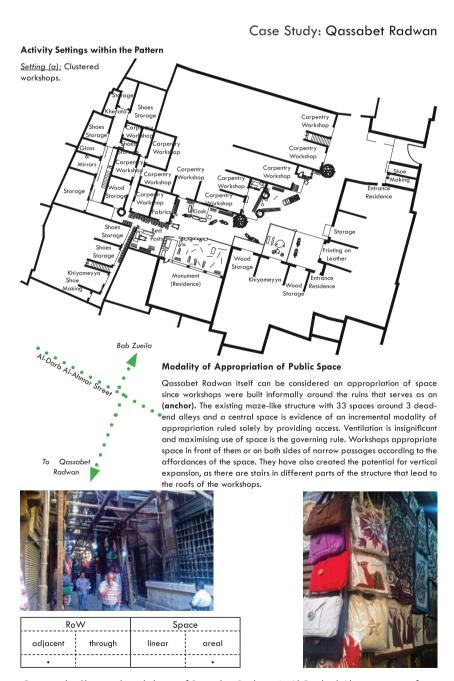




The sector study details the physical and intangible characteristics that contribute to making Historic Cairo a living and breathing community space, rather than just a built environment. This is an important heritage attribute of the World Heritage property, which requires protection not only through building regulations but also through land use measures.

The study provides a thorough assessment of current practices, while identifying conflicts, threats and possible gains. It also provides a detailed and comprehensive study of the uses of urban spaces in the area, showing how and why each space is occupied.

It highlights the consequences of activity patterns that either negatively impact heritage values, or impede potentially positive and sustainable activity patterns; for example, pollution resulting from solid waste disposal, community appropriation of monuments, or the complete appropriation of public spaces by workshops.



Case study: Clustered workshops of Qassabet Radwan in Al-Darb al-Ahmar, extract from the consultant's final report, Dina Shehayeb, 2011

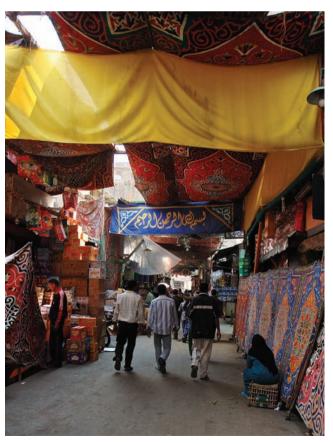
It is clear that some of these activity patterns can develop into threats, as in the case of the transformation of residential spaces by the growth of workshops and commercial activities. Others, however, have the potential for a positive impact, e.g. the appropriation of ruined buildings.

Threats include a lack of acknowledgement and awareness, lack of urban planning, and lack of proper management and tourism policies. A potential positive impact, on the other hand, can be found in the monuments acting as anchors to community-oriented activity patterns; areas where craft production is used as a heritage value and attracts economic revitalisation; and areas where community participation and investment may lead to the development of new forms of partnership with the state.

The study's concluding remarks emphasise the strong relationship between socio-cultural and socio-economic patterns, which is critical to the survival of Historic Cairo; for example, the proximity of homes to workplaces in some areas is sustained by a pedestriandominant urban fabric. This relationship manifests itself in the modalities of appropriation of public space that sustain the delicate balance of uses and degrees of 'publicness'. Based on this crucial consideration, some suggestions have been provided regarding further research, in particular:

- Directing the management plan towards adopting alternative and innovative economic assessment criteria to reflect multi-dimensional values and, consequently, to spur economic development scenarios sensitive to Historic Cairo's significant potential.
- Performing a complete catalogue of craft production as living heritage, thus connecting social, physical, economic and cultural aspects, and highlighting how certain craft sectors are still tied to a few families whose descendants reside and work within the same neighbourhood. This historic characteristic of living and working in a traditional craft environment can be a powerful value upon which to develop cultural tourism in Historic Cairo.

- Developing a sustainability guide aimed at residents and local government concerning their built cultural heritage that outlines, in simple terms, the following:
  - (1) The use/performance value of the historical buildings they occupy and the benefits of good building design quality and practice.
  - (2) The threats to sustainability and the potential to reap the benefits of sustainable conservation measures.
  - (3) Innovative methods for green regeneration; the possibilities for "greening" a building.
  - (4) The legal and strategic framework that should be applied.



Moulid in Bab al-Sha'ria, Dina Sheayeb, 2011

#### **IV.3 HOUSING REHABILITATION**

The purpose of the Housing Rehabilitation study<sup>7</sup> was to provide an overview of the housing rehabilitation potential of Historic Cairo, and outline a programme for further study to explore the feasibility of this aspect.<sup>8</sup> The study is divided into four sections:

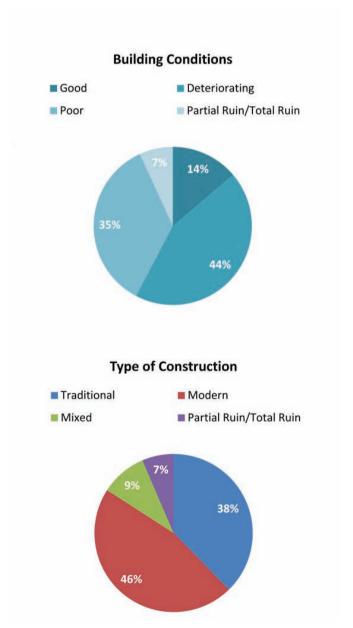
- 1\_ Methodology
- 2\_Housing rehabilitation: existing context and legal framework
- 3\_Initial analysis of the housing potential
- 4\_Recommendations

The first section clarifies the methodology used by the consultant, which is based on a literature review, surveys, and questionnaires with a sample group of local inhabitants and contractors.

The second section includes an analysis of housing rehabilitation issues and constraints; investigations on the existing development context and legal framework; policies and procedures affecting construction activities; stakeholders involved in the housing stock management and their roles; and a list of programmes addressing the housing sector in the World Heritage property.

It also highlights the fact that the decrease in population in Historic Cairo between 1882 and 2006 was not only quantitative but included a qualitative loss of social assets. This affected the transformation of the urban fabric, since many of the fleeing families were privileged with higher educational and economic levels.<sup>9</sup>

The analysis of housing types identifies important traditional and modern architectural typologies, and outlines major transformations that occurred in relation to the social and cultural changes in Historic Cairo. Referring to the surveys conducted by the Aga Khan Trust for Culture (AKTC) in 2005-2006 during the preparation of the conservation plan for al-Darb al-Ahmar, the critical conditions of the housing stock were highlighted, as shown below.



Al-Darb al-Ahmar survey results, extract from the consultant's final report, Kareem Ibrahim, 2011

<sup>7</sup> See Sector Study, "Housing Rehabilitation Study on Historic Cairo. Final Report", Kareem Ibrahim, Dec. 2011.

<sup>8</sup> The main intention of this study was not to conduct a detailed research based on scientific grounds, but rather to give an overview of the development context of housing rehabilitation in Historic Cairo; highlight relevant trends and main issues; and finally raise questions and explore avenues for further detailed investigation of the technical, financial and legal feasibility of housing rehabilitation in Historic Cairo.

<sup>9</sup> A baseline survey carried out by AKTC in 2003 in ADAA shows that almost 70 per cent of the families of al Darb al-Ahmar lived under the poverty line.

The analysis of institutional, legislative and financial tools shows that the legal and regulatory framework is sometimes ineffective and counterproductive in the management and monitoring of the housing stock, with reference to conservation requirements. Special attention was given to the following legal tools:

- Building Law, 119/2008
- Antiquities Protection Law, 117/1983, Regulating the Demolition of Non-Dilapidated Buildings and Establishments
- Preservation of Architectural Heritage Law, 144/2006,

Other laws that affect the housing rehabilitation and conservation policy in Historic Cairo are also mentioned, as well as official decrees, among which the following are particularly important:

- Ministerial Decree, 250/1990, which regulates building activities in Historic Cairo through guidelines and regulations, including building height regulations.
- The Ministerial Decree issued on July, 29, 2009, considered an improved version of the above decree since it states the boundaries of Historic Cairo and provides detailed building regulations.
- the policies and procedures stemming from the laws and decrees concerning housing rehabilitation, as well as institutional relationships between stakeholders. Important policies and procedures are outlined, with the following issues highlighted: "Regulation Lines": the building lines within which building activities are not permitted. These building lines are inherited from outdated plans of the early 1970s. In some cases, they are based upon SCA buffer zones, set to widen existing roads or open new roads that cut through the old city or along important monuments. Although this policy proved to be ineffective, it still exists and hin-

ders some upgrading plans.

- Regulation Decrees issued by the local district to decide, based on technical investigation, whether a building should be rehabilitated, or partially or totally demolished. Although these decrees make a permit mandatory, they ultimately represent an obstacle against the rehabilitation of buildings, since they are issued without heritage value-related considerations. In addition, they cannot be reversed by executive authorities and can only be abolished through a court case. As a result, these decrees threaten hundreds of traditional and architecturally significant buildings in Historic Cairo.
- Building and rehabilitation Permits issued by the local district to regulate building and rehabilitation activities. The permit process is often lengthy and complex, and requires the involvement of different administrations including the SCA.

The second section also includes the stakeholders involved in the housing rehabilitation process of Historic Cairo, highlighting the roles and responsibilities of the Cairo Governorate, local districts, NOUH, SCA, GOPP, Informal Settlements Development Facilities (ISDF), and the Ministry of Endowment. It gives a detailed account of the programmes addressing the housing sector in the site.

The third section of the study provides an initial characterisation of the housing sector, based on the results of field surveys on the real estate market and the prospects for housing activities in Historic Cairo. The findings of the survey show the following:

- The most common dwelling size (according to 60 per cent of the respondents) varies between 60 and 120 square meters (three to four habitable rooms).
- The average household size in modern dwelling units is 5.3, slightly higher than the average household size in traditional dwelling units, which stands at 4.9.



Khan Abu Takeya, Al-Darb al-Ahmar, 2011



Darb el Labana, Khalifa, 2011

- The majority of respondents (62 per cent) are tenants of 'old' leases; 30 per cent of respondents are partial owners of the building they reside in. None of them is a sole owner.
- The majority of electricity meters (65 per cent) are registered in the name of the occupying family member, reflecting the stability of tenure.
- More than half the buildings (51 per cent) occupied by the respondents are owner/partialowner occupied. This improves future prospects for proposed housing rehabilitation schemes.
- A high percentage (81 per cent) of respondents cited Historic Cairo as their birthplace. This percentage reflects a stable population in the site.
- Confirming the previous result, 82 per cent of the residents have lived in the same house for more than 20 years.
- All buildings investigated in the survey are connected to electricity, potable water and sewage. However, this result does not indicate the quality of the utility or service, which has been reported as a problem in previous surveys.
- The majority of the respondents' family members (82 per cent) work and/or study in Historic Cairo.
- The majority of the respondents (70 to 76 per cent) appreciated access to services and utilities, proximity to work location, proximity to family and friends, and low rents as positive values and advantages in their neighbourhoods.

With regard to the problems, solid waste was considered the most critical one for the majority of respondents (62 per cent). The second biggest problem was the quality and adequacy of existing services and

utilities. Other problems included social issues and disputes among families and neighbours, the growth of commercial activities inside once-predominantly residential areas attracting newcomers and strangers, and increased crime levels. However, a high percentage of the respondents (74 per cent) expressed a desire to continue living in the same neighbourhood, while 72 per cent expressed their willingness to continue living in the same building.

This sense of rootedness is confirmed by the positive and proactive attitude towards their dwelling expressed by the majority of the respondents (82 per cent) who had made repairs in their dwelling units or buildings (76 per cent had made these repairs during the last 24 months). Savings and *gam'iyyas*<sup>10</sup> were the most frequent source of the money spent on repair or improvement works (76 per cent).

The third section also outlines a list of opportunities and constraints concerning legal and institutional aspects, social issues, financial and economic tools, issues related to the built environment, tourism, and the impact of the January 25 revolution.

The last section of this study provides recommendations concerning further actions and a comprehensive rehabilitation study to be carried out by URHC. It outlines the following priorities in the short and medium terms:

- Documentation and protection of "Buildings with Peculiar Architectural Value".
- Development of legal and institutional measures to reverse existing demolition decrees for traditional buildings of architectural value.
- Maximising the value of frozen and underused assets.
- Developing long-term housing rehabilitation objectives.
- The need for more in-depth studies on housing rehabilitation prospects in Historic Cairo.

The section outlines the research needed in the future to develop a sustainable housing rehabilitation study in Historic Cairo, including the documentation of architectural and urban heritage, a proposed physical survey, and the social, legal, institutional, financial and economic aspects that need to be further investigated.



Al-Hosneya, Gamaleya, 2011

#### **IV.4 ENVIRONMENTAL RISKS**

The purpose of this study<sup>11</sup> was to carry out a preliminary review on environmental risks in Historic Cairo; to define the criteria necessary for the identification of areas representing urban hygiene and safety hazards (such as large vacant areas used as informal waste disposals); and to identify areas at high risk of fire/explosions, due to the presence of an uncontrolled accumulation of inflammable materials. The study is based on an analysis of sample areas to evaluate the potential for reusing vacant plots for public facilities and services, and to outline a program for a comprehensive study that includes field surveys and technical studies of the site.

The study is divided into four sections. The first section lists the typical environmental risks facing urban areas and provides an evaluation of their relevance in Historical Cairo, thus outlining risks that should be accounted for during the development of the conservation plan. These include the following:

Earthquakes: Throughout its history, Cairo has faced earthquakes of significant magnitude and frequency. The last one, which occurred in 1992, claimed the lives of 500 people, the majority in historical areas due to the large number of deteriorated buildings. New building regulations in Egypt have enhanced the capacity of new buildings to withstand earthquakes; however, existing buildings, including monuments, are still not protected. Many buildings dating back to the 19th and early 20th centuries are prone to failure; especially the high rise ones which also represent a threat to adjacent monuments and buildings because of the differences in their rigidity and elastic behaviour. Mitigating the effects of earthquakes at the urban and historical level is vital: the lack of vehicular access for large swathes of the historical fabric may also block rescue efforts during an emergency and make evacuation difficult. The development of an innovative safety system for these areas presents a significant chal-

Cairo", Abbas M. El Zafarany, December 2011.

lenge for the conservation plan.

- Land and rock slides: Parts of Historic Cairo, especially on the Moqattam Hills or underneath its edges, are threatened by frequent rock falls at the edges. A survey to define threatened areas is essential to provide protection measures.
- Soil: The soil in the area around Historic Cairo is composed of sand, clay, or rock. In the low-lands, clay is more common, while rock-based soil appears closer to the Moqattam Hills. The most severe problems relate to the rise and fluctuations of the ground water, though some spots have special soil conditions. 12 Sinkholes also happen occasionally in areas where large water canals have been filled, such as Port Said Street. Except for specific locations, the conservation plan should include the hydrological issue as a high priority.
- Hydrosphere risks: Historic Cairo is safe from flooding risks after the implementation of Nile control projects and the construction of the High Dam in 1970. However, increasing ground water levels pose a real threat, caused by the increase in ground water levels in the Nile Valley. Following the construction of the dam, the river level became almost fixed, and irrigation canals worked as a permanent water source, while the Nile became the main drain to most lands, causing the increase. Historical Cairo faces the same problem, in addition to other factors affecting its aquifer, such as urban expansion, garden irrigation and seepage from water and sewage systems. While output to the Nile (+18m) has no increase on drainage channels, the urbanization of high lands<sup>13</sup> has increased the piezometric pressure, causing an increase in ground water levels under Historic Cairo, which stands at around +30 to 40m, with some low areas such as at al-Fustat archaeological site (+25m). Swamps and ponds are

<sup>11</sup> See Sector Study: "Environmental Risks Facing Historical

<sup>12</sup> For example, Al-Azhar Park was created on the remains of burned solid waste.

<sup>13</sup> Such as those adjacent to the Moqattam Hills (+200m) and al-Fustat Park (+52m), or Nasr City (+60 to 130m).

also found around Ain al-Seerah lake (+28m), increasing the risk of submerging some important monuments. The 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 dewatering actions to increase

discharge should be considered in the conservation plans, as well as sewage systems for informal areas close to Historic Cairo. Al Azhar Park is a good example of an isolated and well drained area. Using forests or planting cemeteries with trees which require a lot of water and are tolerant to salinity is one important tactic, but consistently choosing species with a root system that does not threaten buildings of architectural value can pose a challenge.

• Sand storms and gradual street elevation: Sand



Al-Fustat area facing high water levels: lakes are created, the excavation site is a pond; the presence of al-Fustat Park, Mokattam Hills (east) and informal housing (south and east) contribute to aquifer charge, while evaporation from lakes and River Nile (west) are the only drains. Extract from the consultant's final report, Abbas El Zafarany, 2011.

storms cause the erosion of stone and brick and most building materials. The resulting sedimentation of sand and dust on horizontal surfaces, such as roofs and streets, can be heavy. 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 almost at basement level. Historical buildings are increasingly depressed; the street level makes them 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, can make roofs elevated garbage dumps with risks such as fire hazards, while the extra weight adds to rapid deterioration. Repeated paving also adds another five to 10 centimetres of asphalt every 10 to 20 years, causing an increase of 25 to 100 centimetres per century. The removal of sand and dust deposits, as well as regulations to prevent layers of paving, should be made mandatory, even if returning the historical fabric to its original street level may well be impossible, since it may conflict with the current infrastructure and new building entrances.

With regard to anthropogenic risks, the following are highlighted:

Fire: Fire is one of the most relevant threats. Most recently, it caused the loss of several priceless monuments, including al-Mosafer'khan Palace, when a fire in nearby vacant land being used as a garbage dump spread to wooden parts of the building, destroying it completely. Historic Cairo is particularly prone to this risk, due to the vast number of fire sources and fuels and lack of adequate fire fighting and mitigation facilities. Contributing risk factors include the compactness of the urban fabric, difficulty of access within the site, vacant lands informally used as waste dumps, and the many economic and domestic activities that use fire sources without appropriate protection measures. The presence of numerous high rise buildings (most of them illegal) in narrow streets, with

no access to fire fighting vehicles with ladders capable of reaching these heights, should also be considered.

- Air pollution: The placement of industries to the north of the historic city and heavy vehicular traffic are the main sources of air pollution. The burning of solid waste, fumes from decomposed solid waste, activities generating exhaust gases, and undesirable odours also contribute significantly to the problem. The compact urban fabric also reduces air speed, while the lack of green spaces increases the concentration of most pollutants.
- Water and soil pollution: The area includes polluting industries, such as the leather and gold lamination industries. <sup>14</sup> Some activities should be prohibited, while the technical enhancement of others may reduce pollution and fire risks. An improved waste collection system would also improve air quality significantly.
- Other risks: These include the presence of a high number of dilapidated buildings and the general construction and demolition process.
   Risks are exacerbated by the compactness of the urban fabric and lack of control in the building activity.



Souk El Selah, Al-Darb al-Ahmar, 2011

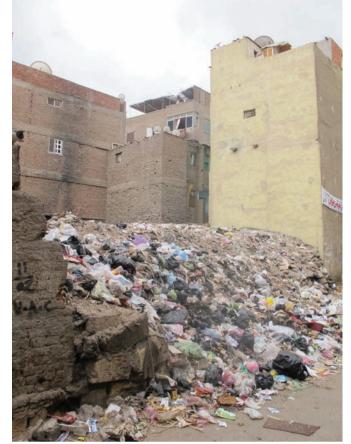
<sup>14</sup> In Haret al-Yahood and al-Khoronfesh using acids and chemicals.

### Ecological risks include the following:

- dumps across the city represent a major threat since they create their own ecosystem, including decomposition with a proliferation of bacteria, flies, worms, rats and other vermin. The elimination of these waste disposal areas within Historic Cairo, through the creation of a reliable and sustainable system for garbage collection, should be a priority.
- Lack of green spaces and deterioration of the few existing ones: The lack of rain and dependence on artificial irrigation has limited green spaces in Historic Cairo to a few small private gardens and some large-scale parks. To restore the historical value of green spaces, both historic and new green areas should be protected, with the addition of more green spaces to improve the environment.

In the second section, sample areas within the World Heritage property<sup>15</sup> are included as case studies, with photographic documentation and a brief description of the relevant risks. The third section explores the potential reuse of vacant plots<sup>16</sup> for urban rehabilitation. Changing the marginal use of vacant lands into a public use can convert a threat into an opportunity; for this purpose, even privately owned spaces should be used by local administrations to improve the urban environment and increase its liveability. Examples of spaces that could be reused or converted are also provided.

Finally, the fourth section outlines a proposal for comprehensive studies to be carried out on the World Heritage property, focusing on surveys considered necessary to mitigate the risks outlined above.



Mohamed Fouad Galal, Masr al-Qadima, 2011







Azbakyya Park, transformations occurring over time with some destruction due to underground line works. Extract from the consultant's final report, Abbas El Zafarany, 2011

<sup>15</sup> In the Fatimid core, al-Khalifa area, Bulaq and in Khedivial Cairo.

<sup>16</sup> Many are used as temporary storage or parking areas, or as garbage dumps.

### Chapter V

# PROMOTING THE WORLD HERITAGE PROP-ERTY: PROPOSAL FOR AN AWARENESS CAM-PAIGN

V.1\_ OBJECTIVES V.2\_ TARGET GROUPS

V.2.1\_ Community

V.2.2 Stakeholders

V.2.3\_ The tourist industry

V.2.4\_ Media

*V.2.5*\_ Students and education professionals

V.2.6\_ Professionals

V.3\_ TOOLS

V.3.1\_Strategic tools

- Public relations/multi-media
- Logo and branding
- Education
- Interactive events

V.3.2\_ Supplementary tools

- Maps
- Brochures, leaflets and booklets
- Banners, signs and emblems
- Memorabilia

V.3.3\_ Long-term sustainability

An important part of the URHC project is an awareness campaign to highlight the Outstanding Universal Values of Historic Cairo<sup>1</sup> and promote its cultural and social values, urban fabric, architecture, crafts, festivals, and markets. Due to be launched in 2013, the campaign also aims to enhance the relationship between the community and the public-at-large within the World Heritage property.

At the community level, the campaign hopes to strengthen the ties of residents to Historic Cairo and emphasize their role in the maintenance and preservation of the site. To fulfil this objective, "tools" and "actions" will be implemented that create social, cultural

and economic benefits for the community.

At the level of the larger public,<sup>2</sup> the aim is to raise awareness of the heritage values of the city in relation to the SOUV. Due to the diversity of those addressed, the campaign will be tailored according to different groups' needs, expectations and benefits.

The campaign also provides "tools" to ensure the effective planning and implementation of its strategies in both the short and long term. These will reveal the wealth of the historical urban fabric and artefacts that exist in the site, and highlight the coexistence of different cultures, as well as the outstanding links between the historic settlement and its living traditions.

The following components of the awareness campaign will be further explained in this chapter:

- OBJECTIVES
- TARGET GROUPS
- TOOLS
   (strategic and supplementary)

# V.1\_OBJECTIVES

The key objectives of the awareness campaign on Historic Cairo are to:

- 1. Promote and enhance the image and reputation of the World Heritage property.
- 2. Strengthen relationships between target groups and the site including residents, property owners, community leaders, civil society groups and non-residents (both Egyptian and foreign).
- 3. Encourage and enhance traditional activities (commercial and cultural), events and festivals

<sup>1</sup> The team worked on the early structuring of the campaign in collaboration with the consultant Chiara Ronchini, from the Edinburgh World Heritage Trust, to verify its objectives, target groups, priorities and phases.

<sup>2</sup> The larger public includes Egyptians, foreigners, adults, children, independent tourists, mass tourists, professionals, scholars and institutions.

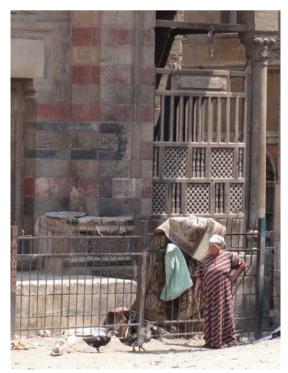
- 4. Foster heritage education and engage professionals in the rehabilitation of Historic Cairo.
- 5. Stimulate cultural heritage tourism and improve site mobility and access.
- 6. Guide investors towards sustainable interventions to benefit the site.

#### **V.2 TARGET GROUPS**

# V.2.1\_ Community

Community members are considered the bearers of the property's tangible and intangible heritage; as such, they must be involved in the protection of their cultural heritage. The community includes:

- A. Residents of Historic Cairo (taking into consideration their gender, age, abilities and education)
- B. Business sectors in Historic Cairo (craftsmen, services, local businesses)
- C. Youth and children



Darb el Labana, Khalifa, 2011

#### V.2.2 Stakeholders

The involvement of governmental authorities, such as SCA, MoC, NOUH, GOPP and MoT, is crucial both to raise awareness and protect the World Heritage property. Local and international institutions, development programs and non-governmental organizations that provide services in the site are also addressed by the campaign.

### V.2.3\_ The tourist industry

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 site<sup>3</sup> to provide the most benefit. The following groups are targeted in the campaign:

- A. Independent tourists (Egyptians and foreigners)
- B. Organized tourism
- C. Tourism service providers (including workers in hotels, information centres, shops, cafes and restaurants)
- D. Secondary tourism service providers (e.g. taxi drivers and car rental companies)
- E. The Egyptian Ministry of Tourism and other governmental institutions concerned with heritage tourism in Egypt

#### V.2.4 Media

The partnership between cultural heritage specialists and media professionals in Egypt needs to be strengthened to raise awareness of the site. Good media channels to reach the public include:

- A. Specialized radio and TV programs focusing on heritage
- B. Newspapers and magazines (including special interest magazines)

<sup>3</sup> Historic Cairo is often neglected as an urban site, with tour operators preferring to focus on the Khan al-Khalili area and the Egyptian Museum close to Tahrir Square.

C. The Internet (including websites, blogs, and social networks such as Facebook and Twitter)

### V.2.5\_ Students and education professionals

The campaign targets the educational system through specialized syllabi and educational programs. Secondary educational entities, such as cultural centres and museums, can also promote awareness-raising and the protection of cultural heritage through selected programmes and events.<sup>4</sup>. The following educational institutions are targeted within the campaign:

- A. Schools (private, public, and technical at different levels)
- B. Universities and educational institutions (private and public)
- C. Museums, cultural centres, libraries, etc.
- D. The Ministry of Education and other institutions concerned with education in Egypt

## **V.2.6**\_ Professionals

The involvement of independent professionals and experts is crucial to establish technical conservation groups who can support the rehabilitation of Historic Cairo through special events, workshops and seminars. They include:

- A. Cultural and technical experts (planners, scientists, engineers, architects, writers, historians, painters, artists, etc.)
- B. Socio-economic experts
- C. Legal experts
- D. Investors willing to support sustainable interventions in the site

The campaign incorporates a variety of tools – both strategic and supplementary – to fulfil its objectives. These are outlined below.

## V.3.1\_Strategic tools

#### Public relations/multi-media

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 will be designed for Historic Cairo incorporating the following:

- 1. Press conferences and press releases
- 1. Newspapers and magazines
- 2. TV and radio interviews
- 3. A dedicated website, Twitter account and Facebook profile that responds to public queries and includes historical and current information
- 4. Documentaries, short-movies, and other visual art projects
- 5. Smartphone applications, including tours guided by GPS. The application could be connected to a website for the creation of itineraries.

#### Logo and branding

A general logo has been designed for Historic Cairo as a vehicle for a soft branding.<sup>5</sup> Making the site's image more recognisable will help users and visitors identify attractions, initiatives and interventions in the site, thus supporting the promotion of Historic Cairo's heritage values.

V.3\_ TOOLS

<sup>4</sup> See section on performative educational tools later in this chapter.

<sup>5</sup> Branding is here defined as soft because it is not meant to be harmful to the site or its inhabitants. It is rather planned according to available potential resources and the effective capacity of the site.



Historic Cairo World Heritage Property Logo, URHC, 2011

As the site includes various districts, each with its own historical background and characteristics, separate but related logos have been suggested for the following areas:

- a. Al-Fustat area
- b. Ibn Tulun and the Citadel area
- c. Eastern side of Port Said St. (Fatimid Cairo and al-Darb al-Ahmar area)
- d. Western side of Port Said St. (the areas of Clot Bey, Azbakeya and Abdeen)
- e. Bulaq area
- f. The monumental cemeteries

#### **Education**

Strong educational tools are vital to enable new generations to participate in heritage conservation, and be made aware of the threats that endanger cultural heritage in World Heritage properties. Such tools include:

- Community-oriented tools:
  - Training centres providing heritage awareness programs for local people, women and youth.
  - Craft development centres, with qualified

#### instructors.

- Summer schools for children hosting cultural heritage activities.<sup>6</sup>
- Education-oriented tools:
  - Lectures and presentations on the World Heritage property and intangible cultural heritage issues addressing students, as well as the larger public, through museums and cultural centres.
  - Special curricula that provide students with information on heritage, historic landscapes, and World Heritage properties, with a focus on Historic Cairo.
  - Applied arts education, technical education and vocational training to create a new generation of qualified young professionals to support the regeneration of the historic city.



Copper blacksmith, Gamaleya, 2011

6 As mentioned above in the events tool section.

## Interactive events

Targeted interactive events can promote awareness about Historic Cairo, support the local community in learning about their heritage and involve stakeholders in the protection of the site. They include:

- Conferences, forums, workshops, round tables, and information days that target relevant authorities, institutions and the community.
- Community events that raise public awareness and create social, economic and cultural benefits for the community, including:
  - 1. Festivals, exhibitions and performances organized in strategic areas including community centres, monuments, streets, pedestrian bridges and dilapidated areas.<sup>7</sup>
  - Activity workshops for children and young people, including painting, poetry, photography, theatre and storytelling.
  - 3. Competitions between inhabitants, such as cleaning contests, football matches, or craft competitions.
  - 4. Historic Cairo Day/Week, which could become an annual festival promoting the O.U.V of Historic Cairo.

To target the larger Egyptian public, campaign events should also be held in other Egyptian cities and villages.

#### Maps

The campaign also includes a range of maps of Historic Cairo<sup>8</sup> in various languages,<sup>9</sup> providing an overview, iconographic illustrations, and practical information for different areas. These should allow better access and mobility for visitors to the site. They include:

- A visitors' map, illustrating the perimeter of the World Heritage property and designed for easy handling during a tour of Historic Cairo. This will include information on the area's outstanding attributes, including architectural ensembles and masterpieces, main pathways, landmarks, museums and cultural centres. It will also provide details on festivals, markets, craft workshops, traditional shops.
- Since the World Heritage property covers such a large area, separate maps will be produced for the following areas:

Map (1): The Fatimid nucleus (between Bab al-Nasr and Bab Zuweila), the northern necropolis, and the areas of Clot Bey and Bulaq

Map (2): Al-Darb al-Ahmar, the Citadel and Ibn Tulun areas, and the necropolis

Map (3): Al-Fustat and the southern cemeteries

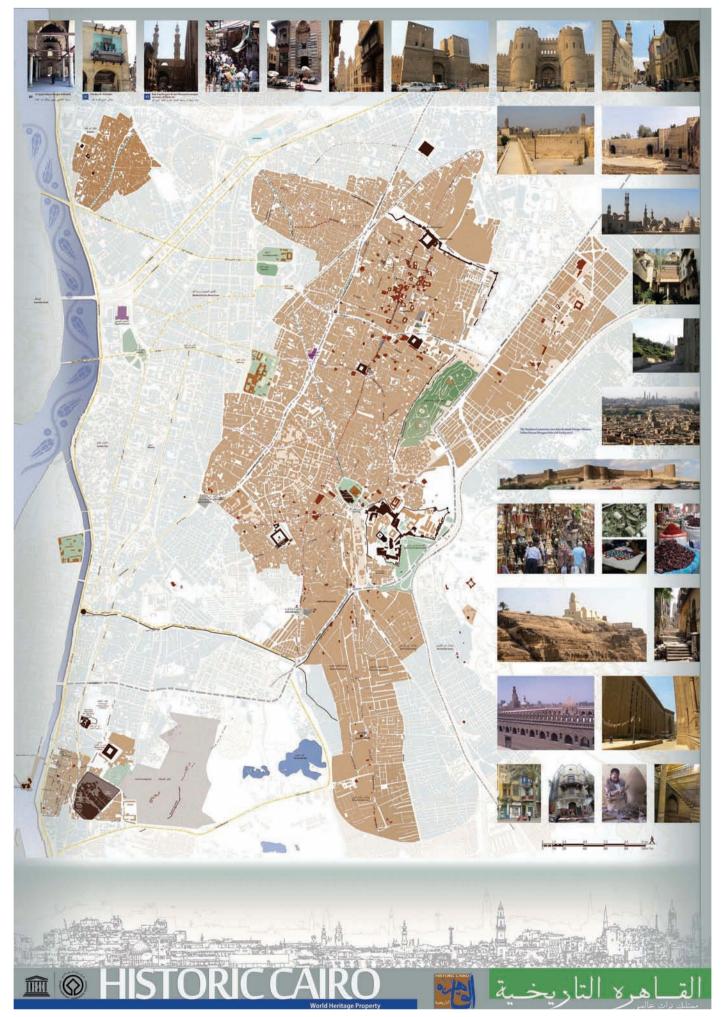
S.O.U.V map: This map will be related to a brochure that presents the SOUV of Historic Cairo.
 It illustrates the perimeters of the site, its historical evolution and listed monuments.

V.3.2 Supplementary tools

<sup>7</sup> These performances would deliver information on heritage values and cultural traditions such as costumes and music, and could also lead to the temporary beautification of some places in the site.

<sup>8</sup> Available maps of the property are usually outdated and few sources cover the whole boundaries.

<sup>9</sup> Initially in Arabic, English and French.



Historic Cairo World Heritage Property, Visitors Map, URHC, 2011

#### Brochures, leaflets and booklets

The campaign will be supported by a range of brochures, leaflets and booklets, as well as other educational and informative content related to Historic Cairo. These include materials encouraging the proper maintenance of historic buildings by owners, and reference documents helping teachers to introduce the site to scholars.

Brochures on the SOUV of Historic Cairo and on the URHC project are being produced for the first stage of the campaign.

The following specialised brochures and leaflets could also be developed in partnership with the relevant Egyptian institutions:

- Brochure on museums and cultural centres related to Historic Cairo.
- Brochure on specific tours and routes in the site.
- Leaflet on public transportation options to access the site.
- Leaflet on cafes, restaurants, festivals and events in the site.

The production of educational booklets on the following subjects is also proposed for a later stage:

- 1. The evolution of the historic city (during the Omayyad, Ayubid, Tulunid, Fatimid, Mamluk, Ottoman and modern eras).
- 2. Important figures who lived in Historic Cairo (including Amer Ibn al-As, al-Mu'izz li-Din Allah, Salah al Din al-Ayyubi, etc.).
- 3. The different types of monuments (e.g., mosques, madrasas, sabil-kuttab, khaniqah, rab', wakala) and architectural elements (such as minarets, domes and gates) in the site, including explanations, drawings, photographs and a glossary.
- 4. Craft sectors including information on tradi-

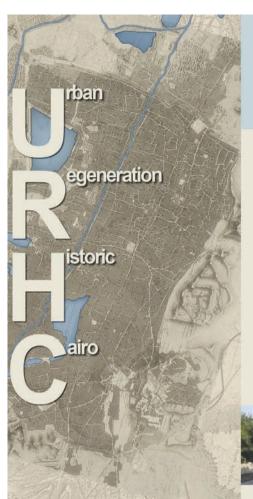
tional techniques and know-how, as well as their historical and actual locations. The series could also include a booklet on building crafts (such as stone, marble, carpentry and copper).

- 5. Vernacular and domestic architecture in Historic Cairo identifying various architectural typologies.
- 6. Lost elements of urban landscapes in Historic Cairo, such as the lakes, the water channels and some cemeteries.
- 7. Focal points and panoramic views of the historic city.
- 8. Traditional festivals and events.
- 9. The intangible heritage of the site.
- 10. Literary figures (such as Naguib Mahfouz) and other literary reference points.
- 11. Booklets and special games about Historic Cairo for young people and children.
- 12. The maintenance of traditional households in the site.

# BANNERS, SIGNS, AND EMBLEMS

To highlight outstanding elements and facilitate mobility in the site, the awareness campaign includes the following banners and signs:

- A double-sided sign for each area, to be installed in focal points and main entrances of the historic city. One side will present the SOUV map of Historic Cairo, while the other presents the area map including a detailed legend.
- Signs illustrating the characteristics of selected monuments.
- An emblem of the World Heritage property to be fixed on the façade of monuments, next to



Cairo has been a dominant political cultural commercial and religious capital throughout history playing a prominent role during Fatimids, reaching its golden age during Mamluks, and sustaining its cosmopolitan significance during Ottoman times. Due to its unique peculiar skyline, it has been known to scholars and historians as "City of the thousand minarets".

Historic Cairo was inscribed on the World Heritage List in 1979 recognizing its "absolutely unquestionable historical, archaeological and urbanistic importance." Upon ICOMOS recommendation, the inscription was based on the following cri-

- Several of the great monuments of Cairo are incontestable masterpieces
- The historic center 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:
- The historic center of Cairo constitutes an impressive material witness to the international impor-tance on the political, strategic, intellectual and commercial level of the City during the medieval

#### **URHC Goals and Objectives**

In July 2010, UNESCO-WHC launched the Urban Regeneration Project for Historic Cairo (URHC) in the framework of a larger program of technical

assistance to the Egyptian Government concerning the management of the World Heritage Site, focusing on the following objectives:

- The preparation of a Conservation Plan for Historic Cairo's "Core and Buffer Zones", which would include the Management Plan required by the WH Operational Guidelines:
- 2. The establishment of an institutional frame-work to undertake and develop a sustainable urban conservation policy, promoting coordination and collaboration amongst different institutions, administrations and agencies concerned with the managment of the World Heritage Site;
- The creation of an appropriate and shared in-formation platform for urban conservation.

To achieve these goals, an interdisciplinary team of local and international consultants are collaborating with the concerned bodies to develop a set of protection measures in order to uphold the site's Outstanding Universal Value, to prevent further decay of the historic urban fabric and to enhance the socio-economic conditions of Historic Cairo



كانت القاهرة على مر العصور عاصمة رائدة سياسياً وثقافياً وتجارياً ودينياً؛ حيث لعبت دوراً بارزاً خلال العصر الفاطمي ووصلت إلى عصرها الذهبي خلال العصر المملوكي وظلت مدينة متعددة الثقافات في العهد العثماني. ونظراً لشموخ المباني في سماء القاهرة، فقد عرفت للعلماء والمؤرخين باسم "مدينة الألف مثذنة".



مشروع الإحياء العمراني للقاهرة التاريخية (URHC)

ويركز المشروع على الأهداف التالية:

والإدارات والوكالات المعنية بإدارة الموقع.

اطلق مركز التراث العالمي ممنظمة اليونسكو (UNESCO-WHC) في يوليو 2010 مشروع الإحياء العمراني للقاهرة التاريخية في إطار برنامج أشمل يهدف إلى تقديم الدعم الفني للحكومة المصرية في إدارة الموقع التراقي.

1) اعداد مخطط متكامل للحفاظ على الموقع التراثي "القاهرة

التاريخية" ومناطق الحماية المحيطة، ويشمل كذلك خطة إدارة الموقع

2) انشاء إطار مؤسس يقوم بإعداد وتطوير سياسة الحفاظ العمراني

المستدام، بالإضافة إلى قيامه بتعزيز التنسيق والتعاون بين المؤسسات

انشاء قاعدة بيانات متطورة ومتاحة للجميع تختص بالحفاظ

من أجل تحقيق هذه الأهداف، يقوم فريق متكامل من الاستشاريين

المحليين والدوليين بالتنسيق مع الجهات المعنية من أجل التوصل إلى

مجموعة من المعاير للحفاظ على القيمة الإستثنائية العالمية للموقع

التراثي، وحماية النسيج العمراني التقليدي من التدهور، وتحسين

الأوضاع الإجتماعية والإقتصادية لسكان القاهرة التاريخية.

المشار إليه في الإرشادات التشغيلية الخاصة بالتراث العالمي



القاهرة التاريخية تم إدراجها على قائمة التراث العالمي في عام

1979 حيث تم تعريفها بأنها "ذات قيمة تاريخية وأثرية وعمرانية لا مثيل لها". وبناءً على توصية المجلس الدولي للآثار والمواقع ICOMOS، فقد قام مركز التراث العالمي بإدراجها على القائمة وفقاً للمعايير التالية:-

- العديد من آثار القاهرة تعد كنوزاً معمارية لا مثيل لها. - قلب القاهرة التاريخية يضم العديد من الشوارع والمنازل القديمة، كما يحتوي النسيج العمراني التقليدي على أشكال من التجمعات السكانية تعود إلى القرون الوسطى.

- القاهرة التاريخية تعتبر شاهداً ودليلاً على أهمية المدينة سياسياً واستراتيجياً وفكرياً واقتصادياً على المستوى العالمي خلال القرون الوسطى.



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the listing plate.

- Signs for important streets and lanes within Historic Cairo to be installed in the relevant street, presenting its history, location, sketches, pictures and important monuments.
- Craft signs: plates to identify workshops and retail outlets of traditional crafts with a certified quality standard.
- Domestic architecture signs: plates to identify buildings of outstanding domestic architectural value.

These items should be located in streets, open spaces, and building entrances, to ensure proper visibility and access without affecting the integrity of the building or the urban space. They should be made of durable materials and be easy to clean and maintain. The size of the signs must also be tailored to each location, with a detailed installation plan agreed with relevant authorities in advance.

## Memorabilia

With the popularity of souvenirs in mind, the campaign also suggests the production of a range of items to promote the image and identity of Historic Cairo, such as pins, magnets, coasters, stamps, bookmarks, and stationery.

For children, the production of stickers, books, puppets, toys and puzzles introducing heritage values is suggested. The design should incorporate traditional materials and techniques (such as pottery, copper, blown glass, carpentry, or calligraphy) wherever possible.

## V.3.3\_ Long-term sustainability

To sustain the campaign in the long term, the following issues need to be addressed:

- Funding: an effective system of fund raising must be established, involving investors and sponsors to realise the various components of the campaign.



Memorabilia made using traditional crafts: Ceramic coasters



Memorabilia made using traditional crafts: Khayameya bags

- Distribution: the distribution of maps, booklets, brochures, leaflets and promotional merchandise needs to be coordinated through the following:
  - Info-Points: Info-Points are useful reference centres for providing information to tourists and visitors of a city. The campaign plans to create info-points in Historic Cairo that sell and distribute campaign products, and provide advice on how to explore/tour the site, in coordination with antiquities departments. The info-points will eventually be located in restored monuments in strategic points of the city.
  - Cultural locations: Museums, libraries, and cultural centres are also important points for the distribution and sale of the campaign's printed materials and products, including maps, booklets, leaflets and promotional merchandise.
  - Tourist centres: Hotels, motels, and tourism companies are other important outlets for the campaign's products and printed materials.

- Online: A dedicated Historic Cairo website would allow the sale of campaign products online, and also allow visitors to download relevant documents and maps.
- Alternative means of distribution: for example, taxi drivers – the first point of call for many tourists – who could be trained on how to present the historic city to tourists and visitors. They should also be considered for distributing flyers and maps of the site.

The logo, brochures on the URHC project and S.O.U.V, and visitors map are all in the final stages of the production process while an online photo databank on the outcomes of the field survey will soon be publicly available. The URHC logo has also been reproduced on textile bags, cushions and coasters, using traditional materials and techniques as prototype memorabilia for the campaign. Selected campaign products<sup>10</sup> will be designed and presented to the community and stakeholders in the next stage of the campaign to examine their impact and feasibility.



Memorabilia made using traditional crafts: Khayameya products

<sup>10</sup> Including maps, booklets, signs, banners and emblems, aimed at helping tourists and visitors move autonomously within the site.

#### Chapter VI

# NEXT STEPS: TOWARDS THE DEFINITION OF A MANAGEMENT PLAN FOR HISTORIC CAIRO

A report on the progress of the URHC mandate according to the initial work plan, and its next steps

Due to certain unavoidable delays¹ over the past two years (July 2010-June 2012), the URHC project's schedule was adjusted a number of times in its first phase, with its main tasks and objectives often under review.

Despite these difficulties, the project team carried out two key tasks: the delimitation of the World Heritage property and its buffer zones; and the assessment, through sector studies and field surveys, of the heritage values necessary to establish appropriate conservation zoning in the property.

There are two main goals for phase 2:² firstly, to define a clear strategy for the urban regeneration of Historic Cairo, focusing on conservation and rehabilitation; and secondly, to establish a management plan, in accordance with UNESCO-WHC Operational Guidelines 2008 and 2011. The creation of an extended pilot action plan has been postponed to the final phase of the project; this will then form the basis for the development of an overall conservation plan.

The project's next steps now revolve around implementing the tasks outlined in the work plan (established in July 2010 and later revised in March 2011). These include:

- 1) Consultation and technical cooperation with the concerned administrations in order to:
  - Encourage the official adoption of the World Heritage property perimeter and SOUV by the relevant authorities.
  - Enforce proposed urgent protection measures through the modification, where possible, of the present regulatory framework established by NOUH and the Gover-

norate of Cairo.

 Establish the framework for the creation of a comprehensive management plan, based on a shared understanding of the key heritage values, a common identification of priorities, and the correct institutional framework.

The involvement of all concerned administrations in the project is vital for its success. To this purpose, a workshop with these administrations must be organized as soon as possible involving the technical staff within the responsible government departments.

- 2) Continuation of the necessary sector studies for the management plan, with the support of external consultants.
- 3) Dissemination of the URHC project's goals and results, to enhance the protection of the World Heritage property and raise awareness among the larger public, professional and academic circles, and local and international institutions. National and international conferences on Historic Cairo, involving universities, associations and cultural institutions presenting and discussing the outcomes of the URHC project, will be organized in 2013.

This will lead in a further phase to:

- The preparation of a complete draft of the management plan, including the definition of an urban conservation strategy, the identification of priority actions, a proposed institutional framework for the management of the World Heritage property, and criteria for monitoring the conservation actions
- The identification of a priority action project, to be intended as an outcome of the management plan, and as a preliminary step towards the elaboration of the conservation plan.
- The development of an information platform, based on detailed field surveys in the selected action area, to use as the basis of the first action project.

## Future objectives include:

- a) The establishment and enforcement of general protection measures for the World Heritage property and its buffer zone, in collaboration with concerned administrations. These should include:
  - The preservation of historic street patterns (alignments).
  - Preserving the visibility of architectural and

<sup>1</sup> The implementation of the URHC project has been seriously affected by the changing political situation in Egypt, slowing down relationships with officials, team counterparts and concerned administrations. As a consequence, many on-going activities were delayed, in particular, the elaboration of the management plan.

landscape landmarks.

- Establishing the criteria for adaptive reuse and functional compatibility in heritage buildings and areas.
- Establishing the criteria for new buildings and existing building reconstructions (including height limitations, plot ratios, building materials and construction techniques).
- The definition of new procedures for building permits in the protection areas and buffer zone.
- b) The creation of an adequate institutional framework to implement a consistent urban conservation policy for Historic Cairo and its buffer zone, with the ability to enforce and enhance cooperation between the different administrations and institutions involved.
- c) A proposal for the most appropriate tools to revise, update and complete existing legislation on architectural and urban heritage conservation, planning and public works, in order to provide an adequate legal framework for the urban regeneration of Historic Cairo.
- d) The proposal of adequate economic and financial tools, especially addressing the fiscal and credit sys-

tem, to enhance conservation and rehabilitation work and increase accessibility to affordable housing in the World Heritage property's urban fabric.

- e) The definition of a priority action area, and an action plan to implement a conservation strategy in this area that could eventually be implemented in the whole site. This would be done by first delimiting a strategic area in the site that incorporates all the main issues. This priority 'action area' would then be addressed through a detailed plan integrating socio-economic, conservation, rehabilitation, regeneration and renovation components, including:
  - the necessary human and financial resources.
  - a mid-term financial plan to ensure sustainability.
  - a monitoring system, based on clear and measurable indicators.

The detailed plan for the strategic action area could then be extended, and adapted as necessary, to the whole of the World Heritage property, thus forming the basis of the site's conservation plan.



Al-Darb al-Ahmar, 2011