

**‘REVITALISING HISTORIC CAIRO:
EXAMINING THE PUBLIC POLICY
FORMULATION AND IMPLEMENTATION’**

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IN THE NAME OF GOD, MOST GRACIOUS, MOST MERCIFUL
“THEY SAID: "GLORY TO THEE: OF KNOWLEDGE. WE HAVE NONE,
SAVE WHAT THOU HAST TAUGHT US: IN TRUTH IT IS THOU WHO
ART PERFECT IN KNOWLEDGE AND WISDOM.”

32, BAQARA (HEIFER)

Holy Quran

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ABSTRACT

Historic Cairo is one of the major World Heritage sites due to the massive amount of built heritage and traditional societies it embraces. Since the 1980s, the historic quarters of Cairo have undergone many preservational efforts either by the local government or international organisations. Plenty of resources are being poured into the urban revitalisation process. However, with less significant outcomes except for two or three examples undertaken by non-governmental bodies. On the other hand, several policies have been generated by the government to facilitate the revitalisation of Historic Cairo with its different quarters; nevertheless, the majority continue to be ineffective and unhelpful to the local communities. The focus of this study is to examine how the government revitalizes the historic quarters, what are the policies generated during the last three decades, who are the key players in the implementation process, and what are the major challenges. This study is addressed through a qualitative, quantitative and narrative analysis with the users, officials and contributors to the process of revitalising Historic Cairo, especially Al-Gamalia and Darb Al Ahmar Quarters. The study will show the implementation of government policies in relation to the 1980 UNESCO Plan, 1997 UNDP/Supreme Council of Antiquities, and 1997 Aga Khan Trust for Culture programs for revitalising Old Cairo's quarters. The study reveals the neglected challenges toward the communities' rights and the revitalisation efforts focuses more on the preservation of single buildings without a comprehensive methodology of urban revitalisation and sustainable development.

Keywords:

Historic Cairo; Revitalisation; Conservation; Public Policy; Communities' Rights.

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CHAPTER ONE

INTRODUCTION

1.1 HISTORIC CAIRO'S RECENT URBAN CONDITION

Egypt has faced dramatic changes to its social demography since the nineteenth century and especially after the Military Officers' Revolution of 1952. Indeed, its population growth rate increased from 1.5 per cent at the beginning of the twentieth century to five per cent by the 1960s. Cairo – the capital city – was the most affected by this growth as its population growth rate nearly tripled to almost 18.2 per cent in 1976 (Raymond, 2001). This sudden increase put tremendous pressures on Cairo to meet the high demand for services and to construct new dwellings, as a result Cairo became one of the largest cities in Africa and one of the world's largest metropolitan cities. Subsequently, by 1980, Cairo had 10 million residents and by the 2006 census, this number had exceeded 21 million (CAMPAS, 2008). This increase was due to a 70 per cent growth amongst local residents; and 30 per cent was due to rural immigration. Consequently, these rural immigrants had to find accommodation within the city; this was typically located within the city's less developed inner areas - such as Historic Cairo – which contained the most affordable accommodation¹.

Another major problem at the end of the twentieth century was the high unemployment rate, which subsequently increased the proportion of informal jobs undertaken and the degree of poverty within the newly established social communities. This however increased the pressure on Mubarak's Government to find a quick solution to provide more housing developments and increase the efficiency of the infrastructure within the city, especially in the historic areas. The Government has tried to solve the housing problem by constructing low-income housing projects of five storey buildings set out in a 'checker-board' style and dispersed throughout the city, but it failed to provide adequate transportation services. The lack of appropriate services prevented people from moving to these new districts (for example, 6 October, Helwan and Sadat satellite cities), thereby creating further challenges for the Government. The Government has tried to overcome this problem by decreasing the lease value to one pound per month for each residential unit. Later, building maintenance of these poor quality accommodation units posed a new problem at a time when there was still incredible pressure to provide more housing developments. The Government therefore started to sell these housing units to the occupants in order to lessen their own responsibility for maintenance (AKPIA, 1985). At that point, the Government realised that it was cheaper to provide infrastructure networks and community facilities for the informal housing developments and older districts by utilising aid from international organisations such as the GTZ, USAID and the World Bank (ibid). Moreover, the Government had to sustain the current housing

¹ However, Historic Cairo's buildings could not contain the large number of immigrants; this increased the number of informal homes (squatter settlements) surrounding the city and forced others to live in the nearby historic cemeteries, well known now as the 'City of the Dead' located around the Historic Cairo Zone.

within the city, and in particular rehabilitate the historic areas to solve the increasing housing problems.

Eventually, infrastructure services in Cairo's historic quarters were negatively affected due to the sudden increase in population; for instance, the city's water supply was not designed to adequately supply such an increase in demand. The major problem was that the installed water supply and sewage networks were constructed prior to the First World War and were never intended to serve the huge number of residents. In addition, the informal electricity 'hook-up' raised by the informal settlers caused significant electricity supply problems. This prompted the Government to undertake significant upgrading of these services at an extremely high cost over a 15 to 20 year implementation phase, with a completion date of 2010 (ibid). However, the population overcrowding, inadequate maintenance and construction of additional floors above existing buildings without official permits, in addition to the inappropriate implementation of policies all led to the deterioration of some of the heritage buildings in Historic Cairo. In addition, many historic buildings were replaced by new concrete-constructed buildings (Raymond, 2001). As a result, the magnificent heritage legacy and sense of the old city was irreparably damaged. Unfortunately, the new immigrants also tended to have less respect for the historic buildings and treated them as they would any other buildings in the region without any awareness of the importance of the built heritage that they had 'inherited.'

In addition, the Government worked on improving the capital's transportation networks by reinforcing inner city bridges to overcome the traffic congestion, and constructing the first underground tube lines with the aid of the Japanese Government to advance public transportation. Moreover, in the process of constructing vehicular tunnels, such as the one running beneath Historic Cairo, accordingly, there has been debate over how the continuous vibrations within this tunnel could pose a danger to the foundations of the nearby heritage monuments. However, there was a lack of policies to manage and control such massive investments in the historic core. Otherwise, it might have been that the responsible actors and key players were not fully aware of the policies in charge. In response reasons and dilemmas, it is crucial to examine the policy process in securing the historic cores against any possible threat.

1.1.1 SOCIAL DEMOGRAPHY OF HISTORIC CAIRO

Cairo consists of new and old districts; during the last 70 years and just after independence, new districts were constructed surrounding the old historic quarters. The new districts served the middle and high social strata through private investors. As for the old districts, surrounding the historic areas as the Khedive Ismail's district (current down town), they were occupied by offices and the lower stratum of society. The living standard of Cairo's population is roughly divided into two. Currently, each group occupies a definite district; the higher income strata target the newly constructed districts and suburbs; however, the lower income strata occupy the historic core and its surrounding neighbourhoods. In the historic core, the social demography consists of 50 per cent labourers with a high illiteracy rate exceeding 40 per cent, and it is considered the most populous

district, with four million people living on six hundred hectares (Raymond, 2001). Raymond (ibid, p.361) added: “It is also where the facilities are the most marginal” due to increased neglect through the past years². Flemming Aalund (2005, p.8) has explicitly presented in his ICOMOS reactive monitoring report in Historic Cairo that the first impression is of poverty, due to the enormous neglect of public services. As a result, the historic core was left very poor, and densely populated, in addition there was a lack of proper management and protection of residents from threatening pollution and physical deterioration.

In fact, due to the intact urban fabric (described as narrow alleys, monumental buildings, inner court buildings, and nonlinear streets) found in the region’s historic quarters, this maintained strong social connection between the residents. Each zone in the old days was managed by a local leader called ‘*Shiekh El-Hara*³’; at all times chosen from among the residents and was always the people’s representative, servicer and internal judge. However, over time, the *Shiekh El-Hara* was lost and was never replaced by another person or societal organisation. These historic quarters had a perfect social closure between the residents who all used to lend a hand and support each other. However, due to the increase in poverty and unemployment, and the lack of proper religious education, a loss of values and norms was created among the residents. Moreover, when rural immigrants moved in, the social cohesion gradually broke down due to the different norms and traditions introduced.

² Historic Cairo has always suffered from neglect, starting with the Ottomans’ conquest over Egypt for centuries; Cairo lost its statue and was left without proper maintenance. During Mohammed Ali’s rule, some renovation was done but ended during the nineteenth century when Khedive Ismail diverted the national investments to build a new modern Cairo, based on the Haussmannian style as in Paris, west of the historic core located on the River Nile banks, which resulted in further greater ignorance and less maintenance.

³ The *Shiekh El-Hara* held a strong position within the social coherence of the old districts since the Fatimid Period in the tenth century. His main role was to defend and solve the people’s problems with the main administration body of the city and the judge. Later on, during the Ottoman period, new administrative powers had to overcome the old social system, as compulsory taxes paid by the residents and handed to the *Shiekh* then passed on to the Ottoman ruler. This practice built up mistrust between the residents and the *Shiekh*, who respectively lost his standing among his people. During the French Occupation, the new administration encouraged have a *Shiekh* as a guarantor for the residents of their quarter, responsible for any disorders that might happen; to maintain law and order, and to be in charge of collecting taxes. By 23 January 1801, a new role was appointed to gather the information of the first census of birth and death from the families in each quarter. Later in the 1840s, under the rule of Mohamed Ali and the inventory of police authorities, the *Shiekh* had to produce reports and give them to the police authorities to formulate the first connection with the police, till nowadays (Raymond, 2001). The *Shiekh* in the modern day is responsible for accrediting the birth and death certificates, as well as the mandatory army certificates with a small return of money from the residents.



FIGURE 1.1: THE MOVEMENT OF RURAL RESIDENTS INTRODUCED IMPORTED TRADITIONS WITHIN THE HISTORIC BUILDINGS, SUCH AS THE BUILDING OF FENCES AND WOODEN DOORS IN FRONT OF HOUSE DOORS.

As a result Aalund (2005, p.8) added that, “*any sustainable preservation of the historic city therefore, is obliged to include the social and economic aspects of development.*” This is an attempt to merge the revitalising of historic quarters principles and programmes with the theory of public policy making⁴. Aalund (ibid) even argued that the current powers to manage historic Cairo’s built environment is still under the control of the Government, leaving it difficult for all key players to implement highly productive measures. For instance, the contradictions within the major objectives relating to Historic Cairo caused massive chaos and heritage loss. The launch of the ‘Historic Cairo Restoration Project – HCRP’ in May 1998, aimed not only to restore the 152 monuments located in Historic Cairo, but also to redesign it in a manner to better serve the tourism industry, to achieve the so-called ‘Open Museum’ by the Ministry of Culture. The Government started to relocate local residents and some merchants to other state housing buildings outside the area; however, this caused a major social breakdown of the current community.

1.1.2 ECONOMIC STATUS OF HISTORIC CAIRO

Historic Cairo developed a strong economic reputation through history up to the present day due to its wholesale trade businesses, skilled craftsmen and other cultural activities. These activities gave the old city its high importance and strong economic significance. Unfortunately, these activities are in rapid decline for several reasons, starting with a lack of Government investment in craftsmanship education centres⁵ due to free of charge higher education, the modern trade centres

⁴ This theory is discussed later in Chapter Two.

⁵ The government has invested in higher education rather than to focus on middle education and jobs in parallel to the high education

constructed nearby, and the outside migration of the old local residents and their substitution with new rural immigrants. The old wholesale trade was transferred to the eastern outer regions of greater Cairo, thus losing its economic and commercial importance. Moreover, due to the decrease of the population in the historic quarter, new functions were introduced; predominantly light industries such as aluminium, copper and dye manufacturing. The new immigrants located within the historic quarter primarily financed these industries (Raymond, 2001). However, these industries cause machinery vibration and polluting wastes which threaten the built heritage and monuments' physical and aesthetical status. Therefore, industries that operate in such a manner should be banned and further substituted with others as recommended by several international organisations. Another major negative phenomenon was the introduction of new contemporary trades and boutiques inside the historic fabric, which do not match with the inherited 'sense of place', yet reflect the residential needs.

Cairo's historic core is full of historic monuments, which have been preserved during the last 15 years by international organisations aid and supervised by the Supreme Council of Antiquities. Furthermore, the Government spent large amounts of money – 150 million Egyptian Pounds (Yassin, date not available) – in upgrading the historic quarter, to improve the existing infrastructure and the transportation networks. Nevertheless, not all these monuments have been utilised for the benefit of the local community or for the tourism industry. The historical monuments have not been reused as expected, apart from a few historic houses and *wekalas* – merchant hostels and storage – which were transformed to serve some cultural uses and festivals.

On the other hand, after the failure of the Government to invest in industries, agriculture and real estate developments, it is believed that the best solution to overcome these deficits was to increase the national investments in the tourism industry (Williams, 2006). In addition to make more use of the high number of touristic and great historic potential sites it has (such as Ancient Egyptian, Greco-Roman, Coptic, and Islamic historic sites). The Government is currently adding more cultural centres and museums of all kinds, such as the Grand Egyptian Museum, the Alexandria Bibliotheca Museum and some other museums concerning public figures that have contributed significantly to Egyptian History (Abdel Messih, 2003). Generally, the Government's objective is to increase the number of tourists visiting Egypt every year, and they have been successful during the last five years up to the 2009 recession.

1.1.3 CHALLENGES AND OBSTRUCTIONS OF BUILT HERITAGE DEVELOPMENT

Cairo's historic quarters have faced increasingly major challenges since the 1952 Revolution and the beginning of the military political control and regime. Firstly, the outer-skirts fast urban growth, with massive urban development projects, lacked proper infrastructure and transportation services. In addition, the abandonment of the historic quarters and their residents eventually encouraged squatter settlements to accommodate the poor and rural immigrants. Secondly, the sudden increase of vehicular usage has caused major traffic congestion problems and negatively affected the movement of pedestrians. Thirdly, the increase in the population and rural-to-city

immigration has increased the load on the old and weak infrastructure; overtime it has raised the groundwater level and encouraged pollutant informal industries. Finally, the poor public awareness toward the value and meanings of the inherited built heritage has also been of significance.

During the second half of the twentieth century, there have been enormous efforts and resources directed at heritage preservation and conservation in Egypt. The development plans proposed by UNESCO, UNDP, AKTC, and several local conservation agencies have set an example of such efforts. However, this should have been reflected in higher social and economic revenues, as was seen in the revitalisation of the Darb Al Ahmar quarter. For instance, *Wekalat Bazara'a* (Bazara'a Merchants Marketplace) located on the Gamalia Street, in the centre of Historic Cairo, was once restored by the Supreme Council of Antiquities with a fund from USAID. This marketplace was never re-used properly and was closed down by the Government, leaving it behind without proper maintenance till groundwater soaked upwards through the monument's walls⁶. Despite the presence of the huge number of restored monuments, which blend with the surrounding rich fabric of the city; there is a low rate of tourists. This significantly shows an incorrect interpretation of revitalising Historic Cairo, to represent the 'restored and kept' methodology, such as restoring a statue of the Ancient Egyptian period. In reality, as with such antiquities, people come, visit and listen to its historic story but cannot live and perform within it as the built heritage of Historic Cairo. Arguably, a well established building with a rich surrounding historic fabric should be treated differently.

1.2 RESEARCH CRUX

Salama (2000, p. 13) clearly added to the debate, by stating that, "the problems of historic centres would not be solved by individual projects that focus on the conservation and rehabilitation of their architectural and urban spaces. Rather, they can be solved by the policies and concrete programmes that address the needs of the inhabitants such as reducing poverty, increasing employment, upgrading local communal services, and most importantly, empowering and enabling the local inhabitants to positively participate in the planning and management of their environment." This statement completely encapsulates the focus of this research, which aims to examine the relationship of the revitalisation policies of the last 30 years with the different programmes implemented and their effect on the social, economic, and physical dimensions of Historic Cairo.

The main challenge facing Historic Cairo presently is that superior officials, professionals in the field of conservation, and even the lay public lack a proper methodology for revitalising historic quarters in a sustainable, comprehensive approach. Moreover, most of the revitalising key players

⁶ Only a few rooms were used to serve two or three officials of the Supreme Council of Antiquities, and apparently even these officials who should be the professional eye watch have installed improper toilets without appropriate sewage facilities, which caused water leakage on the limestone walls.

have not taken advantage of historic resources – either tangible or intangible heritage – and the surrounding urban fabric (Hampikian, 1999, Rodwell, 2007, Stewart, 2003).

According to Stewart (2003, p.147) there is another major problem: aligning tourism and revitalising goals. In other words, revitalising Historic Cairo was not introduced properly in the tourism business. On the other hand, there are proper marketing and advertisements which serve tourism activities in Ancient Egyptian historic sites. Therefore, the historic quarters of Cairo should be engaged more through efficient policies, effective implementation procedures, and a clearer framework to put living quarters on the agenda of development. The aim of revitalisation is to serve the local community and regenerate local economies; thus, it is essential within this study to examine the current developing methodologies in Historic Cairo to ensure that the formulated policies will attain these intended principles.

This introductory Chapter has briefly outlined the current socio-economic and physical situations of Historic Cairo during the last period. In conclusion it is necessary to mention the different challenges that face the revitalisation of Historic Cairo and which form the problematic background to this thesis. Although the problems are unlimited, the study attempts to highlight some vital and effective problems to help us understand how a way out of this continuing continued dilemma can be created through the study of public policies formulation and implementation in relation to the running of revitalising programmes and the key players responsible for implementation. In addition, the thesis aims to reveal some previous crucial research findings by different scholars which specifically highlighted the urgent need to examine the public policies relating to the revitalisation of Historic Cairo, which form the starting point of this discussion.

Thus, the crux of the study is to observe and explore the development and implementation of Historic Cairo' Revitalising Policies in respect to the international organisations agendas and the implemented revitalising programmes. The primary objective is to reveal the dilemmas and problems facing the quarters of Historic Cairo and the effect of 30 years of continuous development and effort, along with why. The Historic Cairo' Revitalising Policies examination within this study shall focus on the period from 1980 to the present day, with most attention being focused on the formulation of policies, their modification through history, and the different key players within the process of implementation. To ensure effective research, the focus of study will depend on a 'simplified research model' based on three research questions to accomplish the aim, as follows:

- 1. What are the policies and how were they formulated?**
- 2. Who are the key players and how do they control the revitalising process?**
- 3. Why has the implementation of policies failed, and why are the historic quarters still deteriorating?**

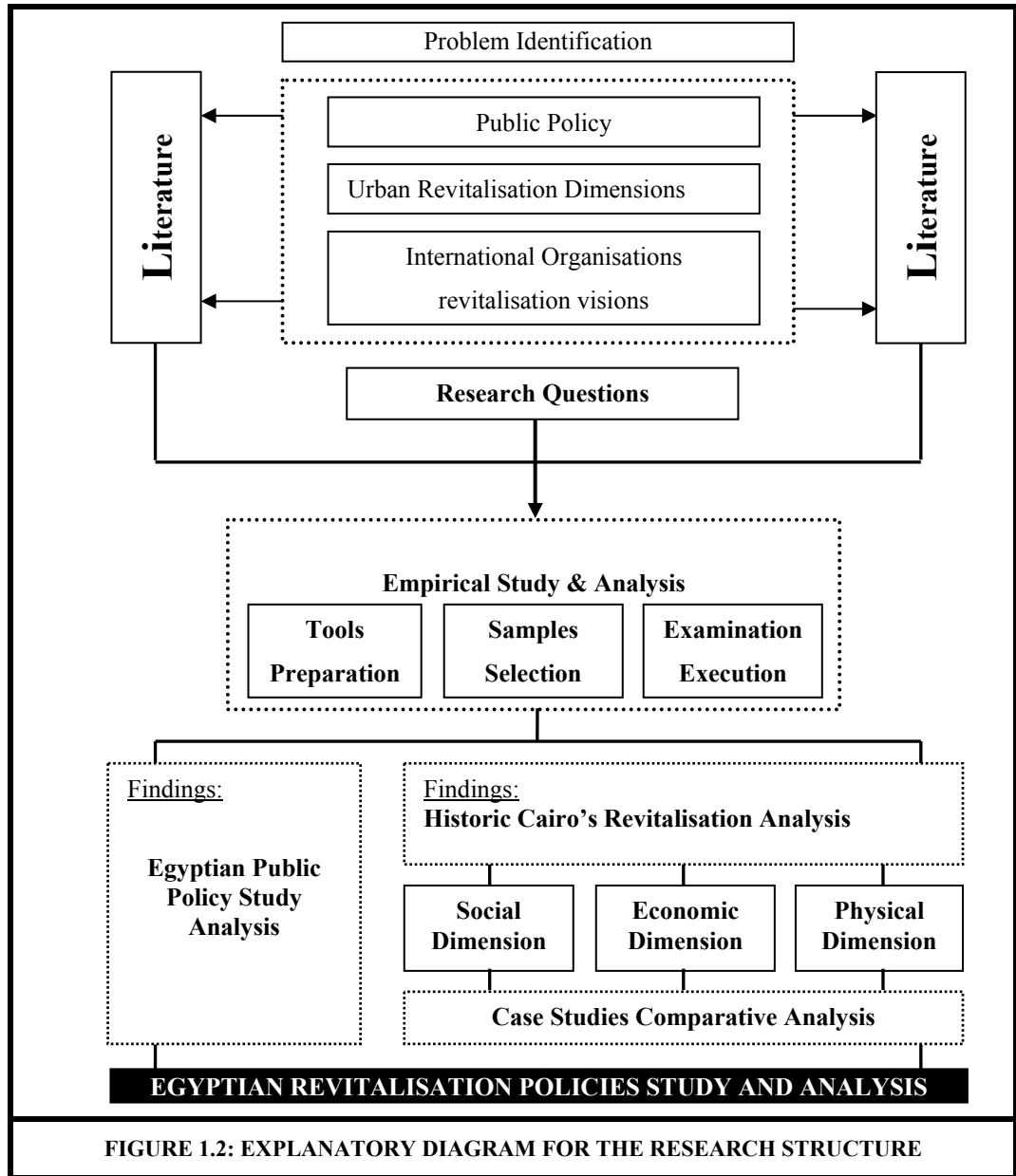


FIGURE 1.2: EXPLANATORY DIAGRAM FOR THE RESEARCH STRUCTURE

The research will provide a wide range of documentation and explanations focusing on the public policy theory, Egyptian policy formulation, and international organisation recommendations. The data needed are acquired in order to properly structure an engagement with the different key players of the public policy process with different empirical testing tools. The data collection methodology is based on a mixed methodology of qualitative and quantitative data gathering. Generally, the research will maintain an unfolding structure to modify and merge the data gathered, and then put the findings together in a comparative analysis.

CHAPTER TWO

THE THEORY AND EGYPTIAN CONTEXT OF PUBLIC POLICY

2.1 INTRODUCTION

In reference to the crux of the study, Chapter Two will explore and study the theory of public policy, and the policy evaluation systems which could be applied in controlling the revitalisation process, in addition to an overview of the Egyptian policies and UNESCO's recommendations for developing the Historic Cairo.

This chapter provides the context for the study, in three main sections. The first discusses the public policy process focusing on the different process models, the policies analysis and the evaluation frameworks. The second part provides an overview of the making of public policy in the Egyptian context, reflecting the policies of revitalisation development and its implementation in Historic Cairo.

There has been much research concerning the development of public policy and the implementation theory, in an attempt to understand the complex interactions among actors, institutions and other variables that could affect the policy process. However, previous research and studies were less related to the fields of urban development and regeneration in Egypt, and had never merged with the study of policies and revitalising outcomes. Therefore, there is a need to address the revitalising urban design dimensions and challenges to produce a comprehensive study of public policy based on an academic approach, as it is essential to start reviewing the policy and implementation theory.

2.2 THE PUBLIC POLICY PROCESS

The study of public policy is an intense body of knowledge which reveals different issues, such as the multi-theoretical perceptions, outcomes and their consequences, the users – public, private or social actors –, and finally the study of policy implementation process (Peters and Pierre, 2006). Essentially, the study of public policies is the study of the decisions made and their processes, the programmes influenced, or even the tools used to accomplish certain objectives and policies. Generally, policy studies should focus on the complexity of all decision implementation, their impact on the users and the benefits gained in return.

Alongside this, Peter (1999) added that the policy process is an extremely complicated issue, consisting mainly of a multiplicity of actors with different interests, values, perceptions and preferences; the time span of the implementation process, and the different programmes and layers of Government agencies involved. Finally, the high number of stakeholders involved allows

different political powers to play a major role; however, for the dominant party, this is referred to as the regime theory⁷. In fact, to understand the impact of certain policies, it is important to gain an overview of the policy process and to understand the different heuristic models involved in order to digest the different influencing factors and their roles.

According to Nakamura and Smallwood (1980), the policy process consists of three different phases – formulation, implementation and evaluation. Later, in 1989, Mazmanian and Sabatier mentioned that most scholars have drawn a clear distinction between these three phases: *formulation* is the adoption of a policy usually by a state or Government directives; *implementation* is the application of the policy by one or more agencies, either public or private; and *reformulation*⁸ is the evaluation undertaken by the original policy maker based on the outcomes from the implementation process, and other related experiences. Moreover, Mazmanian and Sabatier (1980) have summed up the list of the main perspectives of the policy making process as follows; (1) democratic characteristics, (2) constituency preferences, (3) decision-makers' attitudes, (4) influence of career bureaucrats, and (5) input of interested and affected citizens. Generally, these perspectives will assist in testing the revitalising policy among the involved key players revealing unclear causes and pressures on policy implementation. Nevertheless, some other key issues have to be explored in order to increase the policy making efficiency.

2.2.1 THE MAKING OF PUBLIC POLICY

Generally, public policy making is a purposive response to solve challenges from the physical and social environment (Eulau and Prewitt, 1973, p.507). Formulation is the production of policies to sustain objectives in all fields and this is undertaken by the legal actors, presented by the President, Government body and sometimes by the court. Occasionally, the influence of non-governmental organisations and societal pressures mostly takes place under a democratic and liberal ruling agenda. The policy making approach explicitly states a problem-solving orientation process starting with the context analysis and the objectives stated. Public policies are usually multi-disciplinary according to the practical approach to solve the problems stated and cope with the societal circumstances. Furthermore, it attempts to sustain the values of the communities' structure and economics (Peters and Pierre, 2006).

The following section presents some essential models of public policy making. The policy formulation phase has been recognised as the 'Stages Model.' Nevertheless, the 'Stages Model'

⁷ The theory generally focuses on the urban politics by understanding a variety of responses to urban change; it emphasises the interdependence of governmental and non-governmental powers in meeting economic and social challenges. The theory tackles the problems of cooperation and coordination between government (state), business community (private), and the third sector or civil society which informally forms a regime. According to Stone (1989), the regime is an informal yet relatively stable group with access to institutional resources, and has significant impact on urban policy and management.

⁸ Mazmanian, Sabatier, and other scholars believe that the third stage should be stated as reformulation rather than evaluation, because this sustains the cycle of policy development and does not stop at a specific end, but can you reword this – it does not make sense. Do you mean: unfortunately, no further detail can be provided due to the limitations of the study.

was later criticised due to its theoretical methodology and lack of practicality. Scholars have agreed that this model is a Top-Down approach to policy making lacking the flexibility of reformulation, descriptive accuracy of the objectives and the practicality of problem solving (Jenkins-Smith and Sabatier, 1993). The advantage of the 'Stages Model's' approach is that it is designed to distinguish between the functions and features from policy initiation up to termination. According to Mazmanian and Sabatier (1980, pp.444-449), the 'Stages Model' provided the conceptual overview of public policy making process known as the 'heuristic stages model or multivariate model' by Hofferbert in 1974. According to Hofferbert's model, the heuristic stages concentrated on the prior and essential analysis of the 'socio-economic composition' to address the problem in hand scientifically, and the objectives needed within the context of societal circumstances, in order to understand the degree of education, income rates, urbanisation, population and even the scale of open public spaces. The second stage is the 'demographic characteristics', this analyses the scale of communities' needs and resources to then be translated into the public policy, or at least to set restrictions against possible outcomes. In order to achieve these desired outcomes, some studies should take place concerning the rate of population growth, rate of urban development and the rate of unemployment. The third stage is the 'mass political behaviour' which focuses on the dominant controlling political party, by studying its objectives, hidden agenda, and attitudes toward community and development issues⁹. The fourth stage concerns the 'governmental institutions' and how they could affect the policy outcomes through their power and policy execution methodologies. However, some researchers have opposed the fourth stage, describing it as blurry and indecisive. Although Mazmanian and Sabatier (1980, pp.447-448) have disagreed with these scholars concerning the negligible importance of the governmental institutions, they nevertheless stated, "*it is difficult to accept that governmental institutions have no impact on outcomes*" because they could interpret the policies wrongly in the case of vagueness and uncertainty. Finally, the last stage of Hofferbert's model is the 'elite behaviour and the conversion process' which refers to the policies through a policy-making body. Based on this Mazmanian and Sabatier (1980) added more detailing key factors to this stage; these were the attitudes of decision makers, the bureaucratic control over information, citizen participation and their effect on the administration process.

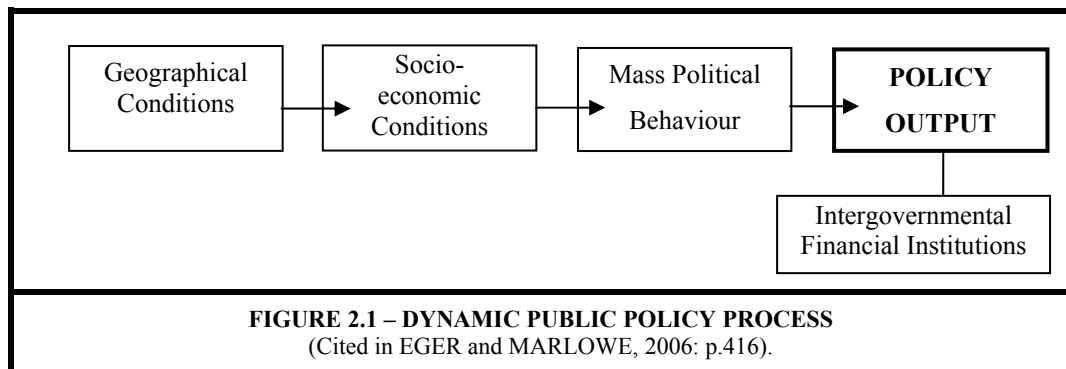
Nevertheless, according to Eger and Marlowe (2006) this model failed to fulfil most of the perspectives of policy making due to two basic criticisms by other scholars; first it is unable to account for the feedback loop – as in cyclic reformulation – and such an approach could reveal past deficits and produce more effective policies. The second criticism was by Jenkins-Smith and Sabatier (1993 cited in Eger and Marlowe, 2006), expressing that it does not sufficiently consider the intergovernmental relations¹⁰. Therefore, Eger and Marlowe (2006) have developed an updated

⁹ This stage basically refers to the 'Regime theory'; how a group of officials or organisations can control the process of decision making in order to satisfy their needs and goals primarily and in some cases without taking other circumstances nor predicted outcomes in to consideration.

¹⁰ In my opinion the Hofferbert's model was designed with less regard to the role of the governmental institutions, but as the policies demand and production have increased lately; eventually some policies were

version¹¹ of Hofferbert's model and called it the 'Dynamic Policy Process', as shown in Figure 2.1.

The new model started by analysing the prevailing 'geographical conditions', first considering the land scale and defining how this could have an impact on the policies. The second stage is the 'socio-economic composition' based on the demographic studies observed by the socio-economic characteristics such as income, population, industrialisation, and extent of environmental pollution, similar in some ways to the Hofferbert model's second stage. The third stage is the 'mass political behaviour' which refers to the association of public policy formulation with the public's feedback¹². Therefore, the Hofferbert's model here is stronger because it has been based on the complexity of thoughts and ideas built on multi-sided dialogue and negotiations. Another stage of the 'Dynamic Policy Process' is the 'intergovernmental institutions' criticised earlier by Jenkins-Smith and Sabatier (1993), expressing how these institutions are considered as a partnership between the local state, and high ranked Government bodies. The last stage is where policies are being formulated with the assistance of the intergovernmental institutions and the funding policies.



Generally, in relation to policy making process overview presented above, it is important to justify that both models, even the early stages model, all followed the concept of a Top-Down approach with less public interference. Therefore, in this procedure, policy makers tend to formulate the policies then pass them to the implementers for execution, putting them under users' pressures. Moreover, the models override the overall surrounding contexts and are not able to draw any flexible input from or change by the public. Accordingly, this demonstrates a bureaucratic centralised Government system. However it is very important to highlight certain other key factors, even if the policy system is following a Top-Down approach; for instance, the clarity of policy instructions and directives, and which at that time could be affected by inadequate

overlapping with more than two government institutions therefore intergovernmental relations are important to consider.

¹¹ Eger and Marlowe (2006) have developed a reformulated version of the Hofferbert's model to serve their research and analysis of the local commuter rail policy.

¹² This study will try to test public opinion or even allow them to give feedback, but unfortunately not all members of the public have the appropriate background to give a strong say in deciding how policies should be formulated.

information and the concept complexities in identifying policy problems (Nakamura and Smallwood, 1980, p.18). In general, the policy formation phase will have an effect on the implementation and reformulation phases, as it tends to mislead the objectives, due to the policies' evolution, complexity or contextual change.

2.2.2 THE POLICY IMPLEMENTATION

The implementation phase is when actors enforce formulated policies and impose them on users from the other side. Eventually, implementation clashes rise between actors and users, to form some societal interruptions. At that point, the different economic status at the time of execution will also affect the policy implementation and actors'/users' interaction. However, implementation phases usually end when there are other newly generated policies to terminate the older ones due to either successes or failure measures. Pressman and Wildavsky (1973, cited in Nakamura and Smallwood, 1980, p.13) defined implementation as the *"process of interaction between the setting of goals and actions geared to achieving them."* Another attempt at defining implementation was by Barrett and Fudge (1981, p.17) by stating that, *"implementation ... is the ability to forge subsequent links in the causal chain so as to obtain the desired results."* Generally, other scholars described implementation as a means to convert decisions into operational terms and continue efforts over a period of execution time until the desired objectives have been achieved. In order to put policies into action, implementers should know and plan what to do; study the availability of the required resources to ensure the communication systems between the actors and finally, control the consumed resources in order to achieve objectives efficiently (Barrett and Fudge, 1981).

There are key forces that shape the implementation process starting with the key players that execute the policies formulated. According to Nakamura and Smallwood (1980, pp.46-48), the actors could be classified as follows: The first group is policy makers who initially formulate the policies, and then indirectly monitor the implementation process with minimal strategic interference. The second group of players is the formal implementers, such as the different Government agencies provided with legitimate and clear authority to carry policy directives. Those implementers could be from different departments, agencies, local authorities, and non-governmental organisations. The third group will be the intermediaries; those are individuals or groups responsible for assisting the formal implementers in the execution process. In this case, it could be the private sector. Another acting party is the lobby and constituency groups which will forward some of the powers and legal authority to the intermediaries. The most crucial group within the policy actors is the consumers or recipients and how this group may interfere with the process of implementation. In some cases it is difficult to differentiate between them and the intermediaries due to the tasks they control this phenomenon is known as community participation in the field of urban revitalisation. The last group of actors is the evaluators or monitors of the policy effectiveness and the implementation process. Eventually, reformulations rely on evaluators within the next phase of the policy process. Weimer and Vining (1989, p.331) added another essential fact concerning the actors, stating that, *"...we should consider the motivations and resources of those who will be managing the implementation."* This is very important because

implementers/implementation management could have different orientations, as in the sense of their societal awareness, political and economic backgrounds which obviously will affect the process.

The second key force in the implementation phase is the organisations and institutions responsible for implementing policies. Preliminary organisations hold positions of great importance due to their direct influence on the implementation process and the policies' direction. Therefore, it is important to simplify the internal procedures and communication to avoid any misleading information or the misunderstanding of the tasks in hand. Moreover, due to the complexity of intermediaries or even the intergovernmental organisations, it has been recommended that specific communication systems be applied among all actors relying on the hierarchy status of decision making. Organisations and institutions involved should be very sensitive toward the resources (money/staff) and time management issues. It is also their responsibility to ensure a healthy work space for the staff working and encouraging more intermediaries – local citizens – to join the implementation process by the means of adding more incentive programmes (Nakamura and Smallwood, 1980, pp.50-51).

The third key force is the communication and linkage between all the actors, organisations, institutions, and any others who become involved. One critical issue concerning the communications is to sustain the crux of the policies and implement this properly to achieve the desired objectives. Nevertheless, as in any organisation, there will be pressures due to disagreements between officials or decision-makers, and in some cases with implementers. Those pressures will either affect the process within the time constraints or the effectiveness of the policies' implementation. These pressures are distinguished in a form of manipulation plus misuse of powers; either by the staff or the control of resources. As a result, there should be more security for the implementers and the third party intermediaries to avoid any political manipulation. In order to do this, there should be more linkage, discussion, group meetings, and political negotiations (Nakamura and Smallwood, 1980, p.53).

Mazmanian and Sabatier (1979) took this argument a step further by arguing that, to avoid problems during implementation, complications and difficulties should be anticipated in advance. According to this vision, the authors identified five criteria in order to achieve an effective implementation process. First, the programme should be designed according to the target group behaviour¹³. The second criterion is that the policies formulated should avoid from any ambiguous directives to keep the implementation process focused on the strategic goals. Thirdly, the implementation leaders should have high managerial and political skills and be committed toward the policies formulated. The fourth criterion demands the implementation programmes to consist of constituency groups and fewer key legislators to avoid any manipulation. The final criterion

¹³ This condition particularly diverges with the Top-Down approach because this approach constitutes policies according to the objectives envisioned and the response to the change which might occur with the recipient/target group.

focuses on the time factor and the surrounding environments that might change; consequently, this will reflect upon the statutory objectives. To sum up, implementation is the act occurring after producing and authorising the public policy directives. This includes the implementation and management of plans and resources in order to achieve objectives, in addition to the control and pressures by the administrators and implementers during events and toward certain receivers.

The third phase, reformulation starts from this point – in some cases considered as the cyclic formulation – based on monitoring and analysis of the basic policies. This is usually undertaken by the policy makers by the policy makers, media, social scientists, and interested public groups. In order to primarily judge the implementation performance and conclude with either modifying the policies or replacing them with new ones to start a new policy process, this can take place without time constraints and can shift back and forth achieving the concept of ‘*principle of circularity*’ (Nakamura and Smallwood, 1980, p.19). This study will only draw attention to the first two phases of the policy process in order to apply more attention to their relationship and their analysis methodology; and its role will be an attempt at evaluation without engaging any policies’ reformulation or proposals.

2.2.3 THE RELATIONSHIP OF POLICY FORMULATION AND IMPLEMENTATION

Before going into the relationship between formulation and implementation, Merilee Grindle (1980, p.6) has made clear the difference between both phases in this statement;

“The task of implementation is to establish a link that allows the goals of public policies to be realized as outcomes of governmental activity. It involves, therefore, the creation of a ‘political delivery system,’ in which specific means are designed and pursued in the expectation of arriving at particular end. Thus, public policies – broad statements of goals, objectives, and means – are translated into action programmes that aim to achieve the ends stated in the policy.”

From here, it is made clear that implementation greatly relies on public policy formulation, and that the impact of content – policies and directives – relies on implementation, in addition, the contextual impact surrounding Government, regime bodies or even the receivers. Moreover, the degree of behaviour within organisations could change the programmes envisioned and this is also how content could impact on the implementation. From another perspective, implementation should be evaluated according to the content of policies/goals and demonstrate a relationship based on testing and observation.

There are some relationships between formulation and implementation which require clarification for a broader understanding of how the phases work together. Those relations have been referred to earlier by Mazmanian and Sabatier (1989, pp.7-8); the first relationship is termed as the ‘*adaptive*’ relation where the focus is on the goals and primary policies being adjusted within the implementation phase. Secondly, policies are continuously modified within the implementation and the reformulation phases to cope with the changing contextual circumstances either to achieve

objectives or to mobilise the different resources available (Majone and Wildavsky, 1978, cited in Mazmanian and Sabatier, 1989, p.7).

Other relationships have been perceived according to the degree of strength and clarity of the original policy decisions. If the main policies were vague and indistinguishable this would lead to misinterpretation and then mislead the implementation procedure. In addition, the production of newer policies by other organisations such as the court or parliament legislations might clash with the original set policy and lose its genuine definition and strength. Another problematic relationship is the gradual evolution of small policies which mis-target the actual objectives and lose the sense of originality, especially if the programmes designed are to achieve long-term objectives (Grindle, 1980). Most scholars have stated that to in order avoid the uncontrolled continuous evolution of policies and stay focused on the objectives, any discretion that might occur should be clearly identified. Mazmanian and Sabatier (1989, p.9) proposed some enquiries which help to focus on the implementation process and avoid vagueness such as, In which stages of implementation did the discretionary decisions occur, particularly, during guideline writing, formal evaluation studies or during feedback mechanisms? Nevertheless, in case of any policy modifications, to what extent will this interfere with the implementation process phase?

According to Peters and Pierre (2006), there is another major relationship which relies on the administrative willingness toward the implementation process, such as public bureaucracies affecting the decision-making and inflicting their agendas. Furthermore, these agendas may clash with the designed implementation process and redirect the principal's directives and recommendations. For instance, most bureaucracies usually maximise budgets so to enhance their reputation and salary, and to expand the field of influence and power over different sectors and developments. Additionally, this could happen by a group of bureaucrats which faces struggles with other groups to fight for more power and Government funds; this is known as the impact of the regime parties on policies followed by implementation.

2.2.4 POLICIES ANALYSIS AND EVALUATION FRAMEWORK

So far the study has been exploring the public policy process, focusing on the formulation and the implementation phases. Although any public policy process is under continual evaluation and analysis, this section will demonstrate the different evaluation criteria. Public policies can be evaluated in short-term quantitative outputs based on the targeted communities and on a long-term basis focusing quantitatively and qualitatively methods based on the objectives envisioned (Nakamura and Smallwood, 1980).

Furthermore, both scholars then developed a series of criteria modified from an earlier set designed for the development programmes. The first criterion – *policy goal attainment* – fundamentally measures the results in relation to the goals and sets the directives, assuming that policies are designed to produce measurable and tangible results. Mazmanian and Sabatier (1980) also agreed on this approach, because analysing the policy goals and reasons helps to maintain a

focus on the strategic objectives. Generally, the aim of the crux of this criterion is to examine whether the implementers have attained the goals or not. The second criterion – *efficiency* – is an attempt to evaluate quality of implementer performance. This criterion is different from the previous one because this analyses the means and tools rather than the ends. The third criterion – *constituency satisfaction* – evaluates effectiveness in terms of the satisfaction levels of external groups through qualitative means and tools. The fourth criterion – *clientele responsiveness* – is similar to the previous criterion, but the only difference is that it evaluates the satisfaction of the recipients. As for the last criterion – *system maintenance* – this type focuses on evaluating the effectiveness of policy implementation on both the national political system and the individual implementing agency. Moreover, in 1980, Mazmanian and Sabatier added two more criteria; one based on cost-benefit analysis in relation to the objectives and outcomes, and a second criterion which considered the researchers' own value preferences, qualitatively examining the outcomes and their affect upon the beneficiaries.

2.2.5 SIX CONDITIONS OF EFFECTIVE IMPLEMENTATION

According to the Top-Down approach of policy making, this starts with policy making, and implementation, and then examines the extent to which its legally-mandated objectives were achieved over time. As a result, Mazmanian and Sabatier (1980, 1983) identified a variety of legal, political, and tractability variables affecting the different stages of the implementation process. Furthermore, they redefined those variables into six sufficient and crucial conditions to achieve effective implementation based on empirical evaluation – in a way that seeks to determine the degree to which a specific programme or policy empirically fulfils or does not fulfil a particular standard (Fischer, 1995), as in the case of Top-Down approach methodologies rather than the Bottom-Up approach¹⁴. Moreover, because the policy making procedure in Egypt follows the Top-Down approach, then these implementation effectiveness conditions will be suitable for evaluating the revitalisation policies in the Egyptian context; accordingly this study will specifically clarify this factor.

Condition 1: Clear and Consistent Objectives

This condition distinguishes the objectives in directives from the policy formulation and the critics and evaluators' perceptions of what its goals should be. Simply, the condition requires clear official authorised objectives to provide a benchmark of evaluation and important legal resources to implementing officials.

Condition 2: Adequate Causal Theory

This condition focuses on enabling legislation incorporating a causal theory that identifies the principle factors and linkages of policy objectives and the results attained. In addition, to achieve this relationship, implementing officials should have sufficient power to interpret and apply the

¹⁴ Bottom-Up approach usually focuses on the analysis of the multitude of actors who interact at the operational level on a particular problem or issue with less concern for implementation as a means to achieve a particular outcome (Mazmanian and Sabatier, 1989; Tiesdell, 1999).

law over target groups and other points to regenerate production of goals efficiently according to contextual causes.

Condition 3: Appropriate Structures and Sufficient Resources

This condition emphasises that the enabling legislation structures the implementation process to maximise the probability that implementing officials and target groups will perform as expected. This involves the assignment of considerate agencies with adequate hierarchal integration, supportive decision rules, sufficient financial resources and adequate access to supporters.

Condition 4: Commitment and Skill of Implementers

The leaders of the implementing agency possess significant managerial and political skills and are committed to statutory goals. In other words, recognising the unavoidable discretion given to implementing officials, their commitment to policy objectives and skill in utilising available resources, were critical factors for proper implementation.

Condition 5: Support of Interest Groups/Agencies and Sovereigns

This condition simply recognises the essential need to sustain political support throughout the implementation process by the interest groups and from the legislators and implementers including governmental officials at the different departments, in order to secure the legal and financial resources.

Condition 6: Socio-economic Context Stability

This condition highlights the crucial need to recognise the changes which might occur in the socio-economic conditions that could have dramatic repercussions on the political support for or causal theory of a programme. It highlights the need to avoid competing public policies in order to maintain the statutory objects envisioned rather than them being diluted or overrun.

The first three conditions focus on the initial policy decision, whereas the last three focus on the outcomes of the subsequent political and economic pressures imposed during the implementation process.

2.3 EGYPTIAN PUBLIC POLICY OVERVIEW

In order to formulate a public policy study, the public policy in Egypt is addressed through two different sections. The first focuses on the process of public policy making and understanding the different circumstances affecting its effectiveness. The second section will focus more on the conservation public policy within the Egyptian context and its development overtime.

2.3.1 THE PUBLIC POLICY PROPOSAL

Policy no. 109 in Egyptian legislation gives the right to the President and every member of the parliament to propose a new policy; and in the case of the President, he/she should consult with the ministers who prepare the decisions through specialised committees at each ministry (Nael, 2000;

p.106). The responsible minister then passes the proposed policies to the legislation department at the Senate in order to ensure correct phrasing, to make revision where necessary, and to ensure that these proposals do not conflict with other policies; these are then passed to the President to be presented at Parliament. At this point, other specialised committees in the parliament study the new proposals, in order to prepare a detailed report to be examined by the parliamentary members¹⁵. In the case that parliament's members propose a new policy or a policy modification, this first goes through the proposing committee for revision and study, then is proposed officially to the rest of the parliamentary members for voting¹⁶.

2.3.1.1 Proposition to the Parliament

When the proposal is passed to the parliament for approval, the policy amendments are discussed one by one, on condition of being approved by a minimum of 50 per cent of the members present¹⁷.

2.3.1.2 Present to the President

After the approval of the parliament, the President has the right to finally approve or decline within 30 days. In case of decline, the parliament will re-discuss the laws and if there is an approval by two thirds of the present members, then it becomes a legislated policy.

2.3.1.3 Legislation Formulation and Explanation

After the President's approval, the proposal is turned into a formal legislation, and then passed to the implementation committee for official and public announcement of full activation within the different Government sectors. By law, each ministry in charge has to print and distribute the new policies within their sectors and among their employees for implementation.

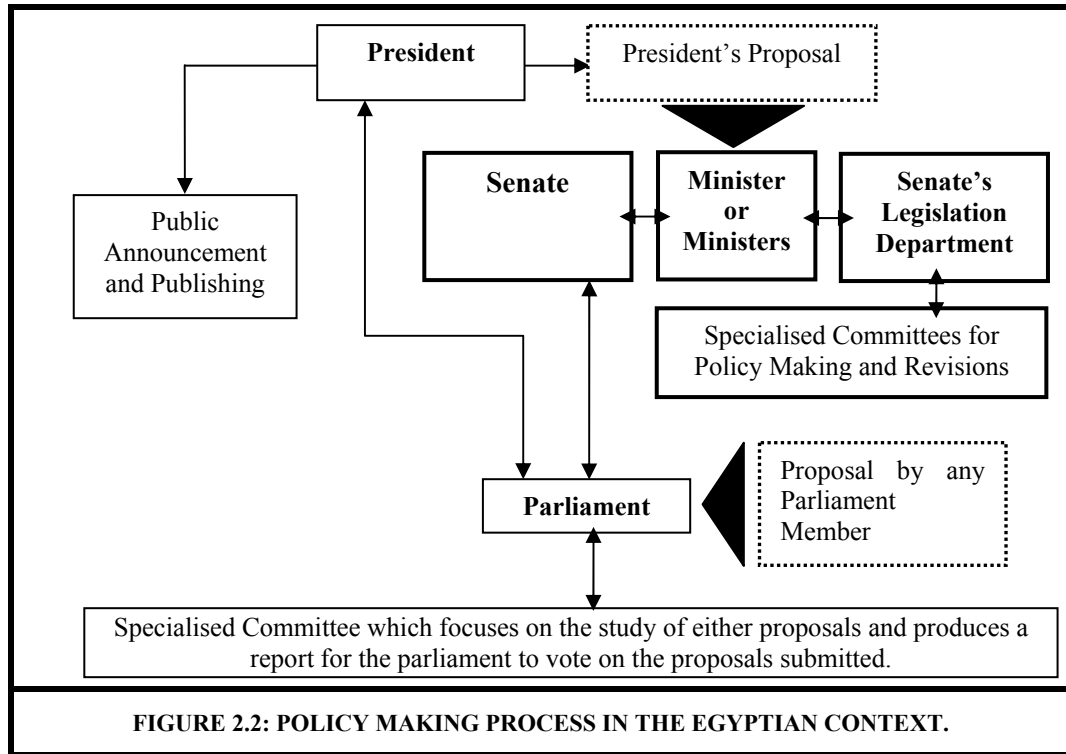
2.3.1.4 Implementation Committee Legislation

Under the national law of 1971 and its modification in 1980, the implementation committee should produce the implementation and controlling manifests. This is done by drawing up the details needed for executing the legislation without changing or modifying the approved proposed version by the parliament. The President's office is responsible for putting forward these details or delegating to the specialised ministry or governorates.

¹⁵ It is noticeable that the proposal goes through different committees which put it in danger of losing its objective and the goals stated.

¹⁶ A significant major problem occurs here, which gives the right to a member of the parliament to propose a policy without taking any professional opinion by the specialised ministers.

¹⁷ In the case of Egypt the majority of members of the parliament are following the same party or regime, which gives the ruling party members of the parliament superiority in approving or declining the rule.



In general, there are some pertinent points which need to be clarified within the public policy process in Egypt; one relates to the alterations that could occur due to the different stages, the policy proposal process might affect the policy's objective and eventually lose its effectiveness. Another major deficit is when there are policy proposals being proposed by members of parliament without being studied at the specialised ministry, which helps in producing policies that serve certain parties, not certain situations. After the publishing of policies, the Supreme Court generally revises them and has the right to alter or cancel any implementation decisions without taking into account any specialised opinion or feedback that can cause any unintentional problems.

2.3.2 EGYPTIAN HERITAGE CONSERVATION OVERVIEW

Egypt has inherited enormous built heritage and a wide range of historical quarters ascending from the ancient Egyptian era till the modern historical buildings. These historical eras included the great pyramids of Giza, temples, churches, mosques, palaces, markets and residential districts. Since the mid 1980s, the historic quarters specifically in Cairo fell into very poor condition, and were unpromising for future usage. This required urgent action, first, to stop the continuous deterioration and secondly to preserve what had survived the negligence over time.



FIGURE 2.3: HISTORIC BUILDINGS DETERIORATION REQUIRING AN IMMEDIATE ACTION.

Before the mid nineteenth century, the maintenance and preservation of historic buildings relied on the buildings' owners. They used to provide some financial support for these activities from their private money. Then the endowments principality took control over the money and supervised the maintenance and restoration activities for these buildings (Abdel Fatah, 1962). As for the public buildings which did not have certain endowments, chiefs and large merchants were provided with the necessary finance as charity and without any obligations. The main objective of restoration at that time was to keep the buildings functioning, without any consideration for the restoration quality and techniques applied.

2.3.2.1 Nineteenth Century preservation efforts

The extent of Heritage preservation in Egypt is usually related to the ruling system or organisation during that period. The first preservation efforts took place during the French colonialism by Napoleon in 1798 and produced the well known publication 'Description de l'Egypte' in 1809.

In 1858, the French antiquity advisor founded the Egyptian Antiquities Services focusing on the science of Egyptology and the efforts of collecting any antiquities. In addition, it organised and refurbished these monuments for being displayed at the first museum, situated on the banks of the River Nile. By 1880, Khedive Tawfeek announced the establishment of the first organisation responsible for preserving historic monuments in Egypt. This organisation was known as the

Comité de Conservation des Monuments de l' Art Arabe; it came under the control of the Ministry of Endowments – *Awqaf* (Lamie, 2005; Aslan, 2007 *online page*). The main objective was to provide a numerical register and specify which monument was in need of immediate attention. The second objective was to fulfill a physical investigation to demonstrate the architectural value with full as-built drawings, and subsequently report the current situation to the Ministry of Endowments to take recommended actions toward the restoration process.

The major achievement of the Comité was to restore the building elements (columns, windows, doors, and pillars). Their efforts focused on rich historic complexes such as the *Qalawun* Complex located on the main historic spine in the Gamalia district. In addition, the Comité had a different vision of the ruined monuments such as breaking them down and taking advantage of the valued pieces and then presenting these in the Museum of Islamic and Coptic Art (Islamic Art Network, 2007 *online page*; Stewart, 2003). In the 1990s, the Comité prepared one of the best records at that time, including detailed drawings and photographs for some of the monuments. The French recorded and numerated the different antiquities and introduced the first accurate historical map containing around 250 listed monuments. A further step they took was to found the first preservation acts focused on the whole monument rather than pieces. Ultimately, if it was not for the efforts of the Comité, the built heritage of Cairo would have disappeared and some of it's (and the Middle East's) oldest buildings of significance would have been lost. Although the Comité made some mistakes in the preservation methodology, however, it maintained some of the Egyptian heritage intact. The Comité kept working under the supervision of the Ministry of Endowments till it was reassigned under the Ministry of Education in the 1890's for undocumented reasons. This argument shows that the governing agenda might not had an organised plan. Arguably, by changing the decision-makers, this, indeed, will have an effect on the plans proposed and implementers in the field. However, there is a risk that more administrative gaps may be created; this should be avoided in order to continue the successful efforts of the Comité.

2.3.2.2 Twentieth Century conservation efforts

In 1902, the first Egyptian Antiquities Authority – EAA – was established under the supervision of the Ministry of Education. After a decade, Law No. 4 in 1912 stated that all historic buildings and any other antiquities were the property of the Egyptian Government. This policy was produced in 22 distinctive articles, but only the sixteenth, seventeenth, and eighteenth articles were related to historic buildings' preservation. This states that any kind of deterioration, destruction, defacement and relocating of the historic building, fully or partially, would be considered as a criminal violation. Later in 1918, policy No. 8 stated that any historic building – including the private, public and religious – between the time of the Arab conquests and Mohamed Ali's period of rule, were considered were considered Government property. If they were owned by other organisations or individuals, they would be confiscated and then the Government would be the only responsible party for destruction or restoration.

2.3.2.2.1 *President Nasser Era*

During the era of British colonialism, the preservation efforts declined due to the lack of interest by the Government that struggled with independence. The earlier authorities depended on a number of foreign personnel especially the French until 1929 where few Egyptians were assigned to takeover. Moreover, several educational missions from Cairo University travelled to France to obtain higher professional knowledge degrees. After Egypt's independence from British colonialism in 1952, the EAA was renamed as the Egyptian Antiquities Organisation – EAO. Policy No. 22 in 1953 assigned new objectives, such as, to increase the scale of preservation efforts. The Egyptian Antiquities Organisation was still ineffective after independence due to the political and military challenges the nation was facing in the region (Aslan, 2007 *online page*). During the 1960s, the annual budget did not exceed more than 20,000 Egyptian Pounds, although the EAO officials had demanded 10 million Egyptian Pounds (Mehrez, 1962). After the 1967 political resolutions, the EAO was moved under the authority of the Ministry of Culture by the name of the Supreme Council of Antiquities¹⁸. This is the first time that the Ministry of Culture gained power and could have a say regarding the antiquities in Egypt. The Supreme Council of Antiquities played a great role alongside the Ministry of Housing and Urban Development and the Governorates to form the triangular skirmish seeking for power of decision making nowadays. However, the reasons for these struggles were to attain the most funds for executing new projects or tasks; and how to gain the right to influence by the support of political authority to protect a particular regime or group.

2.3.2.2.2 *President Sadat Era*

During Sadat's period a remarkable change occurred in the economic strategy of the Government following the concept of open doors. Foreign missions were encouraged to interfere in the conservation process. In order to support these missions, a Presidential Decree No. 2828 was announced; that the Supreme Council of Antiquities is responsible for working with foreign organisations under the supervision of the Ministry of Culture. However, some foreign efforts were introduced. The first started with the Bohra missions who had a *shi'ism* background and related themselves to the Fatimid period of history. They started with restoring the mosques built related back to the *shi'ism* party such as the *El-Hakim* and *Al-Aqmar* mosques (Aslan, 2007). Later on, more international attempts took place in restoring Historic Cairo. The Americans, Germans, Italians, Danish and French had visions of restoring the old historic buildings without reflecting their developmental efforts on the surrounding urban context. These scholars were mostly formed out of professional restorers and conservationists without any architects or urban planners, but they worked well with the Supreme Council of Antiquities because both parties had the same ambition (Fahmy, 2006).

The most difficult task that faced the Supreme Council of Antiquities was the immense amount of monuments which were dispersed throughout a dense and complex urban fabric. Above all, due to

¹⁸ The Supreme Council of Antiquities – SCA, is the government body responsible for restoration and preservation of the cultural heritage in Egypt by the Policy No. 117 for the year 1983.

the deteriorated physical conditions of the monuments over time, it became harder to control and record damages. According to Lamie (2005, p.137) deterioration had become significant due to the fact that:

“Weak public awareness of antiquities is virtually non-existent. The lack of appreciation of the technical, historical and artistic values of the area ... however, the social and poor economic conditions of the inhabitants of the area are major reasons for this lack of awareness. Furthermore, the buildings, left unused, do not directly benefit the inhabitants and this state of affairs does not encourage residents to maintain them or refrain from throwing waste water and garbage, and from sticking posters on walls.”

Historic Cairo consists of smaller quarters that have a distinctive architectural style and explicit occupational functions; all these quarters share in common great historic monuments. On the other hand, most of these monuments and some empty lands between them are classified as *Waqf*¹⁹ which are taken care by the Ministry of Endowments. The Ministry of Endowments takes uses of these monuments and generates revenues out of them, which reveals another strong key player against the Supreme Council of Antiquities, in the scope of ownership. This creates a difficult divergence with the Supreme Council of Antiquities. As a result, this leads to decreased adaptive reuse flexibility due to ownership uncertainty.

By the end of President Sadat's era, UNESCO recognised the advantage of tourism within the Egyptian context. The first thing it did was to secure the Ancient Egyptian and Nubian antiquities in Upper Egypt. This led to its second major input in 1980; by proposing conservation schemes for Old Cairo. In 1980, UNESCO declared that Old Cairo was a World Heritage site and produced a generic development plan for the whole area. The plan generally focused on producing conservation recommendations for the whole urban setting, such as the traffic management, traffic load on the main urban spines, upgrading the services' infrastructure, increasing the locals' awareness, and defining five minor zones to produce interventions. Clearly, this is the first time a local or an international body had proposed such a development on an urban scale rather than on individual historic buildings. The report assigned each zone to deal with its monuments, initiate architectural design frameworks for new buildings, and to introduce new uses for the old buildings and housing possibility programmes (UNESCO, 1985).

2.3.2.2.3 President Mubarak Era

By the beginning of President Mubarak's era many conferences took place regarding safeguarding Historic Cairo; the most well known was held at Cairo University with the collaboration of the Union of International Architects in 1986 after the UNESCO declaration. Moreover, international agencies started to join the drive to save historic quarters by proposing new developmental plans. In 1983, an essential Decree No 117 was announced for safeguarding of the historic buildings. The policy focused on how to protect them from deterioration and theft. It also

¹⁹ An endowment or assignment of revenues, land and properties for religious or charitable purposes as in a form of trust; that the revenues may not be shifted to another purpose. Since 1913, these *Waqf* properties are now under the authority of the Ministry of Endowments and their limited revenues are returned to the government and not the surrounding needy communities.

included setting out some criteria for dealing with foreign developing organisations. Generally, most of the previous policies were initially focusing on how to protect the built heritage without any proper urban planning development. These objectives specifically show the linear scope of the decision makers through working on singular buildings rather than the whole or even part of the historic quarter. On the other end, the first technical policy that might have focused on a group of buildings was introduced in 1990 by policy No. 2828 to ultimately allow some control on the height of buildings at the historic quarters leaving behind the architectural style, building materials, urban setting and the new elements introduced within the fabric. This policy was extended in 1993 to define the physical boundaries of the historic zone to show the cutting parameter on precise streets and strong physical edges. The boundaries of the historic zones are executed to ease control and management; however, without any aesthetical dimension studied.

Ghaleb and Abdallah (2003) noted that the Egyptian legislations never grasped the meaning of the historic quarter's preservation according to policy No. 4 in 1912, until Decree No. 117 was enacted in 1983. During this period none of the policies attempted to follow a developed long-term methodology of preservation. In addition, the only proper policy for historic buildings preservation was at the time when the owners themselves used to finance their maintenance (Masoud, 2000). On the other hand, three managing authorities and several policies were produced during the 1960s and 1970s to start showing awareness of the need for conservation; however, more deterioration of buildings occurred because of the policies' poor direction and weaknesses. According to the progression of the previous policies, it is clear that most of the policies formulated were to secure and protect the artefacts and historic buildings without taking into account the entire historic quarter or neighbourhoods for conservation. In addition, the policies appeared not to interpret UNESCO's recommendation after the declaration of Historic Cairo as a World Heritage City in the 1980's.

Policy		Decision-maker	Decree / Policy Topic	Type of Antiquities		
No.	Year			Ancient Artefacts	Historic Buildings	Historic Quarters
N/A	1858	Egypt's Ruler	Collected the ancient antiquities and present them in the first museum.			
No. 2	1881	Egypt's Ruler: Khedive Tawfeek	The establishment of the Comité de Conservation des Monuments de l'Art Arabe.			
N/A	1902	Egypt's Ruler	Establishment of the Egyptian Antiquities Organisation under the supervision of the Ministry of Education.			
No. 4	1912	Egypt's Ruler	First general policy for controlling the protection of any antiquities and confiscating the private properties to the government.			
No. 8	1918	Egyptian Government	Protection of Arabic and Islamic Antiquities Policy.			
No.215	1951	Egyptian Government	Protection of all antiquities till the Khedive Ismail – till the classical Cairo period.			
No. 22	1953	Egyptian Government	The establishment of the Egyptian Antiquities Centre – reorganisation of the managerial and controlling bodies.			
No. 2828	1971	Presidential Decree	The establishment of the Egyptian Antiquities Authority under the supervision of the Ministry of Culture.			
No. 28	1973	Cairo's Governor	Re-planning Historic Cairo's Policy.			
No.257	1980	Cairo's Governor	Preservation and Conservation of Specific Historic Monuments and Building Policy.			
No.117	1983	President Decree	Historic Monuments Preservation Act.			
No.250	1990	Minister of Culture	Height Standardisation Policy for Historic Cairo.			
No. 12	1991	President Decree	Historic Monuments Protectorates Policy (117/1983 modification).			
No. 82	1994	Presidential	Creation and formation of the Supreme Council of Antiquities.			
No.480	1995	Minister of Culture	Delegation: the eradication policy of any encroachment toward the monuments.			
No.106	1998	Minister of Housing	Organising of Construction.			
No.457	1999	Cairo's Governorate	Urban Design and Construction Policy.			
No.144	2006	President Decree	Establishment of the National Organisation for Urban Harmony.			
No.144	2009	Ministry of Housing, Infrastructure, & Urban Development	Unified Building Code Policy and Implementation Criteria.			
TABLE 2.1: SUMMARY OF POLICIES SINCE THE BEGINNING OF HISTORIC ANTIQUITIES PRESERVATION						

The UNSECO 1985 report generally recommended that in order to achieve comprehensive conservation development, the whole historic area should be divided into smaller zones each with a high capacity of built heritage for more focus and concentration. Over time, Historic Cairo has had numerous heritage development programmes which have conserved the old urban quarters and attempted to achieve a flourishing economy and unique high quality living standards. Some of these cases were successful and others were a failure; the dividing threshold between success and failure depends on how public policies and development programmes lead to better historic quarters, or result in more deterioration. The following section demonstrates the UNESCO 1985 recommendations briefly.

2.4 UPGRADING OF HISTORIC CAIRO

2.4.1 *THE CONSERVATION OF THE OLD CITY OF CAIRO – UNESCO, 1985*

Since the beginning of Mubarak's era in 1981, the Government objectives were looking forward to upgrading the historic core of Cairo to favour tourism activities. The first contemporary spark was ignited by UNESCO in 1985 when the organisation presented a comprehensive methodology to develop Historic Cairo. The study revealed the legacy of the problems mentioned earlier according to the AKTC, HU & MIT (2000) study which stated that Historic Cairo is different from any other historic district anywhere else in the world and that it is not feasible to apply a systematic rehabilitation methodology to the entire core. In addition it referred to the Government's lack of power concerning the protection of monuments and safeguarding Historic Cairo, which is larger than any other district in terms of scale and in the number of inhabitants that at the time of the report exceeded 1.5 million. Moreover, the local authorities dealt in upgrading the old infrastructure and improving the conditions of the streets conditions, which missing the socio-economic dimension.

Therefore, the UNESCO study pointed out that the study's main purpose is not to provide a detailed planning proposal for the historic monuments but to formulate strategic conservation areas as requiring emergency action. The study started first by pointing out the recent conditions, such as the loss of population due to the collapse of buildings and the expansion of commercial and industrial interests. Because of these additional activities more unskilled craftsmen were employed than the skilled ones and eventually those new imported workers did not fit well with the old city's fabric and culture. Another factor addressed was the large number of listed buildings in the area, 450 of the 620 buildings in the whole of the capital city of Cairo. Unfortunately, most of these buildings in the area including monuments are in poor physical condition due to the lack of proper maintenance, rise in the water table and dry climate which affects the old building materials. The huge numbers of monuments listed in this historic core were always considered as a problem. For that reason the study proposed a programme that focused on re-examining the listed monuments on updated maps with proper indexes. The report also mentioned that due to the intrusive commercial and industrial activities, there was a crucial need for heavy vehicles service but this had a negative effect on the narrow streets and the surrounding fragile heritage buildings.

As for the administration body at that time, the study mentioned that there was great confusion and overlaps between the various authorities, which affected their roles, both in relation to the historical monuments and to the general management of the old city. The reasons of such failure as stated by UNESCO (1985, p.45) is,

“firstly from a critical lack of technical, administrative and managerial resources and finance; secondly, from a basic lack of co-operation between various authorities; and thirdly, from flagrant flouting of regulations by individual building owners, absence of strong local community feelings on the issues, remoteness of the authorities involved, and the pressures of the commercial expansion.”

In other words, the existing public authorities were unable to deal with the past situation, mainly because the law had backed certain organisations which lacked political strength. Other organisations faced the regular dilemma of how to state their priorities for rescuing Historic Cairo as a regular dilemma. Finally other institutions had the financial support but lacked the proper vision. In addition to the lack of a well defined policy and a plan for the guidance of the future rescue a number of neighbouring buildings were constructed without building permission using modern building materials – cement and bricks – which demonstrates the weakness of the current administration system and local authorities.

2.4.2 OBJECTIVES OF THE UNESCO 1985 REPORT

The report suggested some strategic goals to be achieved within the first five years:

- Conserve the historic urban fabric, built heritage - listed or unlisted - and the sense of place.
- Allow urgent preservation and maintenance work through a controlled system without losing the historic areas liveability and medieval style.
- Achieve a simple and effective implementation methodology.
- Control design of new buildings on vacant, dilapidated, or adjacent to monuments sites.
- Control height in the historic quarter vicinity.

The proposal specifically recommended certain factors, such as to increase the residential activities by improving the housing conditions and to limit the intruding activities. This essential objective was considered very effective since it would reduce the commercial industrial expansion and the heavy traffic serving the industries concerned. Second, the report recommended encouraging the small crafts and tourism potentials within the main historic spines.

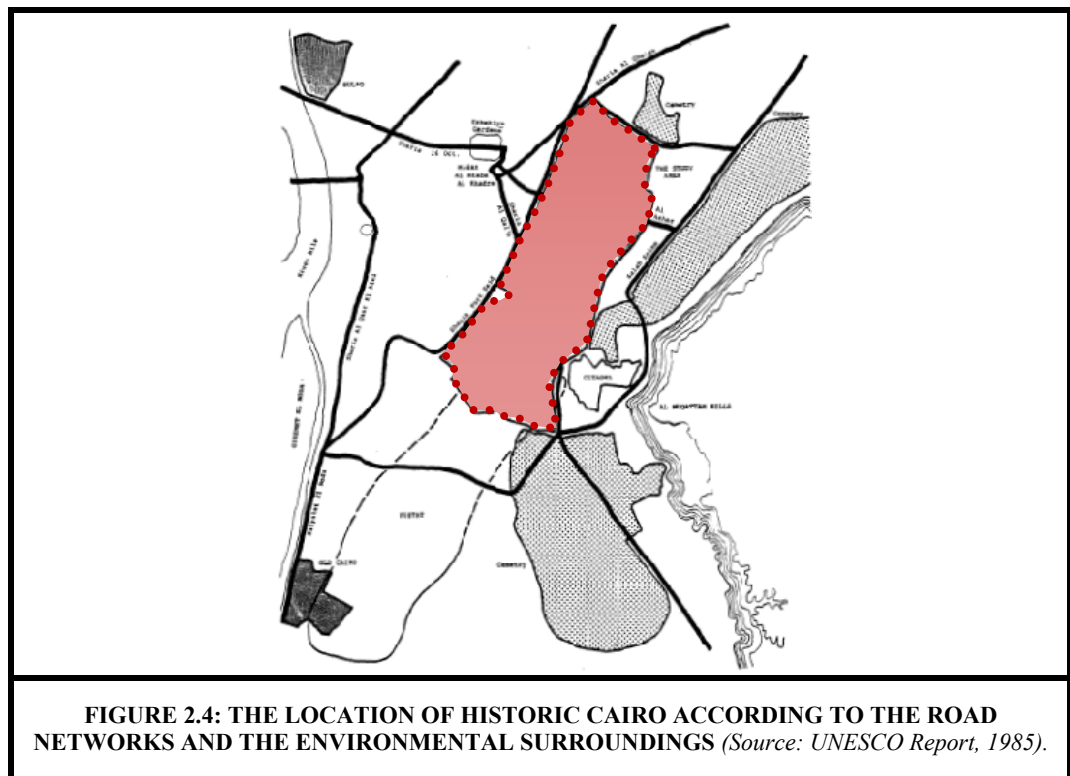
In addition to developing the overall infrastructure by improving the water, electricity, drainage and sewerage networks, an appropriate solution for the water table position should be found as a matter of urgency. The infrastructure improvement should also include the roads network development and propose an efficient traffic management system to ease circulation from and into the historic core.

On the other hand, UNESCO officials stated that Historic Cairo is not in need of a master plan but a short-term action plan based on six conservation zones, defined by clusters of monuments on which the rehabilitation effort should concentrate. As a result of these clusters, eventually becomes

capable of generating sufficient momentum to spark revitalising of adjacent areas. Each cluster should remain the responsibility of the conservation agency proposed for the control. The conservation agency should be responsible for the uses of all buildings. Both the cluster's future expansion and any formulating policies' recommendations should relate to an urban design policy.

According to the strategic objectives in the UNESCO (1985) report, it was explicitly mentioned that the methodology of having the six zones with compact and clearly defined boundaries has certain advantages, such as:

- Understanding the available resources concentration in relation to specific locations.
- Creating the minimum resistance from the area's strong and influential commercial interests.
- Encouraging interested agencies to participate in housing, upgrading and revitalising projects to complement the conservation strategy.
- Allowing immediate action within the specific zones rather than ineffective master plans.

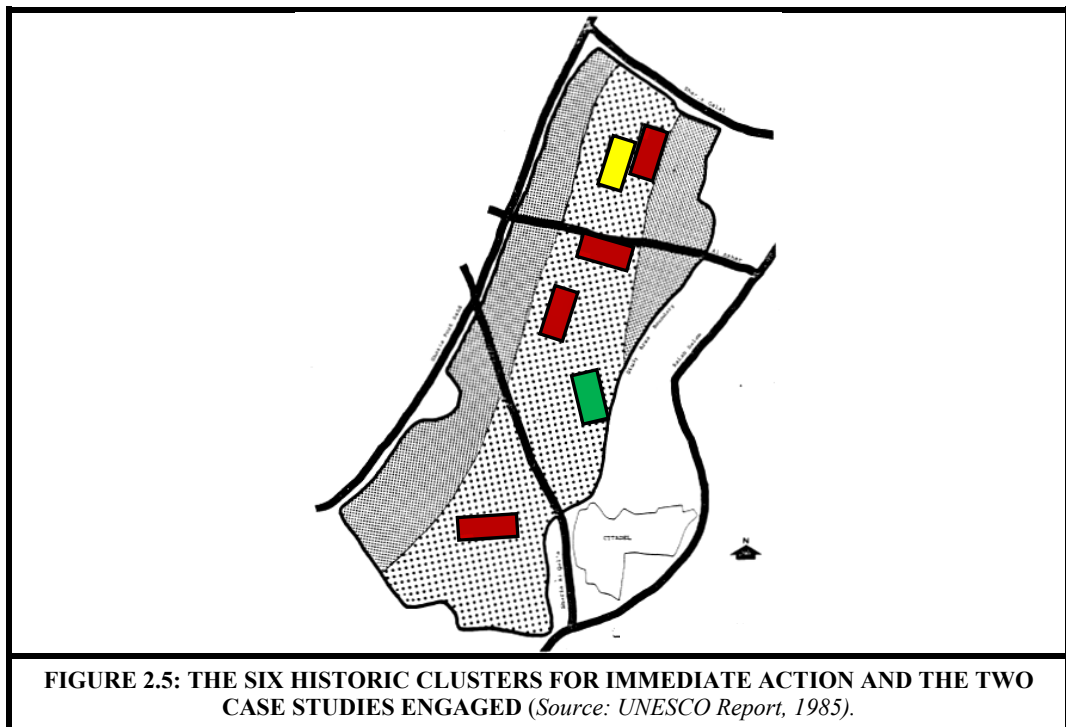


2.4.3 UNESCO'S 1985 REPORT: URBAN DESIGN POLICY

The report suggested that a rationale policy should take place for managing the inherent built environment. In addition, it is essential that each cluster or zone would be examined in detail taking into consideration all the different variables affecting its daily progress and the future expansion. Moreover the quality of visual elements must be preserved and as much work as possible should be done on removing intruding elements that may affect the aesthetics of the cluster or zone. A detailed proposal of built heritage restoration within each zone should remain

the responsibility of the zones' conservation agencies; the same applies to the adaptive reuse system applied according to each zone's requirements and potentials.

Opening public spaces development was one of the major points the study outlined because the distribution of clusters mainly relies on the circulation between those open spaces and the streets connecting them. In terms of the community or users occupying those clusters, it is essential to acknowledge their patterns of uses and strengthen them to form a sense of enclosure, due to the continuity or compactness and encouragement of more outdoor furniture within these spaces is of importance.



A surface treatment of streets and spaces in each zone is necessary in terms of colour, texture and materials in order to identify the extent of each zone and apply more controlling systems. As for the buildings, the study recommended keeping an eye on the relationship between the buildings and the open spaces. It is essential that the facades of the new buildings match the overall historic scenery in a way which could confer a unique significance to the specified zones. The buildings also should be developed from the inside by upgrading the sanitary facilities and encouraging residents²⁰ to repair their own built environment. It is therefore important to evolve a discipline for a systematic design of high architectural standards.

²⁰ In my opinion, this part was vague because such residents do not have the adequate financial support and knowledge to pursue such repairs and improvements; exactly the same problem which faced the Egyptian government when it asked the tenants of the earlier housing projects to maintain the houses owned by the government, and they failed.

2.4.4 UNESCO's 1985 REPORT: IMPLEMENTATION POLICY

The UNESCO believed that to achieve those objectives based on their appropriate methodology, there should be an effective operational model consistent of undertaking revitalising work, coordinating the activities of all programmes on the different clusters, training and developing the different expertise, and attracting further funds for conservation work. As a result, the report proposed three different approaches to secure achievements and to perform efficient directed efforts to make the system work. These are detailed below.

2.4.4.1 The necessity to train professionals

The report encouraged that professionals should be trained in order to undertake revitalising works and to acquire a wide range of skills to be applied to the completion of objectives in the different levels. First, Egyptian architects should be trained to undertake responsible restoration work through postgraduate education based in Europe²¹. In addition, structural engineers should be developed, with a particular skill in dealing with old materials for structural purposes. Another way is to train technicians and material scientists through postgraduate education to specialise in the field of restoration. Finally, craftsmen and building tradesmen should be trained for both conservation work and technologies. Nowadays, the problem of acquiring proper craftsmen or tradesmen has been overcome, due to the single monument preservation approach the Government and international organisations followed in gaining significance restoration experience.

2.4.4.2 Importance of solving technical problems

The report insisted that in order to revitalise the historic quarter some technical solutions should be introduced. One is to solve the problems of the corrosion of building foundations exacerbated by the rising water table and to protect the underground walls from being soaked by the underwater. In addition, in order to protect the fragile wooden roofs from being ruined, plastic covering was used for protection from weather conditions.

2.4.4.3 Introduce an independent conservation institution

The Government should introduce a new independent institution with complete authority to undertake revitalisation, and a new organisational arrangement should be developed to coordinate the activities of the existing organisations. Therefore, UNSECO recommended that the Egyptian Government should establish a Cairo Conservation Agency by Presidential Decree to take over the responsibility for all the clusters defined; and that this agency should be an Egyptian-based organisation which would also seek to participate with the conservation international community.

The proposed Cairo Conservation Agency should coordinate all activities between the different authorities and should consist of professional members to formulate a higher-committee. The main roles of the agency are as follows:

²¹ In my opinion the report focused on training the architects for conservation works but not archaeologists, something that currently the Supreme Council of Antiquities is seeking for. Therefore, the problem is the lack of professional conservation architects that could run the conservation tasks within the historic quarters.

- Apply the revitalisation policies and update if needed.
- Execute revitalisation and restoration according to planning priorities.
- Introduce new restoration firms.
- Have the ability to distribute all financial funds, either local or international, to the different clusters and restoration firms.
- Study the inhabitants' socio-economic features and draw rehabilitation plans for each cluster.
- Renovate the physical fabric and monitor new building applications and permission.
- Examine all proposals from the different authorities and departments before execution.
- Maintain records of updates, changes and developments in both documents and maps.
- Control any nearby construction; and in the case of unauthorised permissions, the agency has the right to interfere by law.
- Develop architectural designs and construction techniques within the clusters.

The agency must also have its own technical sector to perform as the monuments' conservation consultancy and monitor the parties involved; in addition, the technical or executive sector could seek for international aid and expertise in preservation.

With regard to the different scholars' reactions following the UNESCO's study, some were not completely convinced by the concept of clustering due to the fear of inefficiency and imbalance of funds distribution. Further, some experts completely rejected the cluster concept, arguing that these areas were significantly flourished. This is due to the design of the physical features of the streets and the large monuments which are located on both sides, although the monuments are not distributed according to the different zones (AKTC, HU & MIT, 2000). The study may not agree with them because this approach handles the situation from the aesthetical background but not as a successful revitalising methodology. Unfortunately, based on UNESCO's high concentration on the monuments and the operations to preserve them, much of the later efforts were focused on restoration but not urban revitalisation. Other experts added that the study had missed a crucial point concerning the degree of restoration of the monuments; they briefly said that not all monuments should be restored to a high standard due to both the lack of sufficient funds and the large amount of listed monuments in the area. Finally, Stewart (2003) added that even though support was given by the Government, local authorities, and some international organisations, none of UNESCO's recommendations was implemented.

2.5 CONCLUSION

This chapter has delivered the theoretical background and knowledge to serve the study's objectives. The chapter started by revealing the theory of public policy and specifically the process of policy making. The process is based on the three main phases: First, formulation where the policy is established according to certain objectives or problem solving; second, implementation where the policies are being executed according to plans, resources, and management; and third, reformulation focusing on the current policies are evaluated and then redesigned either to suit new

objectives or to accommodate the associated changes. In addition, the literature review also revealed what the different factors and circumstances are that could affect the policy effectiveness. The theory of public policy reviewed the basic models of policies formulation, and the cases which could change them. The review introduced the different groups of key players and their roles as well as the controlling organisation and interference of the regime parties. At the root of studying the theory of public policy lays the desire to know how to evaluate the policy efficiency and the policy implementation effectiveness. Thus, Mazmanian and Sabatier (1980, 1983) have suggested six conditions of effective implementation to exercise for testing the policies of revitalising Historic Cairo.

The second part of this chapter involved an overview of the policy-making process in the Egyptian context and the various shortcomings within the policy proposal and initiation, especially during the stages of parliamentary acceptance and finalisation. This part concentrated on the policies related to heritage conservation in Egypt and on which sector of interest they focus on, such as artefacts, single monuments, or historic quarters. This part illustrated the different policies that have been introduced since the preservation efforts started, the different political eras, and their effect on the built heritage conservation. In addition, it revealed the dilemma of single monuments preservation when revitalising historic urban quarters and how the Egyptian Government was relying on monuments conservation without functional and economic development. However, the third part has described the first initial steps toward revitalising historic quarters through the UNESCO declaration of Historic Cairo as a World Heritage City. The review referred to the required literature and UNESCO's set of recommendations in order to utilise them in the evaluation of the policies concerned.

CHAPTER THREE

THE RESEARCH METHODOLOGY

3.1 INTRODUCTION

This Chapter outlines the research agenda and is in three main parts. The first briefly discusses the relationship between theory and empirical research in the social sciences. The second represents the research methodology including the research design, the triangulation approach of data collection methods, sampling techniques and groups required, and the research focus. This chapter will also present the pilot study and the case studies required. The final part outlines the thesis' empirical survey and comparative analysis system.

3.2 THEORY AND EMPIRICAL RESEARCH

The research pursues an empirical methodology in the field of social science. It focuses on a mix of scientific examinations using qualitative and quantitative approaches, through a triangular technique. First, what is research? Merriam-Webster's Dictionary (2008, *online page*) defines it as the "... *investigation or experimentation aimed at the discovery and interpretation of facts, revision of accepted theories or laws in the light of new facts, or practical application of such new or revised theories or laws.*" The main thrust of scientific research is to plan the study thoroughly, to choose the case study in relevance to the research and to draw sample groups, in addition to using the proper techniques and tools to collect the data and sustain the observations (Cargan, 2007). In general, the main aim of any research is to acquire answers to questions or generate a theory to achieve the desired objectives, in a logical and systematic manner to avoid data misinterpretation by individual beliefs and thoughts.

The social sciences research is thought of in two ways, testing a predefined theory or generating a theory. The theory test approach relies on deducing which has been developed independently from the data of a particular experience and this is usually obtained from a survey from the literature (*ibid*); in this case, this study refers to the policy making and implementation process theory. As for the theory generation approaches, they mainly rely on the inductive logic which makes observation through a scientific theory test and evaluates a real social environment.

Social sciences research refers to the study of the human or groups of people's behaviours. The human behaviour and the real-world may have been studied from many different dimensions but the basic five topics the social researchers focus on are psychology, sociology, anthropology, economics and political science. However, the focus of the research is best achieved by questioning – method connection. Punch (2005, p.19) added "... *the point here is that the matching or fit between the research questions and research method should be as close as possible, and that a very good way to do that is for methods to follow from questions.*" Furthermore, there are two ways of approaching the research methodology, either by a Quantitative or a Qualitative approach.

3.3 THE RESEARCH METHODOLOGY

3.3.1 RESEARCH STRUCTURE

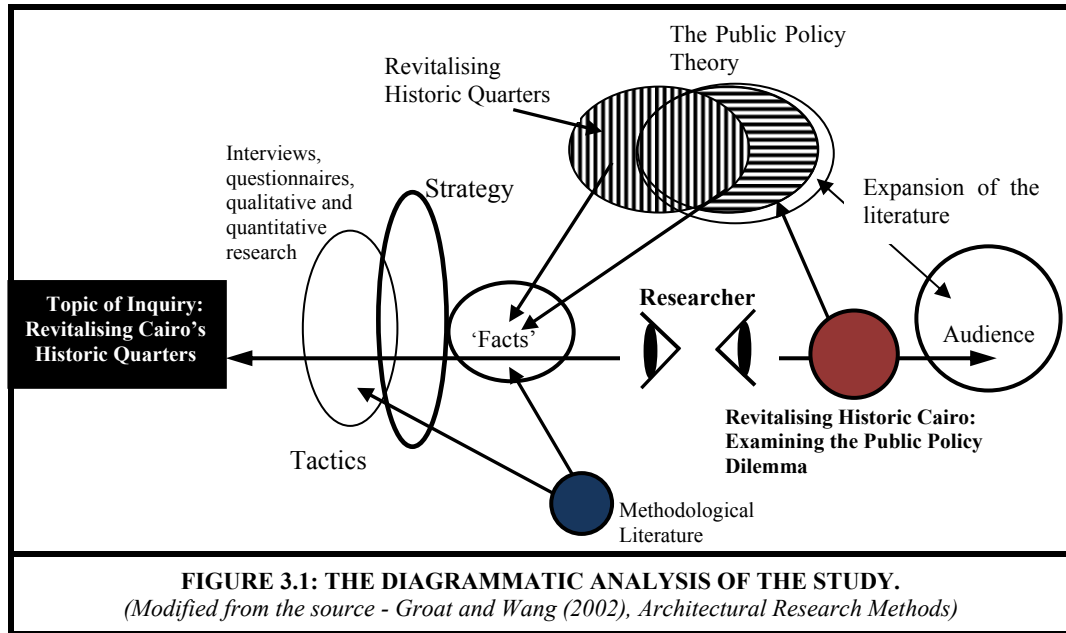
Generally, the study's approach relates to the questions and data collected and how these elements will evolve through the research. Research could be of a Pre-specified Structure²² also known as pre-planned, prefigured, or tight. The second is the Unfolding Structure, also known as loose, which is considered emerging and open-ended. The research structure mainly relies on three crucial entities: research questions, research design, and data (Miles and Huberman, 1994; Punch, 2005). According to the phenomenon of research questions tend to be very clear and definitive through the pre-specified structure, as to be general and liable for modification through the unfolding structure. Research questions will be affected by the theories' degree of relation and literature review. If the topic and problem were studied deeply the questions would be specific and determinant which would lead to a developed conceptual framework. From another point of view, as the research develops and seeks its objective, some of these questions will be apparent and more understandable. Research questions depend on the variables investigated and method used to approach the respondents.

According to Punch (2005) research structure is introduced before the research's empirical phases and relies on the topic's variables; it demonstrates which data collection method will follow - quantitative, qualitative or mixed-method. Other scholars specified variables as the availability of relevant knowledge and theory, the researcher's knowledge of the studied topic, the resources available, and the scale of explanation versus interpretation within the study. Along with these variables, the research structure can be set or generated according to the different situations and time factor.

Generally, a pre-specified research structure is based on the stated research questions, the tight structural design and the pre-structured data. The advantage of this approach is that it saves time by providing focus and can easily produce a cross-comparative study. On the other hand, unfolding research can allow for the flexible handling of the research questions, and with the data gathered going back and forth within the study process. This will provide deeper scientific thinking and encourage the researcher to study all the surrounding factors, although, unfortunately it consumes more time²³.

²² This reflects how much of the structure is being designed and formulated before the empirical testing phase takes place.

²³ See Figure 3.1



3.3.2 RESEARCH FOCUS

The research focus ultimately explains the logic behind the study to both the people in the field of study and the non-experts. In order to achieve focus, the research should follow one of the following types or merge them together, according to the research topic and objectives (adapted from Cargan, 2007):

- **Explanatory Research:** Find out why an association or relationship exists or why a particular event occurs by identifying causes and effects of social phenomena.
- **Evaluative Research:** Establish how successful the implementation of a policy or a particular project is in achieving its goal.
- **Exploratory Research:** Involves relatively unstudied or new topics in order to generate ideas for further researches or to produce new ideas.
- **Descriptive Research:** Find out more aspects of social facts through clarification and understanding.

Social science research starts with problem identification and then states the research objectives either through the research questions or by a hypothesis. Either of these has a common role within the research; first, to organise the project, and give it direction and coherence; second, define the research boundaries; third, enhance researchers' focus; fourth, provide a framework for writing up the project; and finally, classify the data needed (adapted from Punch, 2005). A hypothesis is a specific prediction derived from a theory about what will occur within a particular set of circumstances. As for the research questions, research problem should be stated in a form of queries for investigation including defining its nature and scope. One or more research question provides the foundation on which a research project is built. The research questions differ from the hypothesis as they serve the inductive research methodology and generally focus on comprehensive approaches, whereas the variables stated in the hypothesis are mostly fixed. However, according to the approach of exploratory and evaluative research, more variables tend to assist in exploring, merging variables, references and findings across the study.

Moreover, research questions' selections of words determine what, and to some extent, how, the problems are studied. There are generally three ways of stating the research questions starting with 'what, where, and why' and all usually are related with 'when' (Lewis-Beck *et al.*, 2004). Perfection and precision of research questions relies on the preliminary exploratory research.

In relation to the research topic, and referring to the concept of sustainability, we would like to experience our urban heritage and increase the historic quarters' socio-economic recovery. Thus, revitalisation should maintain these quarters and allow future users to experience those that are beneficial. Consequently, the key aim of the study is to observe and explore the development and implementation of Historic Cairo' Revitalising Policies in light of the International Organisations agendas and the implemented revitalising programmes,²⁴ in order to explore the major problems with public policy concerning revitalisation in Egypt and facilitate future solutions. The Historic Cairo Revitalising Policies examination within this study shall focus on the period from 1980 up to the present day, with more attention paid to the formulation of policies, their modification through history, and the different key players involved within the process of implementation. To ensure an effective piece of research, the focus of the study will depend on a 'simplified research model' based on three research questions to accomplish the aim, as follows:

1. **What are the policies and how were they formulated?**
2. **Who are the key players and how do they control the revitalising process?**
3. **Why have the implementation of policies failed and the historic quarters still deteriorating?**

3.3.3 RESEARCH METHODOLOGY

Generally, in order to examine a policy process and its implementation, the research's absolute aim is to address questions of accountability, impacts, or outcomes. The findings and data begin with an evaluative and exploratory research, through both quantitative and qualitative methods together within the empirical studies. Ray Rist (1994, p.551) stated that, "... *the contributions of qualitative research can be pivotal in assessing the consequences of the policy and programme initiative ... qualitative research provides a window on the programme that is simply not available in any other way.*" Over and above the fact that quantitative research focuses on numeric findings and data, the qualitative methods rely on data arguments and findings by different sources. Both will certainly be beneficial to examine the effectiveness of public policies and implementation studies. Thus, qualitative research could help to study the different outcomes and assumptions, or help to understand any changes that could occur during the public policy process, in addition to any social change and the organisations' level of power and control; i.e. regime control in Governments.

²⁴ These research sources have been mentioned earlier in Chapter Two.

According to Rist (1994), different clusters of information can see public policies' evaluation as an explorative research. The first concern is with whether the original objectives and goals of the policy were attained through implementation or not due to the countless midcourse corrections, constant tackling, and making changes in the funding levels, staff instability, target population movements, political support, community acceptance, and any other affecting variables. The second cluster of information is if any changes have happened to the problem or the surrounding environment which might not suit the policies in hand and how this will affect the implementation phase's outcomes. The third cluster of information is to focus on the capacity of an organisation and leadership to mobilise itself to provide effective management and implementation. Therefore, qualitative research has the potential for how such information and theory is observed to produce findings based on an argumentative approach which other methodologies will not be able to achieve due to their demand of proxy; measures, however, are useful in large surveys.

In respect to the quantitative methodology research, its potential is to discover answers to the questions through the application of scientific procedures. These procedures will be developed in order to increase the probability of information gathered and will be relevant to the questions asked, in addition to being reliable and unbiased (Davies, 2007). Moreover, scientific research procedures are more likely to do so than any other method. Generally, both methods differ in the way the research questions are answered; however, both are initially generated by a wide range of literature in order to apply them properly and efficiently within the empirical phase. They both shall help in describing, monitoring, and investigating the study's main topic. Furthermore, both methods provide a well explored philosophical attitude, but each has its own style of achieving that: qualitative research principally requires interviews and observations, and the quantitative method relies on participants' surveys and numeric results.

Principally, the research will focus on a mixed method approach throughout the empirical study to ensure that all possible variables are involved. The research will use both methods on some samples including the users – i.e. merchants and residents – for the following reasons: First, to fulfil the research questions, most of the feedback will follow a comparative exploratory discipline relying on different sources and perspectives; and second, it is difficult to obtain quantitative data from Government officials and professionals regarding the different policies produced. In this case, a qualitative approach will be more useful. In other cases, to target the lay-person, the study tends to use a quantitative approach in order to comprehend the argumentation with qualitative findings. Moreover, most of the residents and merchants of the historic areas suffer from high rates of illiteracy. It will be difficult for them to answer qualitative questionnaires, since such an approach tends to require deep answers with multi-dimensional thinking. In addition, scientific research, certainly, encourages us to simplify and facilitate the surveying process in order to grasp proper, certain and clear findings. The quantitative results will be useful in providing a systematic approach of analysis by fixating on a certain rationale pattern which could manage the findings analysis according to a specific scale.

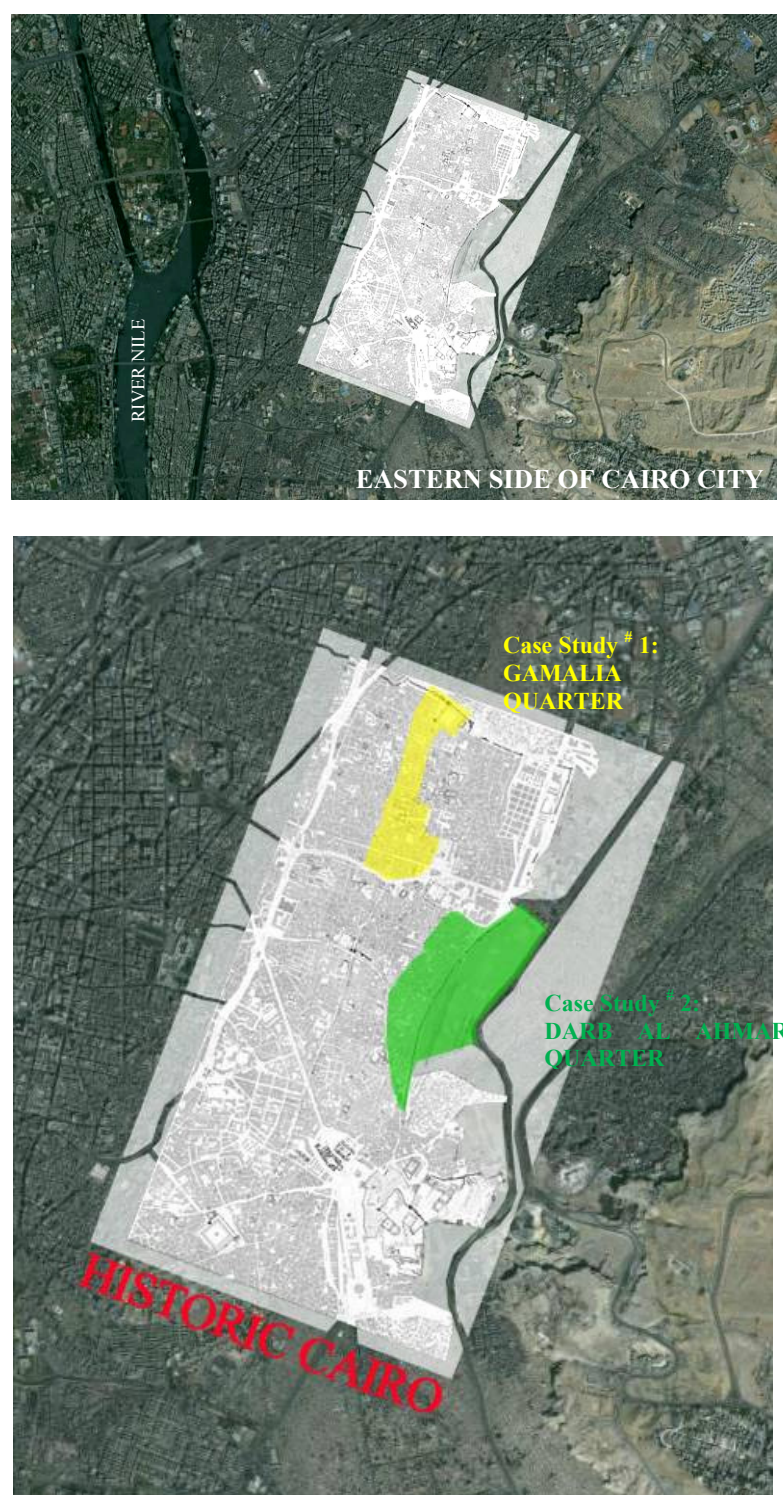


FIGURE 3.2: MAP OF HISTORIC CAIRO WITHIN THE CAPITAL CITY AND THE LOCATIONS OF THE TWO CASE STUDIES.

In this study, there is a direct examination of case studies concerning the revitalisation policies generally in Historic Cairo. The research will follow a ‘collective case study’²⁵ to focus on a number of case studies in order to investigate the policies produced since 1980 up to today²⁶. The cases which the study will focus on will have similar characteristics such as the public policy background, size, and architectural appearance, however, they are different in relation to the managerial organisation, and the implementers of the programmes planned. With reference to Stake (1994), case studies may be similar or dissimilar, including redundancy and variety which are both important. Nevertheless, the case studies examined will have similarities in the physical urban structure, appearance, location, socio-economic structure, historical background, and, obviously, their importance. The cases chosen, will indeed give a better understanding for analysing the policies formulated, analysing the implementation phase and allowing for a better theorising of the problems faced. More focus will be given to these cases according to their potentials, historical background, and physical and socio-economic settings. Specifically, the cases chosen will be the Darb Al Ahmar Quarter (*Azhar* Park zone) and the Gamalia Quarter (*Muizz* Street zone) which both are located in Historic Cairo.

3.3.4 DATA COLLECTION VIA TRIANGULATION

The data collection within this study follows a triangular methodology; that is, it uses more than one approach to investigate research equations in order to enhance credibility and confidence in ensuing findings (Lewis-Beck *et al.*, 2004). Triangulation offers data from different sets or sources; and in the case of empirical examinations, triangulation will face similar as well as opposing sources. However, it will reduce the factor of uncertainty and validate the findings to avoid any questionable gaps. The research will handle the data collection process via various types of triangulation (adapted from Denzin, 1970 cited in Lewis-Beck *et al.*, 2004). First, the collected data will be triangulated which entails gathering them through several samplings, so that they will capture different times and social situations, as well as o a variety of people. This case will be the different public policy actors and users. Second, theoretical triangulation will be applied, which refers to the use of more than one theoretical position in interpreting data. This case will be the agendas of the international organisations, UNSECO & UNDP, the Government policies and implementation, and the urban design principles of revitalising historic quarters. Third, the methodological triangulation refers to the use of more than one method for gathering data²⁷.

Triangulation methodologies will allow the research to be occasionally cross checked for the data collected from different sources and methods – i.e. qualitative or quantitative methodology or even

²⁵ Collective Case Study – introduced by Robert E. Stake in 2000. If there is a less intrinsic interest in one particular case, the research may jointly study a number of cases in order to investigate a phenomenon, population, or general condition.

²⁶ Those time limits were chosen by the researcher because this is when Cairo’s historical quarters were recognised as a World Heritage Site by UNESCO and when the first agenda was produced for conserving the old city.

²⁷ One additional triangulation type is not included in the research as it focuses on multiple researchers or facilitators in the field to gather and interpret data – known as the Investigator Triangulation.

mixed methodology. The study will seek data collection by different techniques to suit the different sources according to their function, the background and their affect on the policies and implemented programmes. Nevertheless, according to this specific study, several types of data collection are usable, both qualitatively and quantitatively.

3.3.4.1 Qualitative data collection

A. Interviews

Interview is one of the best techniques to gain understanding in qualitative research, revealing the variables, purposes or the behaviours of policy making and are operated within the surrounding social context. Moreover, interviews are the main data collection tool in a qualitative research due to the multiple sources from different responsive actors. As Jones (1985, p.46) once stated, *“in order to understand other persons’ constructions of reality, we would do well to ask them ... and to ask them in such a way that they can tell us in their terms and in depth which addresses the rich context that is the substance of their meanings.”* The main goal of using interviews is that it efficiently results in fast, direct and accurate information; in addition, it helps the research to go deeper and be more explanatory and makes it possible to advocate solutions to investigated problems. However, there are some obstacles which need avoidance during the course of the research; and it can be, time consuming and it may be difficult to reach the interviewees. In any case, the researcher should be well prepared to control the flow of the interview, by following a certain type of interviewing, such as the structured interview. This is when the interview questions are pre-established and have pre-set response categories (Punch, 2005); they require short answers that are not particularly contentious or thought provoking.

Second, the semi-structured interview relies on questions that express the interviewer’s thoughts comprehensively. As for the final type, it is the unstructured interview that focuses on general questions allowing the interviewee to answer freely and in-depth. The role of the researcher is to start pointing out ideas that refer to the topic while placing more emphasis on ‘why and how’ questions. In this study, the interviews will follow the semi- and unstructured types to allow more flexibility in the answering procedures; therefore, the questions will be prepared earlier with certain keywords to guide the dialogue flow of the interviewees.

B. Data Documentation

Another essential tool for data collection will be the documentary sources from literature, media, and text, since they provide a wide range of contributions in the field of the research. Sometimes there are researchers who completely rely on data documentation; however, in this study, data documentation will be analysed alongside the interview’s feedback to allow a solid triangular examination. Generally, documents help in producing a means of communication between the researcher, research questions and the interviewees. Data should be considered as crucial evidence which could support some of the actions and decisions that occurred during policy implementation.

Documents have two typologies based on authorship and access. First, authorship refers to the originality of the document. Secondly, access refers to the availability of the documents to all people²⁸. According to Scott (1990), there are four criteria in order to select the data processed and to be able to make an informed choice of whether to employ the data or not. For instance, the data should be authentic, genuine (i.e.: of unquestionable origin and credible), – and free from error and distortion. The evidence should be typical of its kind and if not then it should preferably be examined beforehand. As for this study, the primary data will be the policies and directives produced by the Governments, and the revitalising agendas and reports provided by the international organisations, including UNSECO and ICOMOS. Moreover, the primary data will be derived from newspapers and other text sources because this will provide information policy makers due to the difficulties of reaching them for personal interviews. Flick (2006) mentioned that data could open new and unfiltered perspectives in the study; therefore, they can be a fruitful addition to other forms of data if the contexts of their production are taken into account.

C. Visual Data

According to the physical and aesthetics factors in the field of revitalising historic quarters, it is crucial to examine the visual appearance of the urban setting in relation to the policies generated. The visual data examination²⁹ could range from any media such as videos to still photographs. The study focused on the photographs as one instrument and the object of research with a comparative attitude between before and after policy implementation. After the testing of this examination during the pilot study, the targeted samples found it hard to answer the questions and 72 per cent of them did not answer it. The researcher tried to fix the problem by changing the questions format but still did not succeed because the lay-person had difficulties in interpreting the questions in the Darb El Asfar or the questions formats were not proper enough to reach for the aimed findings.

3.3.4.2 Quantitative data collection

A. Questionnaires

Questionnaires are the most widely used means of data collection, and are considered a highly structured technique in that they are fully designed and standardised for all respondents. Aldridge and Levine (2001, p.180) defined the questionnaire as “*an instrument consisting of a set of questions on a form which respondents fill in themselves.*” It is intended to facilitate communication between the researcher and the respondents. Usually it is direct, based on the research agenda that allows the respondent to act upon it with minimal interference by the researcher. Specifically, in order to maximise the quality of the results, the questions stated, should be perfectly designed to communicate with the tested samples. Davies (2007, pp.83-84) even argued that the researcher has a professional obligation to maintain high standards and that he/she could achieve this by adhering to three significant points:

²⁸ In reference to the data collection regarding the public policies and the different laws produced in Egypt since 1980, this proved a difficult task due to the bureaucracy of the government officials, the lack of accessibility by public organisations, and the lack of a digital backup system.

²⁹ See Appendix A.

1. **Research Subject Influence:** the reflection the subject will have on the questionnaire as the words being used, and the design of the structure and its flow.
2. **Questionnaire Uniqueness:** the questionnaire will be designed particularly for the study in the way it is processed toward targets.
3. **Rules and Guidelines:** the questionnaire should follow the appropriate guides in order to achieve perfection and findings' credibility.

However, more specifically, Robson (1993, pp.247-249) had earlier mentioned some crucial points in designing questionnaires; starting with the point that specific questions are better than general ones which will ensure standardisation as well as the avoidance of any misinterpretations. Second, the questions should minimise opinion and focus on closed questions. Third, the questionnaires should be graded. Briefly, it is to sustain a middle alternative in the measuring scale, in order to avoid non-committal responses and to allow for an understandable and flexible grading from the respondents. Another crucial point is to avoid having agree/disagree statements and rather have forced choice questions. Nevertheless, the closed end questions will result in less confusion for the respondents and will be less time consuming. Thus, conversely, the study will rely on agree/disagree questions with an explicit wording approach to avoid compliance response set. A fifth point is that general questions should precede specific questions to avoid any overshadowing within the order of the questions. Finally, the wording of the questions, and the use of common and simplified words should be such that they make it easier for the respondents to share their thoughts and provide answers.

Types of Questionnaires

Sequentially, to use questionnaires in the study we need to understand their morphology starting with the different types; the ability to ease of each to be followed appropriately in order to meet the study's objectives and answers the research questions. First, with 'closed questions', the respondents are given a set of alternative answers from which to choose. This fixed-alternatives question style is considered to be a time saver and very precise in achieving findings rather than the second type, 'open-ended questions', where respondents are not offered alternative responses from which to choose. On the other hand, they are invited to give their answers in their own words and interpretations. In some cases, there is a need for a few open-ended questions placed in a closed questions questionnaire. In addition, when it comes to classifying the findings, the fixed approach is easier for coding and classification but this becomes more complicated when using the open-ended approach. However, the open-ended approach will support the fixed alternative findings and provides a wider classification methodology. The main advantage of closed questionnaires for this study is that this will allow people who are not able to elaborate to engage more easily (Vaus, 1991). Nevertheless, the choices of closed or open-ended systems are based on several factors. For instance, the open-ended questions will provide the researcher with general feedback on the matter in hand and will allow the respondents to present their reasons. The closed questions on the other hand will show if the respondents are aware of the topic and gave it enough attention or not. They will also deliver specific aspects of the topic (ibid).

According to Vaus (ibid), there are five forms of closed questions; the following table³⁰ lists these with a brief explanation of each, and indicates their relevance to the study.

Closed questions forms	Description	RELEVANCE FOR THE STUDY
Likert-style formats – rating scale	This form offers positive oriented statements toward respondents, as they should simply record their opinion by stating if they agree or disagree with a rating scale.	This type is the most appropriate form because of the straightforward technique that makes the respondents’ selection procedure quick and easy. In addition, it provides detailed quantitative findings especially for the case studies’ comparative analysis phase.
Semantic differential formats	This form offers statements for the respondents, as they should choose from offered extreme adjectives.	According to the study, this format will lead to some confusion especially if the research is targeting illiterate participants, and will need more time and eventually less numbers of participants will contribute; therefore, this form will not be suitable.
Checklists	This form offers statements with several choices for respondents to choose from.	This format is not suitable for ordinary lay people, as they will need advanced supervision and clarification by the facilitator which will consume a lot of time, and might cause a sense of bias or indirect effect on the participants’ selection process.
Ranking formats	This form offers statements for respondents to rank according to their preference but without certainty and focus.	These formats may mislead the study’s findings, as the researcher is intending to find if the programmes/policies have been implemented accurately according to the users, and the judgement should not be subjective to ensure effectiveness.
Attitude choices	This form allows the respondents to have more choices to choose from rather than answering with a degree of acceptance.	
TABLE 3.1: TYPES OF QUESTIONNAIRES AND THE SELECTION CLARIFICATION		

In relevance to this study's questionnaire design, the study will focus on the '*Likert-style formats, and some open-ended questions*' to provide a wide range of questions that are easy to answer by the illiterate and lay public in Historic Cairo. As for the open-ended questions, these will give the respondents an opportunity to add more information which could back up the findings with different approaches and evidence.

3.3.5 A PILOT STUDY: DARB AL-ASFAR QUARTER

In order to achieve a legitimate social science research it is crucial to make sure that all data gathering methods, such as questionnaires, are well designed and tested; and this is the role of a pilot study. Davies (2007, p.47) made this even clearer by stating: "... *try it out on subjects as similar as possible to those whom you are going to target in the main study.*" The main aim of the questionnaire's practical attempt is to discover the inevitable problems and it offers more confidence toward the research's findings quality. Vaus (1991) had great input by clarifying the evaluation process of questionnaires within the pilot study. First he mentioned that the respondents should understand the question's meaning and whether it is understandable or not; second, that the redundancy of questions should be avoided and it is preferable to choose those

³⁰ See Table 3.1

that best correspond to the research question; and third, in the case that a scale system evaluation is used, it is valuable to check that all the questions are sufficient to the scaling system proposed. Finally, Vaus (ibid) mentioned that if there are questions that the majority of respondents avoided answering then it is not appropriate to consider these as data because these questions will mislead, so it is preferred to either rewrite the question or exclude it from the questionnaires.



The pilot study has been implemented in a similar environment; considering the language and samples chosen. As a result, the pilot study took place in a historic quarter called ‘Darb Al-Asfar’³¹. This quarter has been developed over the past few years. It includes residential area, merchants, and three historic residential monuments that have been conserved, and is currently managed by the Supreme Council of Antiquities. Above all, this quarter is primarily located

³¹ See Appendix B

between the main two spines of the historic city, which gives it great importance within the main surrounding region. Moreover, this quarter has the same historic aging, urban planning and the functional structure of most of the surrounding historic quarters; therefore it is appropriate to test the questionnaires by a convenience sampling technique using the same criteria.

In relation to the pilot study's execution, the researcher assured that all questionnaires were tested on the samples selected and some mistakes have been discovered. For instance, some of the questions had to be rephrased for simplification and some had to be corrected. In addition, during the discussion with respondents, another important factor was discovered; several feedback points were pointed out to add within the questionnaires. As for the visual study section, not all respondents were able to answer this question, because either the question was not described correctly or the respondents had some difficulties with understanding it. Finally, the pilot study indicates that some questions had to be reordered to aid in the answering procedure.

3.3.6 THE SAMPLING METHODOLOGY

Despite most of the research methodology and the data collection ideas mentioned above, it is still a difficult task to approach most of the respondents through interviews or questionnaires. Thus, it is preferred to choose a sample to focus on. Initially, sampling *"is the process of choosing in a systematic fashion a sub-set of cases from which data will be collected from the pool of all those potentially relevant to the research being conducted"* (Aldridge and Levine., 2001; p. 61). In a single population the study will need one sample, but if the population is multiple and complex as in this case then the research will need a large sample in order to draw all possible respondent from the population.

3.3.6.1 Types of sampling

Before selecting the samples, the research classified which types of sampling techniques should be followed to ensure a valid scientific methodology. There are two major groups of sampling; the first is *'probability sampling'*, also known as random sampling; and this is where every member of the targeted population has an equal chance of being included. On the other hand, with *'non-probability sampling'* the selection from the population is made on the judgement of the researcher and so it is inapplicable for generalising the whole population (Cargan, 2007). Each major group has different sampling types that follow a classification defined in the following table:

Type of Sampling	Definition and Purpose	RELEVANCE FOR THE STUDY
A. Probability Sampling (Random and Equal chance)		
<i>Simple Random</i>	A basic sampling design based on a single stage of selection from a sampling representing the whole target population.	The requirement for this study is to ensure that the findings' credibility and validity through several types and numbers of the target population are able to investigate most of the societal structure, because this type only focuses on one type.
<i>Systematic</i>	A procedure to select the samples at specific periods or at an interval within the sampling time frame. For instance, choosing every ten samples or through a time interval (i.e. 30 minutes).	Since the main aim does not rely on timing interval examination, then this type is not suitable for the evaluation process.
<i>Stratified Random</i>	A refinement to random simple sampling; the target population is divided into separate strata or groupings on the basis of characteristic relevance to the research. The subsequent selection takes place from each stratum separately.	Useful in the selection of recipients because the questionnaires are being grouped according to the age and gender, in order to fulfil each group's needs and requirements. In addition, to the interviewees, they are also grouped according to their positions in the Government bodies (i.e. Vice-ministers, governors, and local authorities' chiefs).
<i>Cluster</i>	A multi-stage sample design; the target population is divided up into a large number of areas as in clusters of geographical adjacent cases. The data collection is either by choosing some clusters or by a large portion from each.	This type is not suitable, since it focuses on the respondents of the case study according to its area, but not considering the different respondents typology. It would be preferable to work on each case study in depth to understand all the users' feedback rather than a general sample.
<i>Multi-Stage</i>	The selection process is repeated several times with different sampling units. The cases selected at an earlier stage making up the sampling frame for the next stage.	Since the selection process will take just one phase, then this type is not appropriate for the samplings' selection.
B. Non-Probability Sampling (Unequal Selection Methods)		
<i>Quota</i>	A technique in which interviewers are provided with a list of interlocking interviewee attributes, such as age and gender, which can be satisfied by selecting appropriate respondents.	Useful approach for selecting the respondents, according to the occupation, age, and sex but is not suitable for this study because there is no control over the number of participants and their group distribution.
<i>Dimensional</i>	An extension of quota sampling, in which various dimensions thought to be important, could be added to the selected criteria. For example, merging two separate dimensions and applying it through the sampling procedure.	Since it will give significant sophistication among the respondents' selection procedure, it will be hard to justify the number of participants within a quarter in which the statistical census has changed and is not proper.
<i>Convenience</i>	A sample acquired with a minimum expenditure of resources, usually as part of a pilot study.	Useful approach for the pilot study phase, but will indeed has at least one respondent of each pre-selected stratified sample present.

Purposive	A procedure in which the researcher's judgement is too typical where a sample is built up that enables the researcher to satisfy specific needs in the study.	Useful approach for selecting external evaluators has been suggested to participate in the examination of policy implementation.
Snowball	A procedure based on a few early cases located by researchers and used as the sources of all the further cases in the sample.	Since no samples have been chosen before and the selecting procedure should only be focused on the current case studies to avoid any misinterpreted findings, therefore this type is not suitable for this study.
TABLE 3.2: TYPES OF SAMPLING TECHNIQUES AND THE SELECTION CLARIFICATION (Samples type definition and data is adapted from Robson, 1993; Aldridge and Levine, 2001, and Vaus, 1991).		

The samples chosen from the recipients/residents followed the 'stratified random sampling technique' by having various strata and a logical justification, as follows:

1. **Merchants:** Due to the high number of retail and commercial activities, it is useful to investigate the main daily users among the ground floor users and acknowledge their feedback.
2. **Male Residents:** They are the main working force and those most affected by the developments due to their continual interference.
3. **Female Residents:** They tend to have a different perspective to the male residents that focuses on family needs, childcare and safety, and neighbour and social cohesion.
4. **Young users/residents from the age of 18-28:** As they are considered as the future users and local workforce who will eventually have the right to interfere in the revitalisation process.
5. **Elderly Residents:** They are the connection with the past of and give how these quarters used to look like and transformed during the last 30-40 years.

The other actors are selected by a 'purposive sampling technique' according to their occupational positions in the field of decision-making and implementation. The following table describes the classification of the different key players and the interviews held, interview dates and the number of participants either interviews or questionnaires.

Classification	Specification	Date of Interview and Location	Additional Comments			
Objectives and Goals Initiators State the basic objectives based on problemsolving agenda.	Public Policy UNESCO UNDP AKTC					
Formal Decision-Makers Formulate the Policies and Directives to achieve the objectives stated.	2/A1 Cairo’s Governor	N/A	Difficult to conduct an interview due to personnel’s sensitive position.			
	2/A2 Cairo’s Vice Governor					
	2/B1 Ministry of Culture					
	2/B2 National Organisation for Urban Harmony (NOUH) CEO: Mr. Samir Gharib	12/01/2009 At the office of the participant.				
	2/C1 Ministry of Housing – Historic Cairo’s Revitalisation Centre	N/A	Difficult to conduct an Interview due to the shutdown of the centre.			
Implementers Put policies and directives into action.	3/B3 NOUH Heritage Department: Prof. Salah Zaki Said	13/12/2008 At the private office of the participant.				
	3/B4 Research and Studies Dept. NOUH: Prof. S.O.	08/12/2008 At the office of the participant.				
	3/B5 Islamic Antiquities Department – Ministry of Culture	N/A				
	3/B6 Supreme Council of Antiquities Officers and Engineers	07/12/2008 and other later visits. At different sites and locations	A total of seven officers and engineers; were met during working hours at different sites.			
Intermediaries Assist the implementers in the execution process. (Developer)	4/A Wasat District Local Authority Chief:	03/2009 At the office of the participant.				
	4/B NGO’s Presidents	N/A	Two presidents have been contacted but refused to participate			
	4/C Prof. Mona Zakaria	02/02/2009 At the private office of the participant.				
Evaluators Evaluate the implementation process according to the objectives	5/E Academics: -5/E1 Prof. Youhansen Eid Ain Shams University	25/01/2009 At the office of the participant.				
	-5/E2 Prof. Yehia Zeiny – Helwan Uni.	N/A	Failed to conduct an Interview			
Recipients/ Residents Users, merchants and residents.	- (6/1) Merchants and traders	A total of 313 participants have been included in the study covering both case studies, and with different numbers	Gamalia Quarter	60	Darb Al Ahmar Quarter	51
	- (6/2) Male Residents			36		30
	- (6/3) Female Residents			18		14
	- (6/4) Young Users			51		43
	- (6/5) Elderly Users (60>)			12		8
TABLE 3.3: DATA COLLECTION APPROACHES AND DATES IN RELATION TO THE KEY PLAYERS.						

In the examination phase, there were 313 participants involved, the highest numbers of participants were the youth and male residents, but the least number of participants was the women residents due to the conservative culture which reduces the ability to meet with resident women freely. In general, the merchants were approached during their working hours at their shops along the streets. Most of them were welcoming and very helpful. As for the men, the researcher tend to approach them after the Friday prayers in front of mosques and sometimes at local cafes within the quarters, where they could be found them in groups which also helped in evoking deeper discussions; the same applied with the elderly who were approached at cafes. There were a low number of women residents participating due to the conservative culture and less freedom for women to enter into with discussions with strangers. Therefore, there was a need to have assistance from another female architectural colleague to approach some of the females at their homes. Furthermore, nine out of 14 interviews took place due to the difficulties encountered in approaching high officials due to their sensitive positions.

3.4 EMPIRICAL SURVEY AND COMPARATIVE ANALYSIS

3.4.1 METHOD AND MATERIAL

The empirical phase started by studying and understanding the case studies' programmes and objectives which are clarified in the following chapters. According to the triangulation method applied within the study, several materials will be analysed to achieve an efficient and definitive understanding of the implementation factors. The method will use the quantitative results attained from the different users plus the qualitative feedback from the interviews held, in relation to the historic quarters' revitalising dimensions discussed later in chapter four. This analysis will follow a comparative approach methodology³² between the two case studies to study the similarities and differences of the approaches implemented. According to Ghorra-Gobin (1998), a UNESCO meeting held to discuss the Management of Social Transformations regarding UNESCO's vision announced that the comparative analysis approach is the most essential tool for generating knowledge within the social sciences and its policies. Therefore, this approach will be used to represent the crux of this study's investigation, while trying to eliminate the gap between the academic community, field professionals and the decision-makers. In addition, the study's main purpose is parallel with UNESCO's vision (Ghorra-Gobin, 1998) of using a comparative analysis approach, in order to gain a better understanding of a cross-sectional phenomenon and the different actions that can be taken to deal with them; and at the same time to provide a common frame of reference for future research, rather than proposing or validating a certain theory which does not match this study's objective. The main strength of this investigation technique is that it can clarify the relationships among two or more variables; it can study the extensiveness of a

³² According to previous research in the field of social sciences and urban political affairs (Denters and Mossberger, 2006; Pickvance, 2001) defined comparative analysis methodology as a form of control that substitutes for the experimental method, because it is usually impossible to manipulate particular aspects of political or urban systems in an experimental system and observe the differences that these changes make. The rationale of the comparative method usage is to establish an examination between different cases which are similar to successfully defining the variables differences in the same theme.

setting or a phenomenon and can establish predictive relationships (Groat and Wang, 2002). In that case, comparative analysis will discover the patterns or relationships between the specified case studies regarding the revitalisation dimensions in their urban settings and the implementation factors concerned.

3.4.2 DATA COLLECTION AND ANALYSIS

The data and surveys were gathered from three main sources. First, nine interviews took place with an average of one hour per meeting; some were held at the participants' offices and others at different public places. None of the participants allowed the interviews to be audio taped due to their sensitive positions and mistrust of the research environment in Egypt. According to the confidentiality of surrounding political issues, it is too sensitive to reveal some of the interviewees' names. Most of the participants expressed a great interest in the study's objectives and focus; however, most of them preferred to have the discussion go with a natural flow. As a result, the researcher had to ask them the general questions then adding detail for more focus as the study required achieving a balance between interpretive and descriptive approaches. Following the interviews, the data were processed; then the information was analysed, and finally the positional statements for the comparative analysis phase of the case study was written.

The second source is the quantitative results obtained from the residents and end-users in each case study. As mentioned earlier, the questionnaires³³ focused on the three main dimensions of revitalisation and some qualitative questions. The quantitative results³⁴ were added up and calculated as an average to discover the values needed for the analysis. The values acquired the users' input for each dimension, in addition to each sample's average value to be used in a separate analysis according to each group's interest. The quantitative results scale varies from 0.0 to 5.0 as strongly disagree and strongly agree, respectively. In fact, none of the results has reached any of the scaling extremes; in addition, in order to simplify the understanding of the results, a pattern has been introduced. This pattern will place the results into three groups for a generic overview; the first is the score group below 1.99 to represent the unsatisfactory feedback; second, is the score group between 2.00 and 2.74 which represents the median feedback, and the third score group is from 2.75 and above to represent the satisfactory feedback.

The qualitative responses given were also analysed to obtain essential statements showing their current outlook toward the programmes implemented. Finally, the third source was obtained from several literature sources which are either for or against the revitalisation programmes implemented; and especially from those which could have been involved in the process of development.

³³ See Chapter Four

³⁴ See Appendix F for the full quantitative results.

3.5 RESEARCH METHODOLOGY SUMMARY

The crux of the study is to observe and evaluate the development and implementation of Historic Cairo's revitalisation policies taking into account the International Organisations agendas, , through theoretical based triangulation. The research will employ a wide range of documentation and explanations to ensure that all the data needed are acquired in order to properly structure an engagement with the different key players of the public policy process.

Generally the research will maintain an unfolding structure to analyse the data gathered while putting the survey's findings together. The study applies a methodological triangulation to gather information and findings, in order to ensure credibility. The data collection methodology is based on a mixed methodology of qualitative and quantitative data gathering. The required data are acquired to engage the different key players of the public policy process with different empirical testing tools. The sampling methodology will rely on two mechanisms; first, the Stratified Random sampling technique focusing on the receipts and users (residents) of the historic quarters, with the use of the Likert-style format – rating scale - questionnaires. As for the decision makers and implementers, they will be engaged by a purposive sampling technique to ensure efficiency and complexity of findings. This approach will be put into practice through semi-structured interviews. As mentioned earlier, the tools chosen will be tested in advance by a practical implementation on the Darb Al Asfar pilot study, which is similar to the original cases in socio-economic typology and characteristics.

Following the collection of data, a comparative analysis is planned between both case studies, in order to understand the differentials. Initially, the analysis is carried out by a narrative comparison against numeric quantitative comparison. Moreover, at a deeper level the comparative analysis will involve the different policies and international recommendations regarding both case studies.

CHAPTER FOUR

REVITALISING HISTORIC QUARTERS: ASSESSMENT

4.1 INTRODUCTION

Revitalisation is the key to upgrade the built environment and reflecting life prosperity upon the communities' standards in the historic quarters. This chapter provides an effective evaluation procedure based on several qualitative and quantitative approaches to evaluate the public policy implementation effectiveness and the objectivity of the revitalising programmes, to clarify the integration between revitalisation and conservation. The chapter proposes an experiment of procedural evaluation techniques to be conducted involving the different actors and key players versus the public literature and other areas of investigation to be facilitated by the researcher. The aim is to study the urban and built heritage revitalisation and its underlying dimensions: social, physical, and economic. It is an attempt to place a mirror in front of the developments at the historic quarters, and to be able to reflect back different outcomes.

4.2 TENSIONS BETWEEN CONSERVATION AND REVITALISATION

Conservation or Revitalisation? Major debates have taken place during the mid 1980s and 1990s regarding which of these approaches should be favoured in the development of historic quarters, and how this will affect policy making and direction. The major controversy between the two methods is the degree of economic development and upgrade within the urban heritage (Tiesdell, 1995). In focus, either inject the economic intervention after the physical development or while the physical development phase is ongoing, by taking advantage of the support of local potentials. In other words, if the economic regenerations funds poured in after the physical developments, the historic quarters usually tend to lose some of their active uses, which tend to be later replaced with new uses. However, when pouring in the economic interventions so that they merge gradually with the physical conservation, it becomes efficient and beneficial for both the local and regional levels.

Policies are the primary tool to drive the development of historic quarters. Thus, policies should explicitly mention that developments should sustain the local socio-economic potential and minimise the local losses. Nevertheless, policies should control the conservation principles of development while at the same time inserting economic restructurings (ibid). Indeed, more uses and functions should be introduced which should match the active, suitable uses, along with the preserved physical character and local labour force. However, although this would increase and enhance the property value, it should not eliminate the current functions, in order to avoid urban vitality collapse. Therefore, another tension arises over what will benefit most out of the historic quarters' development - the current socio-economic and physical status or the new investment sector - the tourism business. Tiesdell (1995, p.235) believed that the tensions between conservation and revitalisation are based on the amount of economic regeneration applied in

addition to the physical conservation. Arguably, the various methods applied through the wider business initiatives - such as training, technical upgrading and local force development – are not usually mentioned within policies, only programmes that build up more pressures, in addition to the adaptive reuse of the conserved built heritage. However, to what extent will the policies and local Government agencies support these development and economic initiatives in order to provide a mixed-use urban quarter fulfilling the essence of vitality, safety, and urban continuity?

Generally, the mechanism of designation and conservation would eventually lead to urban heritage preservation, in addition to safeguarding the inherited values and appearance of the urban quarters. However, if the local economy and living standards in these quarters are weak, then physical developments will not be sustained and face continuous threat (ibid). Therefore, it is essential for policies and development programmes to revitalise more than to conserve the historic quarters, focusing on a comprehensive approach toward the socio-economic principles in parallel with the physical improvements.

4.3 SUSTAINABILITY AS AN EVALUATION TOOL

Examination and evaluation are guided by the impulse to understand and produce informed judgments and choices (Kemmis, 1982 cited in Hall *et al.*, 1998). The examination procedure is an essential phase to achieve the main objectives of answering the research questions, observing the continual upgrade and retaining the high standards of revitalisation in the Egyptian context. The examination methodology will monitor the work done previously, for clarification, and attempt to understand the steps taken to evaluate the performance of these actions, which are either negative or positive in the implementation process. Kostof (1999; p.305) stated that:

“Cities are never still; they resist efforts to make neat sense of them. We need to respect their rhythms and to recognize that the life of city form must lie loosely somewhere between total control and total freedom of action.”

In principle, historic quarters are full of physical and socio-cultural potentials, starting with the built heritage and urban fabric generated through centuries, in addition to the inherited functions, society and the naturally manufactured sense of place. These historic quarters should be sustainably conserved; as Rodwell (2007, p.205) stated: *“Principles of ecological sustainability need to be insinuated into all aspects of urban planning, from the global down to the local scale ... cities should be regarded and managed as ecosystems: mini-ecosystems within their individual localities; and interrelated ecosystems globally.”* Since cultural and built heritage are considered as scarce and non-renewable resources, then they should be conserved and technically developed by appropriate technology, effective operation and continuous maintenance, along with revitalisation through economic regeneration to soften the tensions between conservation and revitalisation and to secure the running costs and expenses. This could be achieved through social stability, economic restructuring and physical conservation. Therefore, sustainability could be playing the role of a practical development framework and an evaluative methodology from the theoretical background.

In that case, revitalisation is essential to maintain development and prevent any damage to the resources concerned (Burtenshaw *et al.*, 1991 cited in Tiesdell *et al.*, 1996) rather than conservation which focuses on the physical development. The revitalisation of historic quarters is mainly to transform built heritage and surroundings from a useless static form into more lively and vibrant locations over time. Historic quarters are important elements of the cultural heritage, city economy and the image of the city overall. The need for urban revitalisation will provide stability and continuity within the rapidly changing world (EH, 2005). The development of these urban forms always varies due to the social and economic changes injected to regenerate the full urban setting. In order to be more sustainable the built resources and new developments should be sensitive with in minimal intervention to avoid loss of character or cultural heritage; as Strike (1994) agreed earlier, historic resources are unique commodities that need more sensitive care. As controlling conservation is required for the development, flexibility is crucial for providing more freedom and easing the revitalisation process. Control of the developments within the historic areas usually starts with the policies and guidance the Government applies. These policies tend to push toward a certain defined approach in healing the designated areas, either through the static conservation technique or through the longer lasting vibrant revitalisation approach.

The revitalising of historic quarters plays an important role in sustaining the social and urban continuity. It produces multi-visions of regeneration through effective and controllable public policies. Revitalisation provides a conservation approach that includes community development, enhances the tangible and intangible heritage potentials, and increases the economic standards by newly boosted functions. Consequently, revitalising historic quarters is considered a contemporary trend committed to sustaining the heritage assets and environment, applying beneficial economic investments to serve the community and maintaining the cultural identity of historic quarters. Lynch (1972; p.33) previously mentioned, *"If change is inevitable, then it should be moderated and controlled so as to prevent violent dislocation and preserve a maximum of continuity with the past."* Public policies are then the fundamental controlling aspect in the development process; they value the existing heritage and avoid any damage which could occur while the developing programmes are implemented. To achieve a positive public realm within the different historic quarters, the idea of managing and controlling 'change' in urban design is essential, and holds the same importance as design (Carmona *et al.*, 2003; Pickard, 2001). Therefore, aspects of control and monitoring might include the involvement of the community, policy-makers/implementers and professionals to revitalise the relationship of social cohesion and economic development through the cultural and functional diversity. From another broader scope, the concept of sustainable development is that an inherited built environment cannot stay as it is; however, it need only be slightly altered in order to accommodate adaptation, thus ensuring a continual history for future generations (Fairclough, 2001). Our present environment should not destroy inherited resources but they should match the surviving identity and prevent the decay of character. Revitalising approaches need to preserve the historic quarters' value and economic composition within the community. This is achievable through different approaches and methods relying mainly on the

physical and functional developments of the conservation area, plus how these could be realised in the long-term.

Practically, historic quarters are considered as places with special architectural form and appearance that need safeguarding. Such areas were treated with neglect and abandoned in the early twentieth century. At that time, the preservation approaches only focused on protecting the individual buildings, without a proper holistic vision of urban upgrading, similar to the British experience except through decisive laws. In 1967, the Civic Amenities Act was introduced in England to change the whole preservation vision from concern for individual buildings into concern for whole areas and towns. In comparison to the Egyptian context, it took around 32 years more to adopt an urban conservation or revitalising approach. Since that date, some governorates have started designating their historic quarters as conservation areas, but without any serious revitalising programmes. Furthermore, due to the increase of conservation areas in England, the UK Government had to face the problems that evolved from the generic laws, and provide more flexible policies which allowed the conservation areas to adapt and work. As a result, in 1994, the Government produced the *Planning Policy Guidance 15: Planning and the Historic Environment* (PPG 15). The guidance provided generic points covering most of the issues concerning the development of historic quarters and cities, being particularly flexible toward the local needs of the designated conservation areas. The PPG 15 reflects the concept of Spiro Kostof (1999) toward the need for a well balanced controlling technique with great flexibility which will be able to overcome the conflicts of firm preservation and adaptive conservation approaches mentioned by Tiesdell *et al.* (1996; p.166). In my opinion, this is a major difference; the Egyptian Government started to designate historic areas in 2006 under policy No. 144. Even if there were some conservation programmes running or already implemented, nevertheless, no detailed guidance for Egyptian historic quarters' development was produced up to the present time.

According to UNESCO, the most important threat facing any historic quarters or cities is the pressure they face from the haphazard demands of modern life needs: populations increase and there is increased prosperity, public services, private speculation and increasing demands on the motor vehicle. Most of these pressures are generated among the community itself; people tend to ask for more, as new families need homes and jobs with higher standards of living and proper wages (Shankland, 1975). The UK policies and strategies started developing the historic quarters in a way that would meet the communities' needs. The development models changed dramatically from the 'clean-sweeping' approach, to the sensitive preservation, and then the flexible conservation approaches, respecting the heritage inherited and taking advantage of it. The UK Government stated, "*Physical survivals of our past are to be valued and protected for their own sake, as a central part of our cultural heritage and our sense of natural identity. Their presence adds to the quality of our lives, by enhancing the familiar and cherished local scene and sustaining the local distinctiveness which is so important an aspect of the character and appearance of our town*" (DoE - PPG 15, 1994; Para. 1.1). Thus it is essential to design

developments and draw changes to accommodate the needs without destroying the connection to local distinctiveness.

Conserving local distinctiveness covers different aspects and concepts such as diversity, identity, place, and community through sustainable measures of urban design agenda (Carmona *et al.*, 2003). Furthermore, in order to achieve this goal, proper revitalisation programmes are required; these development programmes should be effective, appropriate and flexible in developing the economic dimension. Therefore, sustainability works on integrating the revitalising principles to work together and to reflect upon each other. The key is to provide a backbone that could be used as a reference within the evaluation process. In total agreement with the Government visualisations of *“structure, local, and unitary development plans are the main vehicles for ensuring that conservation policies are co-ordinated and integrated with other planning policies affecting the historic environment”* stated in the PPG 15 (DoE, 1994; p. 3).

4.3.1 CRUX OF THE EXAMINATION

“It is possible to distinguish good design from bad design. By good design we mean design that is fit for purpose, sustainable, efficient, coherent, flexible, and responsive to context, good looking and a clear expression of the requirements of the brief What matters is quality, not style.” (CABE, 2006; p.5)

According to CABE’s vision, evaluation is indeed important to justify the quality of development. Evaluation grasps the outcomes of any conservation development and sorts them in proper systematic measurements, to provide certain and sharp results. In addition, CABE considered that sustainable revitalisation approach to historic quarters’ should be taken through some key principles, such as³⁵:

- Good design should cover principles of revitalisation as part of the overall evaluation of local context and policy.
- Built heritage is always changing and evolving to new forms and functions; thus change should be studied and controlled to secure integrity and cohesion.
- The special and valued historic character, whether aesthetically, functional, or socially, should be included in the evaluation process.
- Evaluation should examine the development programmes’ reflection of the present day needs in a holistic manner that responds to all relevant considerations and local circumstances.
- Built heritage recognition starts with designation but under the visions of stimulating local regeneration and achieving viable economic use for buildings and spaces.

Evaluation of the revitalising of historic quarters does not only focus on the programme design guidelines, but also on the conservation of surrounding sceneries – such as sense of place, the

³⁵ These CABE principles have been slightly modified and the author has added others.

effectiveness of operational and implementation systems applied, the efficiency of current and new uses/functions, and the satisfaction of the users.

4.3.2 WHY EVALUATION?

Evaluation procedures help to provide reliable, useful, and correct information on intellectual facts and events to help build more objective decisions with appropriate direction. Evaluation is usually described as the systematic collection of information about the activities, characteristics, and outcomes of programmes to make judgements about the programme, improve programme effectiveness, and/or inform decisions about future programming (Patton, 1997, p. 23). Based on Salama (1996), evaluation is a distinct area of expertise which guides the development of a database about the quality of the built environment, and identifies existing problems or needs and their characteristics. It also may provide a basis for predicting the quality of future environments. Later, Hall *et al.* (1998; p.193) justified the use of evaluation in conservation and monitoring heritage revitalisation by these principles:

- **Improve Decision-Making:** Access and integrate relevant information that improves the quality of decision-making in areas such as resource allocation and other policy and programme directions.
- **Reviewing Performance Indicators:** Consider whether the original objectives or desired outcomes remain realistic and appropriate.
- **Testing Management Assumptions:** Determine whether assumptions that many visitor management approaches rely on are valid or appropriate to the heritage and organisational setting.
- **Increasing Accountability:** Access and demonstrate the degree to which a policy or programme is meeting its objectives.

Finally and being more specific in the cases of revitalising built heritage, evaluation can be used to:

- Draw objective policies and laws.
- Carry out effective and efficient planning.
- Enhance management techniques and appropriate future solutions.
- Sustain stakeholders' development needs.
- Examine revitalising policies and programmes' implementation.
- Supply guidance for revitalising heritage quarters.
- State the implementation changes.
- Study the revitalising stages and procedures.

4.3.3 EVALUATION PROCEDURES FOR REVITALISING HISTORIC QUARTERS.

According to the evaluation objectives stated earlier, it is important to state that evaluation procedures are based on providing empirical data rather than providing a body of knowledge usually based on opinions and intuitions (Salama, 1996). In addition, evaluation of policies and revitalising programmes can be very subjective if it is not systematised by using the appropriate

and specific tools. Thus, all evaluation phases and procedures should involve public judgements to demonstrate the revitalising policies and implementation procedures toward the built environment.

Consequently, this provides two main kinds of evaluation; the first is done by the different actors to study the policies generated and their effect during implementation, and the second is carried out by the living community and users as a platform from which raise their comments and opinions in order to reflect the affecting actions taken. Evaluation tends to be a targeting tool to judge the performances of the different policies and revitalising programmes. The evaluation tool should be flexible and decisive based on the objectives formulated by the authorities and programmes, in order to gain proper results based on realistic visions and facts. The following table (4.1) will demonstrate the different evaluation types briefly, summarised from ‘Integrated Heritage Management’ by Hall *et al.* (1998).

Evaluation Type	Description	RELEVANCE FOR THE STUDY
Policy, Plan and Programme Evaluation.	To determine the policy's effectiveness and efficiency, determining the goals and objectives implementation and monitoring the resources are optimally used across objectives and strategies.	The evaluation system here focuses on post-operational phases, that could be useful and appropriate to use, and it can be adapted to serve this study's methodologies.
Formative, Process and Summative Evaluation	Formative evaluation assesses a policy, plan or programme before it is operational. Process evaluation is carried through the entire life of a plan or programme. Summative evaluation is undertaken after the designated life of the plan or programme has ended.	The evaluation system here should examine the policies before and during the operation phases, and then it is not suitable with the cases studied because most of the works have been fully accomplished.
Cost-Effective Assessments	Assessments of cost-effectiveness provide a useful input to the overall allocation of resources. Gauging the cost to set up a programme can be done but only adds one component of the larger need of measuring overall cost effectiveness.	Apparently, it is suitable to evaluate the public policies involved with cost measures as it is difficult and inaccurate to evaluate the cost of social benefits and will face difficulties to gather costs and finance data from governmental authorities in Egypt.
Benchmarking	Benchmarking seeks to improve performance by comparing how other organisations conduct similar programmes and comparing your organisation's performances against leaders, anywhere in the world, to gain information which will help drive continuous improvement.	It is not suitable because this will not be possible to compare with a benchmark which practically does not exist, or even with other international cases because the context and comparative parameters are different.

Cost-Benefit Analysis	CBA involves evaluating the merits of two or more approaches to a problem or objective by measuring and comparing the tangible and intangible costs and benefits of a policy or programme against their monetary costs.	It is not suitable to evaluate the public policies involved with cost measures, as it is difficult to evaluate the cost of micro-levels such as the social benefits, and users' economic benefits.
Goals Achievement Matrix	GAM involves evaluating the merits of two or more approaches to a problem or objective. The GAM provides an assessment of alternative approaches that reduces personal or political bias.	This is an inappropriate approach because the study does not focus on examining specified approaches but more on studying an overall system including the policies and programme's objectives in comparison to the programmes' outcomes.
The Critical Path Method, Program Evaluation and Review Technique	CPM is to prioritise and organise the actions into something that is manageable for resourcing and implementing can be made easier by using a scheduling technique. As PERT helps to define, then examine, a plan or planning process in order to rationalise all levels of operation.	This evaluation system is helpful to evaluate the process during progression and produce different solutions for mounting problems in hand, but unsuitable to the study's research methodology.
Importance-Performance Analysis	IPA bases evaluation on a consumer's rating of a particular product or service. IPA is most often used by visitor managers to assess relative performance of recreational and interpretive facilities.	The study's target is not based on one dimension as this evaluation system offers but focuses more on several dimensions for the same product or programme. In addition, the study's aim is not questioning the importance of revitalisation but the implementation of revitalisation.
Self and Peer Evaluation	SPE are legitimate and cost-effective forms of evaluation that can produce substantial insights, providing an evaluation that is balanced and thorough. To do this assesses professional standards of quality with respect to various performance criteria.	The evaluation system here focuses on evaluating the programmes from a professional background and this will suit the research objectives by including the evaluators within the investigation process.
Goal-Free Evaluation	The evaluator operates in a free environment, where any feedback can be considered as potentially useful. Therefore, it is useful to evaluate plans and programmes in a broader, more flexible manner to add perceived goals that not planned.	The evaluation system here is very useful as it is flexible and serves the qualitative research especially when dealing with the policies and programmes' outcomes from different samples and dimensions, but initially considering the goals stated within the revitalising programmes.
TABLE 4.1: PROCEDURAL EVALUATION TYPES WITH BRIEF DESCRIPTION AND RELEVANCE FOR THE STUDY. (Source: Integrated Heritage Management. <i>Hall et al, 1998; pp. 203-212</i>).		

4.3.4 DESIGNING THE EVALUATION METHODOLOGY

Eventually, evaluation outcomes will be documented and analysed in order to find the essential answers for the study's question stated earlier. The aim of the investigation and evaluation is to identify the strengths and challenges of partnership between policies and revitalising programmes, to be able to explore the essential components for sustainable development. Furthermore, it helps to examine any future possible solutions and finally to know the limits and boundaries without causing any failures. Nevertheless, to produce an anti-bias evaluation procedure, subjectivity should be limited by setting an appropriate standard for evaluation and sampling techniques. The evaluation procedure will be based on well-defined criteria with a strong relative significance to the public policy theory and revitalising historic quarters; in addition to being flexibly oriented to all the samples targeted to establish a reasonable evaluation process, and above all else, to provide standardised judgments and outcomes, which are based on both academic and professional expertise.

4.3.5 PUBLIC POLICY IMPLEMENTATION ASSESSMENT

The evaluation methodology is based on two parts (see Figure 3.2); the first part is a group of questions focusing on public policies' effectiveness, and the implementation process efficiency, which will target the public policy key players through interviews and open discussions. The reason for using this evaluation tool is because it provides a realistic vision of the policies toward the built heritage revitalisation. The second reason is that it demonstrates the professional opinions from different levels and backgrounds.

4.3.5.1 Effective public policy and control

The aim of effective control and policy is to provide a process that will assist in achieving the revitalisation objectives and process a sustainable revitalisation methodology to guarantee that the national Government and local authorities' objectives are being implemented properly. The process should imply the short and long-term developments, and focus as much as possible on providing, at the end, a feedback loop reporting to the local authorities and the planning department for a comprehensive demonstration of the interventions implemented and the responses of the social being.

4.3.5.2 National and local policies relationship

The UK land use planning system is based on a chain of commands for decision making, starting with the central Government applying a set of generic rules and policies, which are then passed to the regional and local agencies. Both are supposed to complete with each other to provide a consistent approach within the whole revitalising process (EH, 2005). The national policies should state the major objectives, as for the local agencies should support to achieve completion with a local emphasis, to allow more power for the local authorities and sub-agencies to prepare proper development plans including ideas from invited specialists and the local community. The English Heritage (2005; p. 5) justified the local authorities' aim as “...*managing their conservation areas, whilst recognising that resources are limited and have to be prioritised... to relate the principles*

of conservation management planning for historic assets.” The regulated policies should be strong to ensure protection of historic quarters, set up priorities for revitalisation, coordinate the development activities, and offer opportunities for flexible future change (EHTF, 1998).

If the historic quarters are on a large physical scale or have numerous areas of potentials as in the case of Historic Cairo, then the establishment of new localised revitalising³⁶ agencies under the supervision of local authorities is advised. These agencies could help in coordinating the implementation process according to the revitalising typologies and programmes or the physical size of the historic quarters and its sub-boundaries. These localised revitalising agencies help to supply informative services to locals and visitors, connect the local authorities with the retailers and investors, and overall, to be involved in the day by day implementation and management (Foster, 2004; Carmona *et al.*, 2003). The local authorities should produce development plans and statements to control the revitalisation actions, which set out standards and reviews through community involvement. Policy guides must outline the local authorities’ development control methodologies including an explanation of the statutory controls related to the inherited assets (EH, 2005). Such policies and guidance on all levels must be updated as a sign of the continuous changes occurring in historic quarters with respect to the wider planning policies.

4.3.5.3 Historic Quarters designation

The aim is to designate special areas with unique architectural significance, each defined by its monuments, groups of buildings, historic sites or urban complexes. The designation procedures and decision-making should take place with local community consultation and participation due to their direct impact on the physical environment. The designation procedures should produce documents relating to urban and architectural characteristics for future evaluation and monitoring (EH, 2005) to recognise the definition of the boundaries, publish documents for decisions justification, produce maps to ensure the selection, and advertise the designation in public newspapers to gain Government and public support. The role of the decision makers is to provide suitable preliminary revitalisation visions by consulting with the local authorities’ officers, community representatives and other professionals. The consultation methods are to set up public exhibitions and hold public meetings to show maps and photographs for further debate and discussions to then be able to produce reports and leaflets (EHTF, 1998). The local authorities should continue the designation procedures to update the documents published earlier, consulting the local communities for any changes, and to preserve any special character newly recognised (EH, 2005).

4.3.5.4 Development strategy

The development strategy theme is based on providing an overall statement or conceptual agenda and on visioning the future intentions of the historic quarter. The development strategy should be designed on a long-term basis providing generic guidelines and verifying the general objectives

³⁶ As introduced earlier by the UNESCO 1985 Upgrading Historic Cairo report, each zone should have its own revitalisation agency.

aimed for revitalising most of the historic quarters. In order to achieve a proper and effective revitalising strategy, some systematic procedures should be applied while processing. Firstly, certain information such as the historical background and the recent physical conditions of the urban quarter should be gathered and classified. Secondly, the information collected should be analysed and certain tests should be run to discover all the surrounding factors; for instance, using the SWOT³⁷ analysis tool. Thirdly, the major strategic visions should be built up concerning which type or methodology of revitalisation is to be followed and who are the key players involved in the implementation phases. Fourth, programme's implementation should be monitored and the current plans evaluated to increase the productivity and regeneration of the historic quarter (Batchelor, 2001).

4.3.5.5 Preparation of development plans

Based on the English Heritage publications, the development strategy should necessitate some other supplementary documents in order to give evidence for the decision-making process. The plans generally will guide future expenditure and investments, and initiate policies to obtain successful budgets and sponsorship (EHTF, 1998). The supplementary plans should be classified as physical and managerial concerns, producing character appraisals, figure/ground analysis plans, functional and zoning plans plus development implementation plans. Such documents will help to secure good design quality by preserving the existing character and the unique visual values. The documents should be updated when there is a need for change, such as any urban expansions, but preferably on an annual basis. The more regular the updates the more sustainable revitalisation is experienced in order to achieve flexibility, transparency and continuity of resources preservation, and regularly involving the public input and concern. This is according to the British system; however in Egypt, development plans are usually implemented by consulting agencies or international agencies, and to date, the Government has not produced any national or local development plans³⁸ except some fragmented policies relating to the protection of monuments, and more recently, enhancement of historic quarters, but not regeneration.

4.3.5.6 Design guidance

The design guidance is a fundamental tool because of the direct effect in shaping the historic quarter and increasing its revitalisation procedure by the physical strengthening of and improvements to the existing urban form. Local Authorities should produce local-based design guidance completing the Government's generic design guidance; the local guidance must consider revitalising design principles depending on each quarter or even sub-quarters. The guidance should reflect the strategies imposed by the key players and respect the studies done previously to ensure proper production of development plans to match the existing situation. The design guidance will set the standards and the minimum levels of qualities expected, provide a degree of certainty to avoid discretion and subjectivity in development evaluation and ensure that the vision implied contributes to the whole urban district (Carmona *et al.*, 2003). It is preferred that the design

³⁷ SWOT is the abbreviation of Strengths, Weaknesses, Opportunities and Threats Analysis

³⁸ This problem is discussed and proved within the next chapters.

guidance should be produced in more images, so as to demonstrate clearly the design principles in simple coloured architectural diagrams and to provide precision in later stages. Evans (1999; p.19) stated: *“It is hard work to create a quarter framework which embodies good urban design principles, and has the support of all the key players and is implementable.”* Local authorities will have to invite a number of consulting experts to express the different architectural and urban design fields to draw the design principles that could match the existing urban fabric and the appraised character to be approved by the community representatives.

4.3.5.7 Monitoring, evaluation and feedback

Local authorities are required to prepare a regular report to demonstrate the actions taking place and their relation to the previous policies approved, strategic vision, and whether the objectives are being processed or not. The aim of monitoring and feedback is to measure the effectiveness of the policies and programmes on the historic built environment, to guarantee that development is on the right track and to evaluate the developments occurring within the greater surrounding environments (EHTF, 1998). The evaluation could be addressed by examining alterations to the special architectural character, studying the number of users per block or zone and their quality of life (i.e.: economic status), evaluating impacts on the physical surroundings and encouraging respect for the social composition of the quarter. Another objective of monitoring the conservation area is to classify old designated historic quarters; if these inheritances have been affected negatively, subsequently they will need more attention (EH, 2005). This will help to keep all historic quarters under regular supervision and analysis to provide the specific reasons for the different actions occurring. It is preferred to supplement the evaluation process with some materials as photographs, maps, physical models and public community opinions to facilitate the decision-making process. However, this is far removed from what is currently taking place in Historic Cairo, where local authorities and Supreme Council of Antiquities monitoring officers have failed in providing valuable monitoring reports due to their lack of awareness, or internal administrative corruption.

From the previous section, the evaluative qualitative questions³⁹ will be designed considering both the public policies aspects plus a direct reflect upon the six conditions of effective implementation⁴⁰. The questions have been grouped according to their focus and target; the following table will demonstrate the classification of both the types of effectiveness conditions –

³⁹ Some of the questions used within the study have been developed earlier by Alan Werner (2004) in his book ‘A Guide to Implementation Research’ and have been modified to Can you think of a better word than ‘root’? Not clear. To review these questions in details see Appendix D

⁴⁰ See Chapter One: Effective Implementation: According to the Top-Down approach of policy making it starts with a policy decision, implementation and then examining the extent to which its legally-mandated objectives were achieved over time and how. As a result, Mazmanian and Sabatier (1980 & 1989) identified a variety of legal, political, and tractability variables affecting the different stages of the implementation process. Furthermore, they redefined those variables into six sufficient and crucial conditions to achieve effective implementation based on empirical evaluation – that seeks to determine the degree to which a specific program or policy empirically fulfils or does not fulfil a particular standard (Fischer, 1995) as in the case of Top-Down approach methodologies rather than the Bottom-Up approach.

as mentioned by Mazmanian and Sabatier (1980) – it serves and the different actors and key-players.

In brief, the questions tend to focus on the general and specific goals stated within the revitalising programmes and what the implementation methodologies are that could be applied to achieve the objectives. The idea is to be able to understand the rationale behind the decisions made and the different interests they serve. Another group of questions investigate the givens within the process of implementation either by the policies or through the revitalising programmes designed. The questions also examine if the policies and the designed programmes are suitable for the surrounding socio-culture, economy, built environment and any other affecting essential factors. Some of the questions will focus on the availability of required resources, particularly during the implementation phases, and if there was any loss of track due to any inconveniences with the resources supply and uses. Other major queries highlight the programmes' effectiveness and efficiency by questioning the policies were implemented according to plan. On the other hand, the questions will study the relationship of the policies and programmes applied with the intended target and users; and if the goals stated were accomplished on the generic and specific scales.

4.3.6 REVITALISE HISTORIC QUARTERS VIA URBAN DESIGN.

The second part of the evaluation methodology will focus on the urban design and revitalising dimensions. The appraisals will be based on a series of objective statements stated in the developing programmes, the British Commission of Architecture and Built Environment – CABA revitalisation dimensions and the UNESCO's report⁴¹ 'The Conservation of the old City of Cairo' published in 1985. The objective statements are grouped according to social, economic, and physical dimensions. The main objective of this evaluation system is to be able to capture the lay person's feedback on the implemented programmes. In other words, this part is designed to evaluate the performance of each dimension by the users and local community – i.e. recipients – of the historic quarter being revitalised. The evaluation system will follow a ranging scale of appropriateness from 0 – 5. The scores of the questions will be calculated as an average to provide a cumulative score for each dimension. As a result, each dimension will have two types of feedback; one is based on quantitative findings and supported with some qualitative feedbacks for the case studies observed. The following section will demonstrate the three dimensions' structure and explanation.

4.3.6.1 The social dimension:

The aesthetics, inherited built heritage, and the local distinctiveness could accredit historic quarters, and the 'sense of place' gained through the different layers of history, but all of these aspects principally focus on the physical appearance and composition. On the other hand, the social, emotional and psychological aspects are also valuable because without them there will be

⁴¹ These are the points or indicators where the empirical testing had taken into consideration within the different actors/key players and literature investigation.

no self-attraction to the location in the first place. English Heritage (2002, cited in Stubbs, 2004) once stated, *“Sustainability is more than just about physical resources. It is also about community and culture.”*

The social dimension of revitalisation always completes the physical dimensions and vice versa. In addition, to ensure that both users and visitors in the community will invest their efforts and emotions, it is important to satisfy their needs, and to increase the public’s understanding toward the historic assets. Therefore, if the revitalising programmes enhance the people to live and work, this will eventually create a sense of civic responsibility which will provide a long-term blend between the people and Government guarantee that the quality of living there is well preserved (Shankland, 1975). In addition, to decreasing the anti-social behaviour and providing a common beneficial base within which all communities could settle, and start from. Generally, the built heritage and surrounding environment developments should tolerate the wish of people to regenerate their past traditions and try to pass it for future generations regarding the cultural background diversity; however the most important is that the community should be loyal and committed as a part of the built heritage in total.

The following statements are used for the evaluation:

- Ensure a vital public realm and liveable historic urban quarters.
- Maintain the social cohesion between the different actors of the society.
- Ensure continuous community participation in the revitalisation process.
- Preserve the existing aesthetics values, urban social locality, and the sense of place.
- Involve the other communal bodies – individuals or organised bodies – to assist in the decision-making and implementation process.

4.3.6.2 The economic dimension:

“The economic value of old buildings is irreplaceable at will. It is created by time, this economic requisite for diversity is a requisite that vital city neighbourhoods can only inherit, and then sustain over the years” (Jacobs, 1961; p.212).

Economic prosperity can apply continual revitalisation of conservation areas and then independently maintain the historic structure (DoE – PPG 15, 1994; p.2). Some historic quarters have declined economically and suffered from users’ neglect and abandonment, in particular, those that have lost a special industry or business concentration. Property values in these areas have fallen, and local unemployment has increased, to finally result in tearing the urban fabric, followed by a loss of the ‘sense of place’. Stubbs said (2004; p.209): *“Evidently sustainability allows for and even positively promotes integration between environmental concerns and economic development.”* In all revitalising programmes, economic investments are the main factor driving urban regeneration. The qualities inherent in these areas encourage preservation, aesthetic reshaping for the future, and economic benefits, through proper strategic visions.

In order to achieve full economic prosperity some aspects should be understood and taken within the revitalising programmes:

4.3.6.2.1 Funding

Funding is the major obstacle facing any revitalising strategy at historic quarters. In developed countries funds are usually limited and particularly tight-fisted. The developing countries' funds mostly come from the developed ones with less generosity through international and charity organisations. It is a very difficult task to undertake grand improvements in historic quarters with very limited financial resources, unless this money is invested in a way which regenerates money back to continue development and maintain quality of the place, so as to achieve true sustainability and create extra self-sufficient funding opportunities. For instance, to spend on the existing built heritage rather than spending on new environments will cost less and regenerate other unused resources. Another method of regenerating funds concerns the way funds are spent; for instance, the first external funds could be spent on business and commercial investments within the area to regenerate the 'sense of place' and attract more people to bring in additional investments. Eventually this will create indirect funds, which will be able to develop more historic quarters, and that will additionally reflect later on in the tourism industry.

4.3.6.2.2 Quality of life and employment

Any revitalising scheme that neglects the consideration of the social composition and ignores the user's life quality will eventually fail. A successful scheme or programme must provide long-term investments to generate secured high quality living standards, such as to provide modern and affordable units/houses and supply the district with appropriate infrastructure and services. The stabilised economic levels attract residents and users to live and work, which will eventually create a sense of belonging and care. In other words, this will increase the benefit of recycling the built heritage into new businesses; and create an increase in the local employment rates to allow more families and businesses to move in. Successful and continuous economic prosperity is considered a magnet for investors and developers to invest in the place. Therefore, it is the role of the local authority to manage the creation of new opportunities of living and working in addition to encouraging the economic growth (Tiesdell *et al*, 1996). In the Egyptian context, this will be either the Supreme Council of Antiquities or NOAH.

4.3.6.2.3 Tourism and vitality revenue

Another important economic aspect is tourism, especially in the Egyptian context. Tourism is considered the best and most profitable investment in any historic quarter due to the attractive qualities visitors tend to see, enjoy, and where local residents tend to live, work and benefit from. Strange (1996, cited in Stubbs, 2004, p.287) defines the historic cities/quarters as those whose economies are largely dependent on tourism, and are noted for their historic character and visual appearances. The local authorities should explore the economic exploitation of the quarters' built heritage through leisure and profitable businesses serving the tourists directly and the residents indirectly. The revitalising strategy of such quarters should balance the activities of tourists and the local users' needs (Stubbs, 2004), to keeping them both vital and working efficiently together.

The local authorities should also provide a managerial sector within the authority to facilitate and serve the tourist activities to promote and encourage more visitors to the area as well as to keep an eye on the existing monuments in order to prevent any deterioration possible.

4.3.6.2.4 *Land-use planning and property markets*

Revitalising historic quarters essentially creates a wide variety of uses in different spaces to generate vital places. The objective is to generate such places upon an economic growth foundation; this requires adequate distribution of uses in the urban structure mingling with the old and existing functions. The conflict starts when changing the use of built heritage into modern uses to accommodate the residents, workers, and visitors. As a result, of the increase in interest in the historic built environment by residents, visitors put them under more attention, possible danger, and pressure of change (Strike, 1994). Therefore, land-use policies are crucial in the revitalising strategy process, and proper legislation is important to control the design schemes and manage the built heritage. Consecutively, respecting the balance between old and new prevents the loss of the 'sense of place', and encourages more leisure and joy for the visitors. The land-use policies are related directly to the property markets. Tiesdell *et al.* (1996, p.209) stated: "*Property development is a necessary but not sufficient condition of revitalisation, the success or failure of revitalisation projects is closely tied to the peaks and troughs of property markets.*" Then, the developers' visions should acknowledge the different market forces on a long-term basis to ensure revitalisation success. This is implemented by continuously generating new land uses and functions in order to keep the quarter habitable and active. In addition, the uses introduced should stabilise and encourage the originated interventions in order to increase the economic growth and prevent any interventions loss. This sustainable approach is helpful to preserve the heritage; increase the profits expected into the city and in return increases the properties' value. Therefore, revitalising actions should focus on the economic perspective; they are beyond the controlling procedures or the physical developments done to the urban fabric, but more related to the new changes of occupations in existing buildings and spaces performing economic development and an increase in the property value.

The following statements are used for evaluation:

- Safeguard the property market from decline.
- Sustain the appropriate uses and markets in the area.
- Increase the land price values by more suitable businesses injected.
- Provide an encouraging atmosphere for developers, with fewer obstacles.
- Create a balance between the private and public sector involvement to encourage a strong monetary flow between them, and to create a sense of double dependence on each other.

4.3.6.3 The physical dimension:

The focus here is to highlight some essential design guides and regulations drawn clearly to assist the design decision-making process in the developing programmes. Due to the high number of inherited qualities concentrated in the historic quarters which shape the special character, the new design features proposed must respect and sensitively contrast with the existing built environment. The design guides reflect the sustainable approach of physical conservation not only the aesthetic matters but also the cultural matters. Therefore, to ease the implementation process on design regulations, it is important to categorise the design aspects into groups in order to remain focused and persistent.

4.3.6.3.1 *Enhance public spaces*

Historic quarters are originated through a historic layering system, where each historical layer is built upon another, playing a regeneration role concerning the urban fabric, and creating buildings and public spaces surrounding them. Good urban design is to create places, enhancing the public realm via people-friendly vision to serve the physical and the social composition (Tiesdell *et al.*, 1996). In order to achieve a vital public realm, the external spaces should be all linked by pedestrian transportation, to respect the closure and its effect upon the users. The aim is to provide natural sequences of open spaces functioning as cultural gathering points and to keep the quarter's district intact; this is called '*the healing approach*' based on Tiesdell *et al.*, (1996). The designers should study well the characteristics of these public spaces in order to design new developments that can stand out between all the magnificent old buildings. The alleys and streets linking the public spaces should also be developed to prevent any loss of linkage with the existing urban structure. The public spaces will need some economic injections through leisure activities such as cafes, restaurants and some cultural services where people could gather in the mornings and at night time.

4.3.6.3.2 *Adaptive re-use*

Adaptive re-use of the built environment is the best way to secure the historic buildings against deterioration, allowing them remain in active use, be economically viable and continuously in action (DoE – PPG 15, 1994). The adaptation of historic monuments or environments should be the dominant approach to allow for the generation of more uses and to frequently update the old ones to match the present needs. Adaptive re-use could be very useful to the tourism industry, to provide some cultural and local services within the appropriate monuments. Therefore, these monuments should be updated to facilitate new programmes for tourists in order to increase the industry income. The age of buildings is a factor that also allows character distinctiveness, but it will increase its' value if the proper uses are being placed to represent new products in old charm wrapping.

4.3.6.3.3 *Respect the surrounding environment*

The respect for the present scenes and visual features of the area is considered one of the major challenges that face revitalising historic quarters. The first action that should be taken is to remove the inadequate features in the scenes, such as obtrusive hoardings, visual wires and unsightly poles

(EH, 2005). Such elements could affect the scenes negatively; this decreases the users' joy and amusement within the place. It is the role of local authorities to evaluate these scenes and report them to the proper organisations/advisors to apply adequate solutions; however, NOAH now plays this role in Historic Cairo. In historic quarters, the urban fabric usually affects the street scene because of the simultaneous grain; thus it is important that new buildings should respect the footprint allocated and the surrounding heights to prevent any damage toward the historic scene (EH, 2005). Different age layers stacked upon each other previously generated the scene and visual features; and according to this theory it is useful that newly introduced buildings add new layers by significant designs that contrast against, and flourish within the old buildings. These offer new tastes and keep the present scenes intact and unique. Some other major tips are to be acknowledged; for example, use of materials, finding of appropriate storefront solutions, and understanding the different fixtures that interfere with the overall visual scenes, all should be solved appropriately and sensitively. Generally, it is preferred that the new designs introduced within any historic quarter should preserve and enhance the same scale and size of the existing physical features but with new looks to allow harmony and continuity between old and new products.

4.3.6.3.4 The street revitalisation

Change is the actual major activity in any revitalisation process; the aim of policy makers is to manage this change to produce an effective solution that runs for long time and preserves the area's qualities. The issue is not just to increase the area's vitality, to reduce confusion, or coordinate design by reinforcing the local character; it goes beyond designing the exterior life of that area. The exterior life mainly means the streets because it is the busiest linear element in the urban space. The streets should be well classified to take advantage of the hierarchy, usage, and circulation patterns. In addition, how this could be changed according to the different uses in different times should be considered. Another major point when revitalising the streets is the 'furniture' that has a great impact on presenting the space for the users and allowing more sensible visual elements, which will afterwards strengthen the usability. In terms of the aesthetic qualities, a variety of colours and textures is needed with some public art to provide visual regeneration to the 'sense of place' and increase both the imageability and legibility of the historic quarter. The aim is to enhance the public realm by understanding the qualities, and develop the local distinctiveness to grant uniqueness within the different local districts.

4.3.6.3.5 Maintenance and follow-up

To accomplish sustainable development the revitalised buildings or areas should be kept in good condition to be passed down to next generation and to ensure their productivity in the urban realm. Such objectives will put pressure on these buildings to be kept in good physical and visual condition by scheduled maintenance and the production of regular reports identifying the refurbishing works needed. Preservation is the first step for revitalising, and it is the duty of local authorities to ensure that the building or group of buildings are being well treated and not destroyed by their owners. If this is not the case, then the local authorities should use the power of

confiscation to purchase the building from the owner, as per section 215 in the English context. The maintenance could take several shapes; as major developing works that could happen once or twice during the building's life span or general refurbishments done on a regular basis to ensure that the building remains in good condition.

The different design actions within the revitalising process should all be noted and combined by the local authorities, to form a booklet that could help in solving the future problems, such as the United States experience (Strike, 1994). The published booklet should be distributed among the different local authorities around the nation to share the experience and avoid mistakes and errors.

The following statements are used for evaluation:

- Ensure proper preservation of the historic built environment.
- Preserve the functional structure within historic quarters and provide a diversification of functional layering during urban rehabilitation.
- Allow major rehabilitation programmes and architectural recycling through introducing new uses.
- Acknowledge the different scales of development at historic quarters.
- Respect the overall scene of the place and understand the interactive human scale within the proposed designs.
- Introduce more public and open spaces in order to ease traffic and accommodate most of the users' functions.

Table 4.2 below demonstrates the objectives statements of the three different dimensions and the qualitative questions targeting the users employed within the quantitative evaluation system used in this study.

A <i>Objective Statements used for quantitative evaluation</i>	
Social Dimension Statements	
1.	The development of this historic quarter has upgraded the residents' life style.
2.	The local authorities provided educational and training services for the users.
3.	The users participated in community consultation sessions with local authorities and agencies.
4.	The NGO's had participated in raising the community's preservation awareness.
5.	The local Authorities/NGOs have allowed local users to participate in the implementation.
6.	The interventions occurred in the quarter increased the self of belonging toward the area.
7.	The conservation interventions of the area are crucial.
8.	The residents are willing to increase their voluntary work.
9.	The interventions implemented increased the social services in the area.
Economic Dimension Statements	
1.	The interventions occurred in the area have increased the users economic status.
2.	The developments of this historic quarter increased the jobs employment rates.
3.	The new interventions increased the tourists' visiting and flow.
4.	The developments of the historic quarter have flourished the property market.
5.	After the developments occurred more residents moved in the historic quarter.
6.	After the developments have occurred more shops were opened to serve the tourism industry.
Physical Dimension Statements	
1.	The developments have improved the area's accessibility.
2.	The developments have improved the area's character.
3.	More open public spaces have been developed.
4.	More green spaces have developed within the quarter.
5.	The preserved monuments are being appropriately reused.
6.	The conservation developments increased the residential opportunities in the historic quarter.
7.	The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity).
8.	More rules have been applied for the monuments' security.
B <i>Qualitative Questions</i>	
1.	Did the interventions that occurred affect you negatively or positively?
2.	What were the communities' compromises during the implementation of the interventions?
3.	Are the interventions achieving desired goals, and if not, how and why?
4.	What are the problems that face your historic quarter, and what do you think could be done?
TABLE 4.2: THE OBJECTIVE STATEMENTS AND QUALITATIVE QUESTIONS USED IN THE QUESTIONNAIRES OF THE STUDY⁴².	

Another feature that is crucial in the evaluation of revitalising policies and programmes is the level of environmental awareness⁴³; however this dimension has not been introduced within this study due to the lack of the environmental aspects in both the Egyptian policies and the revitalising programmes evaluated.

⁴² Review the designed questionnaires in relevance to the five sampling groups – see Appendix E.

⁴³ The major issue that had to be recognised in developing the historic built environment was to protect and enhance the natural surroundings. This should be considered when designing the revitalisation schemes, in relation to the use of energy, water and other natural resources efficiently and with absolute care. Increase the re-use and recycling methods toward the assets in order to decrease the use of energy in the construction of new structures. Increase the green area to limit the pollution emitted by the use of cars and other industrial activities. Decrease the possibility of contaminating the land to safeguard the soil's quality for future usage. Environmental Awareness should also cover the urban form, and how this should be preserved through the different plans and appraisals during and after the development took place. The Environmental Awareness principle needs more emphasis and studies but the researcher preferred to tackle this principle deeply in further documents, although he recognises it in the upcoming evaluations and examinations.

4.4 CONCLUSION

Finally, the historic quarters get older as time passes and new buildings join the old, in order to create a new history for communities to inherit. Sustainability is indeed needed to manage the gradual change of the new built environment with no loss to its importance, nor affecting the other surroundings negatively. In addition keeps the quarters in good physical condition, vital, and prosperous. By this concept, more stable cultural diversity is achieved; avoid communities' abandon and any physical destruction.

To conclude, the development of historic quarters is a critical topic that needs effective control and analysis to provide a better quality of urban revitalisation. However, there are two major ideologies of development; the first is conservation which focuses on the development of the physical and aesthetical dimensions, and the second is revitalisation, a wider process that considers the present resources and applies them to economic regeneration interventions. There is however a crucial need to reduce the tensions between them and provide a comprehensive, combined development approaches. This ought to lead to a more strategic model of evaluation with more sustainable emphasis. The envisioned sustainable approach of evaluation is democratised by widening the number of key players to cover most of society and the participants. Stubbs (2004; p.289) stated: *"The principles of sustainable development can be applied in a new way that adopts a more integrated approach to the environmental consequences of planning decisions. Such holistic approach is vital."* Therefore, sustainable evaluation should be objective, practical and economic-oriented as much as possible rather than being philosophical. In addition, public feedback should be gathered through community input. It also includes an approach that promotes stronger cultural ownership, and protects the local values based on the ideology from additional policies and regulatory mechanisms (Fairclough, 2001; Carmona *et al.*, 2003).

The evaluation mechanism is based on examining the policy's effectiveness and efficiency, determining the goals' and objectives' implementation and monitoring the resources consumed. In addition, the evaluation methodology system will rely on the researcher and participants' analytical perception through the use of qualitative and quantitative findings relevant to a systemised approach. Due to the crucial need for proper evaluation systems, the revitalising of historic quarters' assessment is based on direct examination on three main dimensions – social, economic, and physical. Each dimension is evaluated separately; however, during the comparative analysis they are all challenging each other within both case studies. The dimensions have been designed into sub-principles to ease the evaluation methodology and sustain effectiveness. These principles have been collected and organised according to several British recommendations collaborated by English Heritage and the Commission of Architecture and Built Environment. Furthermore, based on the different principles, the dimensions have been used directly to design the questionnaires and interview tools, providing the tools with questions determined and several objective statements used for the rating scale evaluations.

CHAPTER FIVE

REVITALISING HISTORIC CAIRO: ACTORS AND KEY PLAYERS

5.1 INTRODUCTION

The aim of this chapter is to understand the public policy formulated recently in relation to the different international organisations and charters⁴⁴. In addition, it aims to define the different stakeholders and key players. Most of the data have been gathered through a wide literature survey of historic books and governmental policies, as well as feedback from current Government employees and professionals. Subsequently, they have been subjected to a qualitative comparative analysis to demonstrate the similarities and contradictions. The chapter consists of two main parts; the first focuses on the introduction of the Governments most recent plans, and the second aims to study and reveal the major key players and their roles within the development process.

In general, in order to develop historic quarters, there should be a sustainable comprehensive approach. Furthermore, other international organisations have agreed on this approach, such as at the Venice Charter (Art. 7, ICOMOS, 1964) which stated “*A monument is inseparable from the history to which it bears witness and from the setting in which it occurs.*” However, there is no department in the revitalising of Historic Cairo’s process, which is specialised to deal with the area around the built heritage. Despite the fact that some consultative offices organised developing themes, which sets out the plans for restoration and some segments of the surrounding areas. For instance, the Environmental Studies Office in Cairo University designed parks and green space along the fence of *Magra Al-A’oyoon*, but this has never been executed because the governorate rejected it. The policy was limited, focusing only on listed buildings while leaving out the surrounding built heritage; therefore, the surrounding areas were not designated. In his ICOMOS monitoring report, Auland (2005, p.5) stated that: “*The restoration projects are concerned with monuments and less attention is being paid to the interrelationship between the building and the immediate surroundings.*” As a result, these areas remained under the supervision and management of local authorities, until policy 144 of 2006 was introduced to designate whole areas according to their architectural significance⁴⁵.

There is an executive body for the Renewal of Islamic and Fatimid Cairo Neighbourhoods which are a subsidiary of the New Urban Communities Authority. It was originally established to carry out the task of developing the area around the monument. However, over time, this body turned to supervising the process of restoration, through a contract with an engineering office and a

⁴⁴ The research focused on using the European and UNESCO reports and outcomes due to their strong relevance toward the North African culture and planning.

⁴⁵ This shows that from 1980 until 2006 there were no policies or efforts for conserving historic quarters.

construction company. So, it became timely to find some effective solutions to start developing on an urban scale rather than adopting a single building approach.

5.2 GOVERNMENT'S LATE RESCUE POLICIES

5.2.1 ARCHITECTURAL HERITAGE PRESERVATION COMMITTEE 1998

The Architectural Heritage Preservation Committee (AHPC) was formed by a decision taken by the Prime Minister⁴⁶ on 30 September 1998, which stipulates the formation of a committee or more for each Egyptian governorate. Each committee should include a group of specialists: university professors, the Supreme Council of Antiquities representatives, the Urban Planning Commission of the Ministry of Housing, neighbourhood leaders and the directorate of housing of the governorate. The committee's tasks were:

- The inventorying and conducting of a field survey of the palaces and villas, as well as buildings and facilities which have a distinguished architectural style, or are related to national history or a historic personality, and represent a historic age and are considered a tourist site.
- Registration of what has been recorded in specific records assigned for this purpose; granting the records a special number with comprehensive description of every palace, a villa, a building or facility.
- Submitting description and inventory sheets to the Cabinet within a period not exceeding three months starting from October 1998 and provide sheets of what is being occupied or utilised by Government agencies. A buildings registration list has been prepared according to the following values: Firstly, through the historical, archaeological and functional value; and secondly, the architectural value of a building or the urban environment and their distinctive qualities. The results of this study were the inventory and study of 6433 buildings; about 30 per cent of them were recorded as buildings of architectural, cultural, and historical value. These buildings were not included or recorded before to preserve them in one way or another.

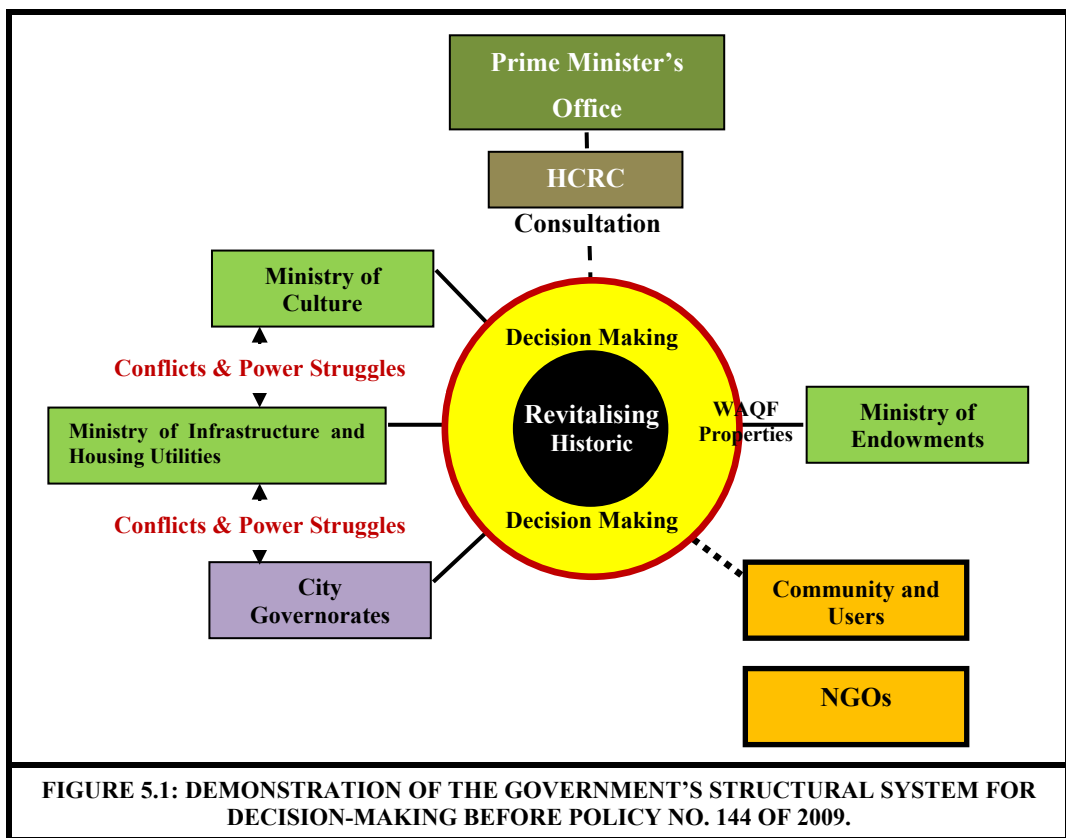
This positive approach within the limits of inventory and registration is the first step to preserve. Where did the problem come from? It emerged from some of the points referred to earlier in the study, which confirm that the problems of heritage conservation in Egypt rely mainly on the ambiguous differentiation between conservation and revitalisation in policy making, in terms of the fact that most of the policies produced were lacking the proper revitalising objectives as well as a lack of economic regeneration.

⁴⁶ There was a late, ineffective attempt by the government to introduce a managing agency called the Historic Cairo Restoration Centre (HCRC) located at the citadel buildings reporting to the Prime Minister's Office. The centre mostly worked on recording the listed monuments and designing plans for development. Unfortunately, they were never implemented because these proposals had to confront the different ministries which have power too and can stop the development procedures. In all previous attempts, there is a broad abandonment of the major key players; NGOs, private investors and the most important the community living in the urban heritage spaces. These main key players never been introduced in the whole historic conservation scenario, except for a few minor attempts by the local and private development organisations.

The study referred to the problems within local authorities of those working in this area. Indeed, the role played by of local authorities was the process of submitting and registering the cases through assigned neighbourhood's engineers – knowing as they do, little about heritage. Therefore, the results of the tests were deficient due to non-specialisation and incompetence.

The interviews (Zaki, 2008) demonstrated that some university professors who are members of the Committee have reviewed the works of the inventory and registration, and they have flagged up actual cases which deserve to join the list after registration and photography commenced. Nevertheless, there was a lack of objectivity and direction to allow the specialised body to perform the designating process.

Moreover, the study already referred to the lack of modern equipment available for urban designation; and this was the prime obstacle facing the designating committees/groups. This was because designation decisions taken were based on photographs of the forefronts of buildings only, which is deficient in the selecting process, and there was no facilities for drawing horizontal projections, building details and passages, made it an unfair way for judging the quality of the built heritage. Even though, the buildings chosen for designation lacked a hereditary value, they were listed the same as any historical monuments, under one category. For instance, the great pyramids are equal in value and hierarchy to a small water fountain from the 1500s.



5.2.2 NATIONAL ORGANISATION FOR URBAN HARMONY

As a result of to the vast array of problems discovered and experienced due to the lack of official coordination and fragile regulations, Egyptian architecture and historic quarters have reached a high degree of chaos and deterioration. According to Lamie (2005; p.137), *“the register issued in 1951 listed 622 historic buildings. In the last forty years about eighty have been lost and those remaining have deteriorated.”* The historic quarters lost their beauty, visual harmony and eventually filled up with spontaneous unpleasant architecture which is short of style and identity.

Finally, someone had to fight back; Mr. Samir Gharib⁴⁷ started his campaign against the deterioration of architectural values by analysing the recent urban settings according to aesthetic appearance and functionality. He published several articles presenting the recent problems in relation to the present regulations, professional architects, urban artists and bureaucrats enlisted. Gharib evaluated the new urban developments that have a negative effect on the historic remains, as in the case of Luxor city, when the Government proposed a new bridge across the Nile which could destroy some historic landscapes on the historic west bank (Gharib, 1997). Eventually, the Ministry of Culture backed its well experienced officials and started proposing a new founded organisation with a fresh set of policies that could deal with the problems of power struggling and ethical corruption.

In 2003, a new organisation was introduced to the Egyptian parliament by the name of National Organisation for Urban Harmony – NOUH. Running under the Ministry of Culture, the main objective of NOUH is to add beauty and harmony to the deteriorated urban quarters in general and historic quarters specifically based on a certain artistic vision. According to Gharib's vision of development, NOUH is structured upon different committees related to specific tasks, for instance, Historic Quarters Revitalisation Committee, Streets Furniture Committee, Advertisements and Lighting Controlling Committee, Plantation and Landscaping Committee, etc. All these committees coordinate through a single organisation by the supervision of the cultural affairs minister's office (Jesri, 2004; Al Malky, 2005).

NOUH started working first by designing some plans regarding urban beauty development and restoration, then moving to a more advanced stage by proposing new projects, such as developing the *Ramsis Square*. By time, NOUH faced major challenges summarized in the lack of coordination and struggles on power. Thus, the minister requested a new policy. In 2006, a Presidential policy No. 144 was forwarded which gives all the power to NOUH and its subsidiary committees in decision making, designation and promoting any developing acts regarding the urban setting both in historic quarters and in regular urban districts with special architectural appearance.

⁴⁷ Samir Gharib, an experienced journalist, writer and art critic; previously worked as the Director of the Egyptian Arts Academy in Rome related to the Ministry of Culture, and currently is the Chairman of the National Organisation for Urban Harmony (NOUH).

The study tends to focus on the Historic Quarters Revitalisation Committee⁴⁸ – HQRC – and its role. HQRC started by setting some policies, first their interest will not only focus on old historic quarters but also new quarters with a unique architectural significance, as in the case of Baghdad Street – Heliopolis. Eventually, this broadens their work; in addition, to the enormous load of work at the old historic quarters, but they have to quickly start designating these special quarters. HQRC faced a major challenge during the quarter's designation process, because, as buildings' owners applied for demolition permission through the local authorities to take advantage of the elevated high land price; however, if the HQRC lists the building, then owners will not have the right to demolish, modify or even refurbish it. Other owners tried pressuring the tenants to pay higher leases than usual, unless owners will apply a building demolishment application and subsequently getting the tenants out. On the other hand, in the case where the HQRC designated a specific quarter, the building owners cannot remove or modify the existing buildings without its permission. Therefore, it had to work quickly before losing the remaining built heritage. In regard to the issuing of new building licenses, Article 82 of policy No. 144 in 2009 stipulates,

“It is essential to go by the principles and specifications designed by the HQRC in case of new buildings, or modifications of existing buildings, or by designing any features and spaces as roads and pavements.”⁴⁹

The HQRC board exerted pressure on all governorates in collaboration with NOAH's members to finish designation by the end of 2008, in order to allow the board to start a national development scheme for historic and significant quarters. According to a personal interview with Mr Samir Gharib,⁵⁰ he stated that, *“Since the beginning of 2007 the governorates municipalities were supposed to work on the designation and listing of unique built heritage. But because these officials do not want the HQRC to have control in their areas, they did not finish this phase of work leaving behind the built heritage under continuous threat of permitting demolition or alterations, eventually, lose the heritage value forever.”* In parallel, the board members designed a new manual for the development of the historic quarters similar to the PPG 15 in England. The manual is in final draft form but has not yet been accredited by the Egyptian Parliament⁵¹. The major future challenge for HQRC is how to manage the development programmes and revitalisation in coordination with the other developing committees, local authorities, NGOs, investors and the public. Nevertheless, NGOs should play an ample role in persuading the communities and owners about the new policies and propose developments to respect the cultural heritage and the visual potential in collaboration with the private investors that have never had a practical opportunity to work in an existing urban development (CDCNH, 2007 online page).

⁴⁸ Historic Quarters Revitalisation Committee (HQRC), a member of the NOUH developing committees, having Prof. Salah Said Zaki as the president and other eight reputable members of different public universities specialized in urban development's and historic preservation.

⁴⁹ An important remark raised here, actually that there are other articles within this law which also focus on urban design principles, but it never went it more detail leaving behind many administrative actions concerning building licenses, advertisement permissions, street furniture, etc. at the local authorities stopped.

⁵⁰ An interview with the author was held on the 12th January 2009.

⁵¹ HQRC Manual, the proposed manual is included in the new national building code that is currently being discussed and accredited by the parliament to strongly emphasize the need for definite law protecting the unique urban quarters' preservation.

NOUH is considered one new active player within the developing process. However, some key players need to be brought into the equation in order to complete the overall picture of the involved stakeholders. Some, though, were inherited due to previous policies and others have the right to be included.

5.3 STAKEHOLDERS INVOLVED IN REVITALISING HISTORIC CAIRO

In order to study the effectiveness of policies and the implementation processes, it is vital to study the current players and their roles. There are four categories. The first is the Government official bodies; second are the developers and investors; thirdly, the international and foreign organisations, and finally, the community and social organisations⁵². The following table will demonstrate these four categories and some of their roles within the developing process.

Stakeholders/Key Players	Typology of Developments	Participation Type
A. Governmental Bodies / Official Administrative Organisations		
<ul style="list-style-type: none"> - Ministries (Tourism, Endowments, Housing, Internal Affairs, etc.) - Specialised Organisations - Governorate/Local Authorities 	<ul style="list-style-type: none"> - Infrastructure Developments - Housing Projects - Public and Administrative Buildings. - Services. 	<ul style="list-style-type: none"> - Planning, Design, and Implementation - Finance via the annual budget plan designed for ministries and the governorates.
B. Developers and Business Investors		
<ul style="list-style-type: none"> - Egyptian and Foreign Banks - Real Estate Investors - Private Sector Investors 	<ul style="list-style-type: none"> - Provide developments relying on maximum profit making more than social developments such as commercial buildings, medium scale industries, wholesale trade, and transportation services. 	<ul style="list-style-type: none"> - Banks Financings - Credit - Savings - Shares
C. International and Foreign Organisations		
<ul style="list-style-type: none"> - United Nations Development Program – UNDP - United States – USAID - World Bank – WD - United Nations Educational, Scientific and Cultural Organisations – UNESCO - Aga Khan Trust Commission - AKTC 	<ul style="list-style-type: none"> - Provide developments which encourage social developments with financial profits, such as Infrastructure development, historic building restoration, small craftsmanship development, and medical/ educational public services. 	<ul style="list-style-type: none"> - Finance and evaluation.
D. Community and Societal Organisations		
<ul style="list-style-type: none"> - Local community and residents. - Non-Governmental Organisations – NGOs - Private Charity Organisations. - Members of Parliament -MPs - Politicians and Significant Public Figures 	<ul style="list-style-type: none"> - Provide developments which have direct impact on the community, such as, Houses and social buildings, commercial and craftsman workshops development, social and communal activities. 	<ul style="list-style-type: none"> - Self-Finance - Shared-Finance
TABLE 5.1: REVITALISATION OF HISTORIC QUARTERS: STAKEHOLDERS INVOLVED		

⁵² See Table 5.2

The following section will provide an overview of some of the roles of the major key players and their shortcomings in the revitalisation process. This section will include some phrases of the current policies with relation to the international charters as a scientific reference. The main aim of this section is to carefully understand and study the public policy for further examination.

5.3.1 KEY PLAYERS WHICH HAVE JURISDICTION OVER CONSERVATION:

5.3.1.1 Minister of Culture

The Antiquities Preservation Act, No. 117 enacted in 1983, has granted the Minister of Culture jurisdictions and the right to make decisions. It also granted him/her the right to form special committees, to support the conserving of heritage in Egypt.

The Jurisdictions of the Minister of Culture

The jurisdictions of the Minister of Culture has been granted through Policy No. 117 enacted in 1983, of the Antiquities Preservation Act, and the President's Decree No. 82 issued in 1994, of the establishment of the Supreme Council of Antiquities. The controlling mechanisms and rights of the Minister are:

- **Monument registration:** Article (12) of the Policy No. 117 enacted in 1983 stipulates that the Registration of antiquities be by the Minister according to the board proposal.
- **Monument deregistration:** Article (14) of the Policy No. 117 enacted in 1983 stipulates, the Minister is responsible player in deregistering any antiquity according to previous board recommendations.
- **Arrange the easement⁵³ of monuments' neighbouring buildings:** Article (16) of the Policy No. 117 enacted in 1983 stipulates on the basis of a suggestion of the committee board, the Minister may decide the fair compensation, and arrange the appropriate setbacks of neighbouring buildings
- **Setting beautification lines for public places:** Article (19) of the Policy No. 117 enacted in 1983 stipulates that the Minister have the right to interfere in setting the beautification principles for cultural heritage areas.
- **Reject grant building permits on lands suspected of containing any antiquities:** Article (20) of the Policy No. 117 enacted in 1983 stipulates, no building permit may be granted in the monumental sites except by the Minister of Culture approval
- **The Supreme Council of Antiquities Presidency:** Article (4) of the Presidential Decree No. 82 issued in 1994 stipulates that the Minister should lead and form the Council of the Supreme Council of Antiquities.

The Minister should play a more strategic role in controlling the conservation development process from an upper hand point of view, rather than focusing on minor implementation decisions

⁵³ A definitive separation between monuments and their urban surroundings, according to the law of the Supreme Council of Antiquities specifies a buffer zone must not be around every monument as no development, nor should activities be constructed nearby. This law being applied will interrupt the continuity of the historic quarter's urban fabric and will block any new interventions willing to upgrade the area in total (El-Habashi and Abdel-Barr, 2006).

as those mentioned earlier. Nevertheless, this reflects a centralised approach toward management and problem solving rather than a strategic long term involvement focusing on economic regeneration.

5.3.1.2 Ministry of Endowments

The role of the Ministry of Endowments in preserving Egyptian built heritage emerged through Article (6) of the Antiquities Preservation Act, enacted in 1983. The article stipulates the subsidiaries of all Egyptian antiquities/monuments belong to the Antiquities Authority, unless the antiquity is an endowment. Many newspaper articles (Ahram Newspaper, 2004) referred to the contradiction and the administrative conflict between the Ministry of Endowments and the Supreme Council of Ministry of Culture in the efforts of conservation due to the problem of ownership and control over built heritage. Both authorities tend to develop according to their interest and without considering the other authorities' rights and policies.

5.3.1.3 The Ministry of Housing and New Urban Communities Authority

The Ministry of Housing and New Urban Communities Authority established an organisation known as the Executive Organisation for the Renewal of the Islamic and Fatimid Cairo neighbourhoods; however, this was terminated after seven years. It was one of the executive organisations working in the field of heritage conservation, and it is a subsidiary of the New Urban Communities Authority. Through interviewing the workers of that organisation, the study found that the original objective was to secure efforts to develop the areas around the monuments. However, as time passed, the organisation shifted to the preservation of single buildings, because either this was the only method of developing Historic Cairo or to acquire funds received from other organisations. According to these findings and specifically in policies' formulation and implementation relationship, Grindle's (1980) concept has been proven. The unsuitable internal behaviour of the organisation will decrease policies' implementation effectiveness and efficiency. On the other hand, there were several committees and sub-ministries of organisations established. Nevertheless, each worked alone without cross coordination with the Supreme Council of Antiquities or Ministry of Endowments to generate another communication conflict due to different institutional interests.

5.3.1.4 The Community and Societal Organisations

Many non-governmental organisations care for heritage conservation in Egypt; for instance, those generated from religious societies that care for their own built heritage, and other environmental protection societies. However, they usually face problems with the local authorities, apparently, because they are unsupported by any of the official key players or do not have proper and effective policies that could support their developing efforts.

5.3.1.5 Local Authorities

Local authorities' role to conserve the Egyptian heritage emerges from the Local Administration System Act which stipulates its role in preserving the state's culture. An example is the prime minister's decision, number 1353 issued in 1998, to form a committee to supervise the project of

revitalising Historic Cairo, including the local authorities and represented by the city governor, again demonstrating the centralised management system of decision making. The policy identified the members of the committee and the tasks required from each. However, the committee led by the Governor of Cairo only met once in three years before it was shut down (Stewart, 2003; Fouad, 2006).

The Role of Local Authorities in Heritage Conservation

The international conventions and treaties have referred to the role of the local authorities in the heritage conservation. For instance, Article 'E' of the Declaration of Amsterdam concerning the European architectural heritage (ICOMOS, 1975), mentioned:

"Local authorities, with whom most of the important planning decisions rest, have a special responsibility for the protection of the architectural heritage and should assist one another by the exchange of ideas and information."

In addition, Article 'H' of the declaration referred that,

"To help meet the cost of restoration, adaptation and maintenance of buildings and areas of architectural or historic interest, adequate financial assistance should be made available to local authorities"

However, there is no clear policy in which determines local authorities' role within the Egyptian local authorities' administration act. However, the local authorities conserve those areas according to the Preservation Act of Egyptian Antiquities, and each local authority is responsible for its jurisdiction area focusing on avoiding breaching of monuments and the management of quarter without economic regeneration and structuring.

According to the interview with the local authority chief (2009), the local authority is the body which conservation inspectors report to when a breach is detected on a historic building. Meanwhile, the local authority is the body which the Supreme Council of Antiquities resorts to in order to take the following actions:

- Setting limits to heights of buildings that are neighbouring the monument. The Supreme Council of Antiquities sets the surrounding setbacks and refers it to the local authorities for implementation⁵⁴.
- Halting any construction works in buildings neighbouring the monuments, in case these works would pose a threat to the surrounding built heritage.
- Adapting the environment surrounding the monument throughout the restoration process, by preventing trucks from passing through the area, or by changing traffic routes around the monument until the restoration work is completed.

⁵⁴ According to Policy no. 250/1990 issued by the President, the heights of the buildings surrounding the antiquities have been limited. Consequently the Supreme Council of Antiquities resorts to the authority of the local authorities to limit the heights of the buildings located in the area surrounding the monument, and forcing the neighbour of the antiquity to do the same.

However, after the conservation work has finished everyday trespassing and deterioration returns and continues within this fragile area due to the lack of local organisation for monitoring. Therefore, most of the local authorities' responsibility is to assist the preservation efforts within the area and avoid any breaching which could occur toward the monument. On the contrary there are no beatification efforts or street management because of the lack of funds, lack of street development plans, and the inadequacy of trained urban designers in local authorities.

The Role of Policy 106 in Heritage Conservation

The international conventions referred to the possibility of modern architectural annexing to historic areas, which should be studied thoroughly without harming the neighbouring built heritage. For example; Article (7) of the European Charter of the Architectural Heritage (ICOMOS, 1975), mentioned;

"...introduction of modern architecture into areas containing old buildings provided that the existing context, proportions, forms, sizes and scale are fully respected and traditional materials are used."

Also, Article (7) of Lahore Convention in Pakistan (UNSECO, 1980);

"the preservation of a certain antiquity requires preserving a worthy environment, the original environment of the antiquity should be maintained, no construction or demolition or modification would change the relationship between mass and colour should be carried out, when considering the possibility of constructing new buildings, the aspects related to material, characteristics, the outlook and measurements should be observed."

However, the Articles of the Building Construction Code policy No. 106 have not mentioned explicitly the mechanism of heritage conservation, except in terms of granting the local authorities the ability to reject issuing building permissions in some historic quarters. Article (7) of the policy says that the administrative body - referring to the local authorities' building permission planners - has the right to reject building applications in case the proposals are not adequate for building codes generally. However, it did not mention any specified requirements related to historic quarters – such as architectural style, material used, colour suggesting, etc., except in 1999, when policy No. 457 was established, to focus on such aesthetical elements. In fact, this policy came very late, at least 15 years after the UNESCO's declaration, and obviously focusing on physical conservation rather than sustainable revitalisation of quarters.

On the other hand, the international conventions regarding heritage conservation stipulated the necessity of imposing restrictions on the architectural character of construction in the historic quarter's neighbourhood. The Egyptian Building Construction Code has not mentioned these restrictions. Policy No. 106 has mentioned some monumental areas, and has imposed limits on easement, such as proposing that no construction is allowed around the monument within at least 50 metres. In fact, this gave no consideration whatsoever to the intact urban fabric. In addition, it neglected a lot of important monumental areas, and Historic Cairo is an obvious example which suffered from significant negligence in development and deteriorated due to the feeble protective policies.

5.3.1.6 The Supreme Council of Antiquities – SCA

The Supreme Council of Antiquities is the legal and practical responsible authority for the preservation of monuments in Egypt. The study will address the role of this organisation and some other authorities overlapping in the coming part. The study defines a set of responsibilities to preserve heritage in Egypt through field study and interviewing workers including conservationists in different places and positions of leadership, as well as other professionals.

Responsibilities of the Supreme Council of Antiquities

Studying the role of the Supreme Council of Antiquities is essential due to the council's importance concerning, and responsibility for, preservation. In addition, this will help to determine the shortcomings in its implementation system. This study will briefly highlight the policies of the council's establishment and funding on one hand and the activities it carries out on the other.

The political power of the Supreme Council of Antiquities results from the policies and the President's Decrees which granted the council its legal identity, such as:

- The President's Decree No. 2828 issued in 1971, of the establishment of the Antiquities Authority that stipulates the rights of the Antiquities Authority and grants the Authority its legal identity. Later on, all the Authority's rights and duties were transferred to the Supreme Council of Antiquities.
- Monuments Preservation Act, No. 117, stipulates the role of the Antiquities Authority in to preserve the Egyptian heritage.
- The President's Decree No. 82, issued in 1994, for the establishment of the Supreme Council of Antiquities.

The authority of the Supreme Council of Antiquities has been defined by Article (1) of Policy No. 82/1994, which stipulates the establishment of a public authority that has its legal character, to be based in Cairo and subsidiary to the Minister of Culture. The strategic goal is to contribute to the national guidance and to implement the responsibility of the Ministry of Culture regarding the Ancient Egyptian, Islamic and Coptic antiquities. The Council in so doing has been granted all the necessary funds and the right to perform all the decisions which enable it to realise its purposes; specifically:

- Plan the general policy of the built heritage, within general policy of the state, and coordinate the various activities of the organisations which are subsidiary of the Council.
- Issue the directions and the decisions necessary for preserving the antiquities of different ages, searching and exploring for them, encouraging excavation missions, establishing museums and organising their management.
- Responsible for listing/delisting monuments, - taking into consideration that this took place only for single entities not an entire district or a group of entities.
- Facilitate the study of art, culture, publishing and broadcasting for listed monuments.

The Council's board of directors is the higher authority that is dominating the affairs of the bodies affiliated to the Council, managing its matters, and proposing the general policy. The board has the right to set the organisational structure of these affiliated bodies. It is also responsible for future decisions like planning the financial budget and council income, and from a technical aspect, approving conservation plans, research and excavations; in addition, it holds local and international conventions for culture and entertainment. It also market's the Council's activities to raise appropriate funds, such as setting a pricing policy for the products offered, setting a price for the performance of services or the use of facilities, and policies related to gifts and exemptions. According to the Council's funds they are secured through the Government annual budget and the revenues from the services offered to the public. In regard to the conservation efforts most of its fund is secured through the aid from international organisations.

SCA Administrative Structure

According to Article (3) of the Supreme Council of Antiquities' establishment policy (1994, No. 82) the Council consists of three major sectors that deal with the Egyptian heritage. The Egyptian Antiquity Sector, Islamic and Coptic Antiquities Sector, both of which specialise in excavations, and the Projects Sector which consists of engineers who execute the maintenance and restoration tasks. Another important remark to make here is that there was a lack of a specialised sector concerning urban scale development. In fact, development of quarters was the responsibility of the city governorates and Ministry of Housing and Urban New Communities; therefore, no other authorities were involved, even if the quarters contained any built heritage. The Projects Sector oversees various engineering departments, such as the Self-restoration Department work on implementation. It consists of engineers with different specialisations, supervisors, and apprentices; however, it does not yet have any urban designers.

Activities and Deficiency of SCA

In order to study the techniques of heritage preservation within the Supreme Council of Antiquities there must be a classification of the activities which conserve heritage. The activities are defined through studying policy No. 117 of 1983, as it is the current and valid policy. The Presidential Decree, No. 82, of 1994, also defines the activities by the establishment of the Supreme Council of Antiquities. The studied activities are as follows:

Halt breach on monuments

International conventions and treaties have set boundaries in order to halt the urban sprawling from trespassing on the built heritage. Initially, there is a necessity of divisive policies to organise the protection of monuments from trespassing and private ownership, and suggestions are demanded from the specialists in order to protect the antiquities, taking into account the sacrifices of people with interest (Article 3, ICOMOS, 1931). Also, Article (18) of the Lahore Convention in Pakistan (UNESCO, 1980) states:

"The laws should be re-considered in order to be strengthened when needed to, and to be expanded, so that they apply to the historic towns and villages, and all the antiquities and sites. The application of the law should also be considered, by the introduction of appropriate penalties for trespassing."

Again this stipulates the promotion of preservation and protection laws along with increasing the penalties of breaching. Article (2.4) of the Burra Charter (ICOMOS/Australia, 1999) added, *“Places of cultural significance should be safeguarded and not put at risk or left in a vulnerable state.”* As for the Egyptian context, policy 117 (Article 13) stipulates that the registration of the monument, consequently follow some requirements, such as, the demolition of the property in a whole or a portion is unacceptable, and it is illegal to renew the property or change its characteristics in any way if not permitted by the SCA. The owner’s commitment to obtain a written consent or a refusal from the Antiquity Authority on any changes is within thirty days; this, however, offers a loophole within accepting any changes to the built heritage without specifying the degree of alterations. Therefore, there has been a high level of breaching, which gave the director of the SCA the right to demolish any breach or alteration without resorting to the court (Article 17, Policy 117, 1983). The policies explicitly mentioned that no buildings were to be permitted on monumental sites (ibid) and three kilometres away, referring to the ancient Egyptian sites located outside the inhabitant areas. As in the case of Historic Cairo, Article (29) of Policy No. 117 indicated that the easement boundaries are to be set upon site inspection.

We can identify that the logic behind the procedures for establishing the easement limits around the monuments is to ensure their safety. The easement is defined by forming a committee which heads to the location, and determines its length. Policies do not define the easement, so it is up to the discretion of that committee to specify it. The EAA defines a ten metre distance as a minimum easement between the monument and any neighbouring building. In fact, when any easement breaching of the monument occurs, the authority demands the trespasser to keep ten metres away from all sides of the monument. An informal system takes place to override this policy. The trespasser, who in most cases is the neighbour, complains to the Authority about the ten metres rule. That complaint is reiterated routinely until the sanctuary distance becomes two and half metres, and this habit is dominant and effective.

On the other hand, the ten metres distance is unrealistic and inadequate because it could easily destroy the historic urban fabric. Due to the large number of historic monuments within the quarter, the ten metres policy will certainly produce many urban gaps/lost spaces which will eventually result in the loss of the sense of place which has survived for several years. Accordingly, policies were not based on scientific research and misinterpreted the essence of urban design development.

On the other hand, when the question was raised about the reason for this decline in the Authority’s stance, the comment by some officers (2008) in the Authority was that *“there should be a kind of sympathy with the citizens, whom their land was robbed, because the compensation is unreal and has lengthy procedures.”* This reflects the problem of compensating citizens for what is taken from their land. Although the Policy No. 117 Article (16) stipulates fair compensation for setback right of the monument, it does not mention how this could be accomplished. Policy No. 117 stipulates that compensation should be estimated by a committee formed by the decision of

the minister competent of culture affairs, with which the board of directors of the Antiquity Authority agree on. Nevertheless, there was no specific formula or equation for calculating the compensation value⁵⁵. Indeed, the proper basis for the compensation value to be agreed upon should either be the market price or by a public solicitors, but unfortunately this does not take place and it is left to the officials and local authorities to decide the compensative value.

Apart from how appropriate the two and a half metres are, it is inadmissible to do any digging for new building foundations next to the foundations of a monumental building. However, the system for determining the limits of setbacks between the monument and the neighbour is considered deficient and demands more consideration from either scientific research or other policies.

Generally, several factors combined have led to the defect of the articles in relation to trespass on the monument. These policies, such as the Protection of Antiquities Policy No. 117, ministerial decisions, military provisions, Local Administration System Act no. 43 of 1979, and the Policy of Building Construction Code No. 106 of 1976 and its amendments, in addition to the articles of civil law and judicial procedure. All have been weak and unsupportive in protecting the built heritage from continual deterioration. Specifically, there is no clear provision in policies that defines the limits of setback with the monumental building, and it is up to the committee to define the setbacks. For instance, there is no provision on how to judge the committee which determines the limits of setbacks with the monument.

Despite the legal provision in Article (17), the demolition of the breaching actions without resorting to the judiciary, remains the condition that the head of the Authority must arrange through administrative means and after the approval of the Permanent Committee. This is considered as a negative mechanism which opens the door for more prolongation, which is in the interest of the offender, to give him the opportunity to halt the demolition, according to the amendments of the law.

Maintenance and restoration work

Articles 30, 11, and 13 of Policy No. 117 (1983) stipulate⁵⁶ that the SCA is the responsible body for maintenance and restoration efforts. In addition, the authority has the right to commence maintenance work at any time. Despite this, some monuments were restored earlier by international organisations under the supervision of the SCA, but they are deteriorating due to improper reporting and periodical physical checking, such as the *Bazaraá* Marketplace in Gamalia Quarter. The monument was restored between 1997 and 2001; currently it faces serious groundwater problems due to the improper drainage and lack of sea-water cement fillings. Thus, the water is again seeping into the foundations and walls causing the limestone to become fragile

⁵⁵ In fact, compensation was an act that goes back to the early of the twentieth Century, in 1938 the EAO bought for the Egyptian Government *Al-Suhaymi* House from Mr. Ahmed Amin *Al-Suhaymi* for 6,000 L.E at that time (Hilal, A. S. *Al-Suhaymi* House, and Ahram Newspaper in 19/10/2008) and this was a medium figure for an inherited house.

⁵⁶ In order to check the different policies, see Appendix C-2.

and weak (Supreme Council of Antiquities officers, 2008). The problem here is that the Supreme Council of Antiquities should have considered such environmental problems before the implementation of any restoration activities, because the monument's ground floor's base will have to be restored again, and this is considered as misuse of resources. If the Supreme Council of Antiquities is the responsible agency for monument preservation then it should have previously consulted a specialised restoration agency with proper scientific research to avoid such serious problems.

Registration of monuments

Articles 12 and 26 of Policy No. 117 stipulate that the SCA is responsible for single monuments' registration and any other activities related to numeration, mapping, and recording. The study found out that most of the monuments' registration policies only focus on single monuments, not a group of monuments or urban quarters, which emphasises that the objectives of these policies have not focused on revitalising historic quarters, but of safeguarding the monuments whilst neglecting the surrounding built heritage and needs of the local communities.

Inspection of monuments:

The monument inspectors and guards must inspect the monuments located in the area assigned to them every morning. The inspector dispatches the guards to make sure that there is no direct or indirect trespassing, and then the inspector starts his or her own inspections to make sure that the guards have done their job. The guards must not be allowed to inspect the antiquity area alone, in order to prevent the guards being exposed to bribery (Policy No. 117, 1983).

Specifically, we found that there is a fear that the guards assigned to inspect the monument might be bribed. The Antiquity Sector resorts to another mechanism in order to stop the administrative corruption. The mechanism is to change the inspection team every six months. The purpose of that mechanism is to prevent the inspection team from having the chance to establish relationships at the assigned area. In addition, SCA engineers (2008) added, *"Assuming that someone – probably a citizen – tries to elevate a building higher than the monument or tries to build it adjacent to the monument, then, he/she must have a license obtained by the local authorities, and in most cases they do not. The inspector might disregard the construction until the building is built, and then the problem is transferred to another authority, plus the SCA cannot force him to demolish."* Therefore, clearly, we are facing a negative system which is legalising the offence. Although Article (17) of Policy No. 117 stipulates the right to cease any breach on or around the monument. However, the major problem is that the inspectors do not undertake their work properly; the engineers (2008) added that: *"The inspector when allocated sends all the new monitoring letters, which have been sent already regarding the monuments, and the new inspector resends them again to clear his responsibility but astonishingly, we found that there are some antiquities that have not been opened for 9 months and have perfect monitoring reports."* The argument here shows that the inspection of the monuments is false, and that the antiquity is just being inspected from the outside. There is no real visit to the interior; therefore, the level of maintenance work required for the monument cannot be determined. Finally reflecting the deficiency of the

monitoring inspection mechanisms, more breaching is evident, and eventually causes urban deterioration.

Adaptive reuse reality and uncertainty

The conflicts of ownership between the SCA and the Ministry of Endowments resulted in an increase of monument deterioration. For example some monuments were surrounded by ground table water from all sides, such as the Northern walls, the gates and the *Tale'a* Mosque in the Darb Al Ahmar quarter. Others have become garbage dumps, and a large number of them are being used in various polluting industrial and commercial activities. Therefore, the study first seeks to recognise the role of the international conventions and treaties in determining how to reuse built heritage, followed by the identification of the reality of adaptive reuse by the Ministry of Endowments. International conventions and treaties have focused on determining how to reuse the built heritage, or to preserve the original function and to prevent it from misuse. For instance, Article (3) of the Athens Charter (ICOMOS, 1931) recommended that occupation of built heritage should be sustained or used in new functions that respect the form and appearance. Meanwhile, this approach will serve the economic regeneration of the historic quarters. As for Article (5) of the Venice Charter (ICOMOS, 1964), it focused on the fact that the proposed uses should be socially oriented to serve the local communities, and with minimum changes so its intrinsic value is not affected.

The Lahore Convention in Pakistan (UNESCO, 1980) stated that the preferred conservation of monuments is always through re-use, while considering the internal decoration, Islamic ethics and relationship within their surroundings in case their functions are changed. This is the case in Historic Cairo, where most of the adaptive reuse attempts have followed this approach.

Speaking about the reality of reuse, the Chief of Islamic and Coptic Antiquities Sector (Ahram Newspaper, 2004) of the SCA revealed that the cases of breaching on the monuments that are not approved by the Ministry of Endowments are demolished immediately. However, the monuments which follow the Ministry of Endowments guidelines are only approached with consent from the same Ministry. The aim of the original owners of the buildings in the middle Ages was to pass on their buildings to a safe and secured organisation after their death, in addition to guaranteeing the function of the building to continue after their death. That is why original owners built a range of shops within the monument to secure continual finance for the buildings' survival. All the functions were with the buildings and residential quarters, such as shoe/clothing repair shops, groceries and pharmacies, which are considered a steady source of income. In addition, they do not pollute the area or cause any harm to the monument itself. However, overtime, the activities changed and the Ministry of Endowments started to agree on any activity to be replaced without taking into account the conditions of the building or any environmental measures, as it was not its specification to do so. Article (6) of Policy No. 117 of 1983 states that, a monument is considered as public money unless it is an endowment. This raises the dilemma surrounding, and the cause of, deterioration. The most strikingly problem is that only 10 per cent of the monuments belong to the

SCA, while 90 per cent of them belong to the Ministry of Endowments. While demolishing breaches, surprisingly, most of the official documents state that the tenants rented these places from the Ministry of Endowments with an automatic renewable lease, although Policy No. 457 (1999) forbids it. Eventually, this demonstrates another dilemma caused by contextual pressures. Between formulation and implementation of policies, there are certain policies which contradict one another; and other policies can stop authorities from controlling any breach or unwanted activities, misleading the revitalising process as a result.

In response to the opinion of the Ministry of Endowments, the Chairman of the Board of Directors of the Egyptian Endowments Authority said, *“There is breaches, but as old as time, and all we can do is to try to terminate these contracts and not to renew them, or to give these people alternative housing or places. As for new contracts which the Ministry receives, they will be immediately rejected ... There are no new contracts”* (Ramadan, 1998). Therefore, it is essential to enact a policy forcing tenants of the built heritage to preserve these buildings and to prevent them from misusing the built heritage; however, this has never happened. The only policy which could have engaged this problem was Policy No. 457 (1999); however, this policy tried to control the aesthetics dimensions and prevent unwanted activities only on the people or residents, but failed to mention the Ministry of Endowments as well. In addition, Aalund (2005, p.9) mentioned: *“The Ministry of Endowments in particular has a great significance ... is a key shareholder in any sustainable effort for preservation and enhancements of the heritage, but so far this ministry lacks competence and interest in building restoration and urban improvement.”*

Generally, the amount of monuments’ adaptive re-use under the supervision of SCA is minimal and seems to be unplanned. For instance, the Minister of Culture was interviewed by the Ahram Newspaper in October 2008 and stated that, *“Historic Cairo contains 313 monuments consisting of houses, markets, schools, and hospitals ... and that all should be reinvested again after restoration.”* What is astonishing is that the Minister mentioned the names of several monuments that are being adapted without mentioning the new use for any of them, following several visits to the Gamalia quarter after Muizz Street’s revitalisation project was implemented. Only three monuments were adapted. The *Sabil* was converted into a fabric museum, a *Wekala* (which is a merchants’ market) was converted into a small artefacts workshop market, and a regular 1960s building was converted into a three star hotel. This is a very low rate of built heritage adaptation in relation to the amount of newly restored monuments.

Supreme Council of Antiquities Workforce

The crux of specifying the adequate job specialisations within the SCA is to investigate a problem which appears inside the organisation for the engineers on one hand and the archaeologists on the other hand. The engineers are appointed regardless of whether they are architects, or civil, electrical or mechanical engineers, they are classified as engineers which will allow them to perform any kind of technical task. Unfortunately, this is because of the unclear specifications needed for the job requirements in the Act of Planning for State Employees (Act 47, 1978). In

addition, the absence of a clear term in the act of Antiquities Authority, Policy No. 117 (1983), or even the SCA Establishment Act to specify the qualifications of the employees working in the Council. For instance, the monument is dealt as a building first. Moreover, the matter is up to the administration of each sector. Some of the SCA engineers (2008) stated:

“After the engineering administration determines the volume of the project, it will send at least one engineer regardless his/her specialization: architect or civil to observe.”

As a result, there is no difference in charging an architect or even a civil engineer to supervise restoration duties. This certainly leads to complicit in activities that they are not adequate for. It is suggested that an executive regulation is issued to determine engineers' specialisations and qualifications generally to ensure that those who undertake the work have the appropriate skills.

The lack of capacity for determining the job qualifications of the architect and the civil engineering through the Act of State Employees System found that there is no problem in performing the work on monument conservation collaboratively, without having to specify each one's role and tasks. However, because the background of the archaeologist is very different to the background of a civil engineer, it is particularly difficult to appoint the same task for each. In addition, there is a huge problem by appointing with the same occupational degree. For instance, the archaeologists and engineers in the *work acceptance committee* are not experienced enough to monitor and approve the work done. Sometimes in other cases the architect starts off as a civil engineer and vice versa. In other cases, an archaeologist specialised in Ancient Egyptian archaeology receives Islamic site tasks. This dilemma leads to a decline in the quality of the restoration which is noticed during the final approval of the task done. Due to the lack of proper knowledge, it will be accepted, as in the case of the Great *Azhar* Mosque which was delisted from the UNSECO due to improper restoration techniques. Therefore, the UNSECO proposed to prepare a 'Restoration Manual for Historic Monuments in Cairo' including accumulated experiences for future uses. It has been refused due to the unrealistically high costs suggested by the external consultant (Aalund, 2005).

This problem has been flourishing for several decades and has never been resolved. For instance, Ramadan (1998) in *Gomhuria* newspaper stated: *“When Abdallah El Attar, Chief of the Islamic Antiquities, was interviewed concerning the restoration efforts in Historic Cairo, he confessed clearly that he does not know anything about these monuments or even the places they are located at. Plus, all what he knows is how the restorations take place, what are the materials used, and the amounts needed.”* In addition, when Al Attar was asked about the number of monuments he was responsible for, he was unable to quote a figure. The journalists ended up by arguing, how could we be sure that this huge development at Historic Cairo is going perfectly if the people in charge do not have an idea?

The study reveals that there is a need to determine the qualifications and experiences of the people in charge of the actions taken by the SCA. There must be a policy to oblige the specialised

assistance in the consultant office to perform conservation activities in partnership with the SCA, in order to supervise the implementation of the council's workforce and its implementation.

Building Construction Policy

The issuance of some ministerial decisions which prevented the demolition of the violating buildings built before the military court order, gave permission to retain these buildings in the case that they were of safe construction (6/1997)⁵⁷. The sentences imposed by these military court orders were reduced from hard labour imprisonment to interim labour with a fine, and did not order the demolition of breaches (order numbers 4/1992 and 7/1996). This is an example of yet another contradicting situation, because the Antiquities Protection Act (117, 1983, and Articles 43 and 45) explicitly state that any breach or change of use⁵⁸ in monuments will be penalised with one to two years imprisonment or a 500 L.E pounds fine⁵⁹. Therefore, policies in Egypt usually contradict because most of the policies, disregarding their age and specification, could be used in all cases, even if it concerns revitalising historic quarters.

On the other hand, if the long bureaucratic administrative procedures⁶⁰ prescribed by policies for the breaches' demolition gives enough time for the violated building to be built, then it is difficult to demolish according to certain amended policies especially if it is being occupied. In addition, policies included some errors for setting construction conditions; for instance, in some historic quarters building codes are similar to some other areas without considering the special architectural features and the sense of place. The policies have not even mentioned the existence of a body which inspects the construction work department in the municipals and keeps it under the control of the local authorities. Therefore, building applications in the historic quarters did not follow specific criteria and were primarily based on the owners' preferences, without respect for the surrounding context, and this contradicts with policies 257/1980, 250/1990, and 457/1999. These policies explicitly stated that the new building proposals in the historic quarters should respect the contextual surroundings and character. However, if the policy exists in the system, then the main problems are both how to implement these policies and who will implement them (local authorities) and whether they were equipped with the proper human resources.

⁵⁷ These military court orders were appropriate because there was a national housing problem, and people tend to build their houses in squatter areas, disregarding the fact that any government land is officially under the control of the army's supervision, and that any breach will be considered as an act against military properties.

⁵⁸ In the Antiquities Protection Act, adaptive re-use was considered as an offence and should not have been done at that time.

⁵⁹ This is a small fine in relation to the offence and not adequate to the years of prison, and this help breaching.

⁶⁰ Concerning the role of legal procedures, there are some problems which basically rely on the legal system applied; for instance the backlog of cases and delays in adjudication because the General Attorney which is responsible for considering the construction breaches is also considering at the same time thousands of other different cases. Prolonged judicial proceedings, as a case, may be considered in the Experts Authority of the Ministry of Justice for two years or more, due to the limited number of expert engineers, and the lack of potential for a case study. Moreover, the lengthy period of time that the security study by the police takes, helps in stabilising the offence.

5.3.1.7 International and foreign organisations⁶¹

Since the shine of Egyptian built heritage, many non-profit foreign organisations have shown concern about coming to Egypt to restore many Egyptian monuments. Those bodies benefit from trying their techniques in the science of restoration. The special nature of the Egyptian heritage has helped to attract lots of foreign authorities and missions to execute restoration of residential buildings, mosques, hospitals, etc. Policy No. 117, concerning monuments protection, has outlined how to deal with foreign missions in some of its Articles (21, 23, 33, 34, 35, 36, 37 and 38).

Articles 34, 35, 36, and 37 of Policy No. 117 of the year 1983 concerning monument preservation set out how to deal with foreign organisations, and how to give work permits to the foreign organisations for digging and excavation works, with correct control and management. However, these Articles did not discuss the role of the international organisations in preservation and restoration works, or how the Antiquity Authority can supervise them. This shows the incapability of the role of the policies to control the process and machinery of the foreign organisations.

The Department of the Foreign Missions was a part of the Antiquity Sector. Then it was transferred to the Projects Sector after the 1992 earthquake due to the large amount of physical conservation being introduced in Historic Cairo. The role of the Project Sector department is to observe the progress of work in the sites. The SCA supervision team consists of an architect or a civil engineer who visits the site periodically, and an archaeologist, who remains on-site permanently. The role of the supervision engineer is to observe the restoration works and prepare regular reports on the mission's work type. It is also to inform the Foreign Mission Department of any mistakes or identify any mission's faults that may reach to terminate their work. For the resident archaeologist, his/her role is to permanently observe the mission's activities, record its discoveries and progress, and to write reports on the outcomes. However, according to the SCA officers (2008), the physical conservation accomplished by the foreign missions was experimental; however, for the Egyptians it is safeguarding the country's heritage. If the foreign experts excel in their knowledge of modern sciences and appliances with dealing with the monument, then this is for the good will of research and study. On the other hand, this is a field of experiment that none of the developed countries will allow in protecting their built heritage.

⁶¹ Several cooperation agreements between the consultancy agencies helped in the preservation of heritage in Egypt. An example of these agreements is what has been achieved in cooperation between some specialised university professors, the German Association, Goethe-Institute and the American Research Centre. These organizations meet with the people to preserve their buildings and private residences, which are of value and architectural distinctiveness. A group of these houses are located in *Al-Mahgar* Street at the citadel area, which have already been maintained and restored. The most famous of these houses is the '*Sukar* House' which has been restored in two phases: the first was in 1994, to strengthen and renew the facilities. At the forefront is the sewerage network which was completely changed in all the floors of the building as its inefficiency had a tremendous impact on the safety of the house. Then the second phase of restoration included the rest of the elements and the front facade of the house, which contains rich elements, such as the openings, oriels and balconies.

5.4 CONCLUSION

This chapter attempts to answer the first research question concerning who are the major key players involved in the Revitalisation of Historic Cairo process. After the misleading policies implemented during the twentieth century, the Government has finally started introducing several centralised conservation organisations. The aim of these new organisations was to solve a number of problems, such as the lack of coordination between Government authorities, the struggle over powers and funds, and the distribution of responsibilities. However, the outstanding problem that has never been engaged properly is ownership, because most of the built heritage within Historic Cairo belongs to the Ministry of Endowments and is not transferable to the Ministry of Culture, which means that the aspect of control and adaptive reuse is not being adequately addressed. On the other hand, the Government took further steps by introducing the National Organisation of Urban Harmony (NOUH) to be the first organisation which focuses on urban scale developments rather than single monument conservation. Despite NOUH, administrative corruption and inadequate human resources have stood against its enormous efforts concerning urban designation and revitalisation.

On the other hand, the chapter grouped the major key players into four categories: Governmental Institutions, Developers and Business Investors, International and Foreign Organisations, and Community and Societal Organisations. In relevance to the study of policies toward these stakeholders, it has been revealed there had been a lack of policies supporting both the societal organisations and developers. Moreover, those groups were not involved in the decision making process nor the implementation phases. At the other end of the scale, there are another two major Governmental organisations, the Supreme Council of Antiquities and the local authorities which are the major managing key players in Historic Cairo. Nevertheless, each organisation has its own deficits; for instance the local authorities are not well equipped to serve the programmes implemented, and the current policies did not specify the appropriate role except for monitoring the breach of a monument. The Supreme Council of Antiquities also encountered problems related to the specialisation of employees – lack of urban designers - and their degree of involvement, and the lack of an urban development department. In addition, most of the developments proposed focused on physical conservation rather than economic regeneration and sustainable urban revitalisation, explicitly contradicting with the international organisations' recommendations which mostly encouraged comprehensive development approaches.

CHAPTER SIX

HISTORIC CAIRO CASE STUDIES

6.1 INTRODUCTION

This Chapter will discuss Historic Cairo's revitalisation experiences by demonstrating two major case studies. The case studies chosen will briefly be described, and in later stages a comparative analysis is conducted and supported by the qualitative feedback and quantitative results surveyed. Historic Cairo is the centre of one major metropolitan city in the world, with a size of 3.8 km², surrounded by its surviving great ancient walls and citadel. This great city is well known for its history and high population which requires sustainable development and change to meet the requirements of localisation and globalisation. This historic city has been in the sight of the Egyptian Government for the last 30 years in relation to the need for conservation development. In contrast to the rest of the city, Historic Cairo was losing its residential population and rather being replaced with squatter housing, unwanted activities and polluting industries. Stewart (2003, p.140) even added: *"The population reduction in the core is a result of more affluent members moving out to peripheral areas. Residents remaining in the core may be those least able to invest in the upgrading or maintenance of their properties which eventually leads to a loss of its cultural and ancient identity."* The historic central spine, *Muizz Street*, which is approximately 2.5 km in length — and connects the north and south, longitudinally bisects the historic city. One of the most important features of this street is the identity and essence of each zone changes, based on the different kinds of trades, which offers a sense of variation along *Muizz Street*. The dense urban fabric and the strong street closures also enrich the sense of place due to the monumental built heritage on both sides⁶².

⁶² See Figure 6.1

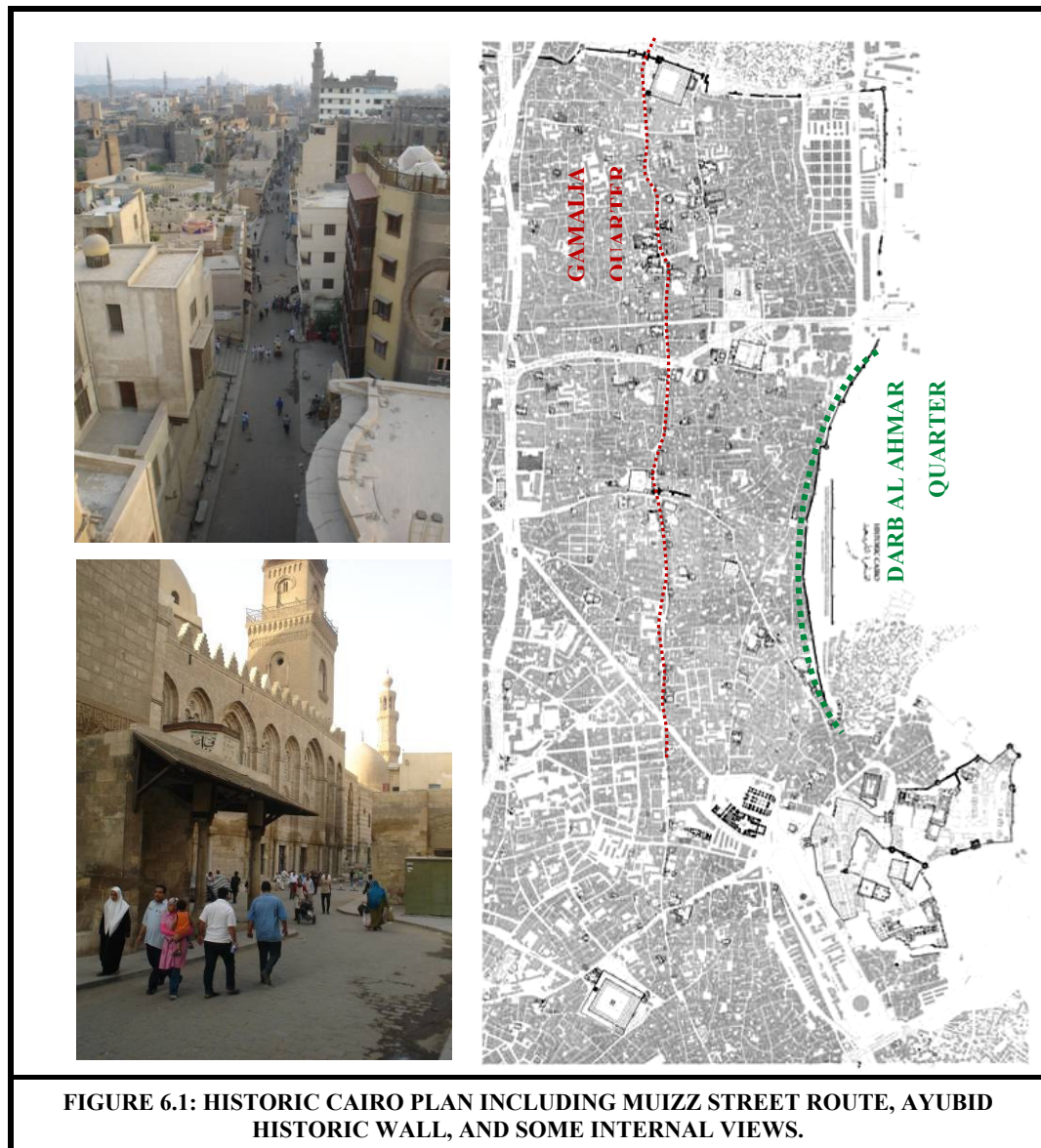


FIGURE 6.1: HISTORIC CAIRO PLAN INCLUDING MUIZZ STREET ROUTE, AYUBID HISTORIC WALL, AND SOME INTERNAL VIEWS.

As mentioned earlier, up to and during 1970s, Historic Cairo had not experienced any urban regeneration, as there were few policies for controlling and managing these historic quarters. In the 1980s, the UNESCO declared the medieval quarters of metropolitan Cairo as a World Heritage Site. From that date the study reports, conservation plans, research, and financial aid have begun to solve the different dilemmas within these historic quarters.

The study will focus on two major case studies – i.e. UNESCO defined zones earlier – which are similar in size and number of built heritage contained. In addition, both cases have been proposed and commenced for development during the same period, to manifest that they have followed the same policies, regime, and key players of that time⁶³. Both cases contain similar urban and

⁶³ The system followed when choosing the case studies is based on Przeworski and Teune (1970), who identified two types of a comparative research design being either a most similar system or most different system to reduce the number of uncontrolled variables. The main idea is to choose case studies which have most features in common; and on the other hand test the desired variables (revitalisation dimensions).

aesthetic settings such as narrow alleys, clusters of monuments, scattered open spaces, and high-density trading environments. These cases also have similar socio-economic conditions due to the similar activities that take place within each quarter. The difference between both cases is that they have been proposed by two different conservation organisations, as follows:

- Rehabilitation of Historic Cairo; Gamalia Quarter and *Muizz* Street by the United Nations Development Program – UNDP – with the Supreme Council of Antiquities partnership in 1997.
- Revitalisation of the Darb Al Ahmar; Darb Al Ahmar Quarter and *Darassa* Hills by the Aga Khan Trust for Culture – AKTC – in 1997.

The following section will demonstrate each case study's objectives and goals, and implementation visions⁶⁴ respectively.

6.2 REHABILITATION OF GAMALIA – UNDP AND SCA, 1997

In 1997, the United Nations Development Program began with the cooperation of the Supreme Council of Antiquities within the Ministry of Culture. The cooperation office was established in 1996 to prepare three basic components. The first was a rehabilitation plan, incorporating a framework plan and a series of packages for funding and procedures in addition to the recommendations for a legal authority to implement policies. A wide range of consultants and professionals, who provided the proper surveys and information, commissioned the project proposed. The project had to provide two demonstration projects which were also commissioned to examine specific areas in detail and make recommendations for future actions.

The rehabilitation project focused on Cairo's Islamic and Coptic heritage, with an area of 3.87 km², and in excess of 310,000 inhabitants, extending from the Northern gates to the citadel from the south boundaries, including the main axis of Historic Cairo. During that time, uses have transformed from residential into industrial, to reduce the economic benefits of its heritage. This has resulted from demographic factors such as the rapid decline in the number of residents, due to the poor quality housing stock and the increase in overall land prices, in addition to the inadequate infrastructure and the absence of a national policy to secure tenants. Generally, the living conditions and quality were deteriorating rapidly; add to this the increase of polluting crafts workshops, metal welding, aluminium and copper smelting, timber yards, marble cutting and car repair yards, and the result was that, solid wastes, noise and visual pollution increased quickly and negatively affected all users, buildings, and monuments distributed in the urban historic context. The studies prior to the projects revealed that there was a lack of a financial framework for the protection of the surviving built environment.

⁶⁴ In order to achieve an effective comparative analysis between the different cases, an individualising comparison type will be used. According to Pickvance (2001) this involves discovering how different the cases used are; that it is important to grasp an accurate description of the specificities before the comparison takes place, and to ensure that the cases are dealing with the same phenomenon.

On the other hand, the tourism potential had yet to be fully exploited in Historic Cairo. Even after all the deterioration that had invaded the historic core there was some limited tourism activity relating to the restored monuments and souvenirs and gift shops which were centred in *Khan El Khalili Suq* – market. Nevertheless, the earlier studies revealed that a lack of urban management had led to more physical corruption within the area. Therefore an institutional paralysis occurred preventing it from finding and gathering resources.

6.2.1 REHABILITATION OF HISTORIC CAIRO PROJECT OBJECTIVES

Generally, the aim of rehabilitating Historic Cairo is to preserve and respect its urban heritage and improve the quality of life of its residential communities. Sutton and Fahmi (2002) comprehensively explained the project's vision which was to advocate a tourism-based rehabilitation. This was to be obtained by restoring and re-using monuments in order to increase the tourism business in the area and remove any squatter activities within and around the monuments. On the other side, the plan also advocates community-based rehabilitation to give more attention to the residents especially the poor. The crux was to improve the local residents' housing and empower the local community by advancing their education quality and labour skills, built environment, and improving the local social services by re-using the restored monuments.

Accordingly, the studies proposed for rehabilitating Historic Cairo required the formulation of a framework plan which fulfils revitalising approaches on a sustainable basis. The framework plan identified nine clusters, each with a focus on rehabilitation, revitalisation and conservation activities. The framework started the rehabilitation process by developing the main heritage spine as an economic revitalisation entity of the area, then focusing on the sides to provide more housing investments to serve the local poor communities. Specifically, the plan's mission was to improve the accessibility in Historic Cairo while respecting the organic nature of the project area without any dramatic changes to the environment, and depending on the main four routes surrounding the whole historic core.

The rehabilitation policies founded within the framework plan encouraged heritage preservation, environmental and transportation development, infrastructure developments, socio-economic aspects, land and housing requirements. The study mentioned that the combined resources should be managed in a sustainable methodology to serve the tourism and housing markets. The study also highlighted having adaptive reuse of the restored monuments to serve the public and private interests. To attain this; the study relied on the Supreme Council of Antiquities to update the heritage buildings' index. Moreover, the framework added an essential policy in which all monuments' ownership should be transformed to the Supreme Council of Antiquities. The report suggested paying the original owners the same value of land outside the historic core – in this case, the Ministry of *Awqaf* (endowments) – to be able to restore the rest of the monuments and preserve the surrounding buildings to sustain the dominant characteristics of that area.

Another major objective is to upgrade the built environment and reduce pollution, particularly from the wastewater and solid waste produced by industrial workshops and traffic. This could be achieved by relocating these small industries to different places outside the historic core, in addition to limiting the number of vehicles entering the historic city and encouraging the use of trolleys and alternative human transportation systems.

The project intended to empower the local communities to participate through the different assignments of grants, and encourage NGOs⁶⁵ to contribute more in educational and awareness programmes. Later, NGOs were to increase their participation by including training programmes for traditional handicrafts in order to improve local skills and reduce unemployment rate. The project also encouraged allowing community leaders to become involved in social service projects and more small businesses to increase employment, but unfortunately the proposal did not clearly define the community leaders' framework. Another socio-economic objective was to improve the housing policy in terms of health, safety, affordability, and accessibility, and develop vacant land for more residential uses. This is to meet the demand for the restoration of the existing housing facilities going back to the nineteenth century.

6.2.2 REHABILITATION OF HISTORIC CAIRO – URBAN DESIGN POLICY

According to the geographical distribution of the clusters and the economic hierarchy suggested, the urban design policy started to recognise the development by starting from the main spine – *Muizz Street*. This spine which connects the northern and southern boundaries was full of activities and businesses, and partially divided into smaller districts in respect to the dominant activities and business inherited from the old days. The plan proposed was to create a large plaza around the *Al Azhar* mosque and provide an underpass for traffic to preserve the continuity of *Muizz Street*. The spine route was proposed to become pedestrians-only during specific times, in addition to the appropriate treatment of road surfaces and street furniture. Paving was recommended to be simple to express the urban quality and preserve its irregular planning pattern.

In parallel to the physical development of the street, there should also be development concerning the specialised markets. This could be accomplished by allowing more activities to be located in the restored historic monuments adding more open spaces and some covered markets interlinked with the major tourism market – *Khan El-Khalili* – and the main spine.

Eventually, the project stated that each of the nine clusters should have its own design plan proposed from different consultancy agencies, and coordinated together; later two demonstration projects took place. These two projects were assigned as part of the projects' detailed analysis of Historic Cairo. The first project focused on the *Batniya* area behind *Al Azhar* mosque and the *Darassa Hills* – known as the *Azhar Park*. Its aim was to propose an implementation plan for the

⁶⁵ This is considered the first time that non-profit organisations have been encouraged to take part in the upgrading of the Historic Cairo process, and in my opinion, NGOs should start to take over the role of the *Shiekh el Hara* and start connecting with the people; not in the sense of individuals but in a sense of groups.

community-based rehabilitation beside the historic wall and the park. The second demonstration project targeted the Gamalia Street District at the eastern northern zone of Historic Cairo. It had three aims: one of them was to upgrade the area, the second was to implement a land use plan plus develop two *wekalas* and the third was to address specific activities of mobilisation and community participation for the area's revitalisation. However, because the Darb Al Ahmar development was conducted by the Aga Khan Foundation, the demonstration project took place separately without the supervision of the UNDP framework. Unfortunately, the *Gamalia* Street demonstration project suddenly stopped at the plans and paper stage due to the fact that no conservation agency adopted it for implementation, until when SCA started reconsidering it in 2010.

In order to be more specific in this exploratory research it is essential to clarify the different objectives stated in the UNDP report for a precise evaluation methodology toward the results and outcomes. According to the Framework Plan (UNDP, 1997, pp. 46-51) a set of planning themes have been stated to focus their resources ideally:

- ***Realising urban integration:*** Distribute activities within the historic zone in order to achieve integration and complementation with the surrounding areas.
- ***Flexible distribution of uses and activities:*** Assign proposed activities – tourist services, shops, housing, lodges, workshops and offices – to certain spaces or buildings through community participation and interested parties. This should take place through implementing urban policies and facilitating the process of community meetings and feedback.
- ***Improving accessibility:*** The road networks will be categorised according to hierarchy and re-use, taking into consideration the size and the community being served without any physical changes to the urban fabric.
- ***Urban form:*** To locate different types of interventions within each zone proposed while respecting the dominant activities, architectural quality and the sense of place assembled through time.

6.2.3 THE REHABILITATION OF HISTORIC CAIRO – IMPLEMENTATION POLICY

The Framework Plan had focused on rehabilitation practice through certain physical aspects that should be developed (1997, UNDP, pp.52-55). For instance:

Heritage preservation: The fundamental vision was to address the built heritage as crucial resources that should sustainably be managed by first, eradicating damage; second, working on the monuments' ownership and trying to categorise them according to importance; third, terminating any monuments or built heritage lease to ease control and development implementation, and fourth, encouraging rehabilitation of non-listed buildings. Further aspects of the vision were to preserve the aesthetic measures of the historic quarter by developing the buildings' organisation lines through digitised maps, enforce a maximum building height for the quarter, encourage buildings to include courtyards and introduce contextual facades designs in new buildings.

The built environment: The vision was to develop the whole built environment, such as minimising the industrial workshops and relocating them outside the historic core, then converting the empty space to other businesses. Moreover, it was planned to the vehicular traffic entering the area and encourages non-motorised systems; and improves solid waste management by introducing effective collection points and proper bins.

Traffic and road network enhancement: The vision aimed to improve roads by widening them appropriately and applying useful ground coverings, using appropriate vacant plots for parking usage, and improving the street signage; in addition to reducing vehicle access to the area and applying certain times for vehicle usage in order to reduce pollution.

Infrastructure development: The main aim is to develop the water supply and sewage systems to improve the overall services for inhabitants and users.

Socio-economic aspects upgrade: The proposal here promoted the empowerment of the local residents by assigning proper grants for NGOs to establish literacy fighting programmes especially for women, and facilitating traditional handicraft educational programmes. The proposal intended to allocate different funds for local residents from the national Social Fund Programs to encourage them to refurbish their houses. It also aimed to encourage private investor finance and to implement social services to ease agreements with the local communities.

Vacant land development: The objective is to develop the vacant plots in a way that principally serves the surrounding monuments. On the other hand, the unwanted industries would be relocated to other land outside the historic core. Land sharing mechanisms would be supplied to subsidise the development of vacant land for low-income families by the profit generated from other investment projects.

Housing improvements and increase: The objective of these policies was to encourage more housing services and allow local residents to participate in developing the houses in the area. The objective was also to encourage house-owners and developers to invest in refurbishment and construction works. In return the Government would provide subsidised construction materials, create tax-free incentives for a limited time and give out awards for participants; provide technical and managerial support and help facilitate mortgage finance. On the other hand, the programme encouraged to enable low-income families to develop their houses through fund assistance programmes and private charity societies.

At the institutional level, the proposal consisted of three levels of involvement to serve the political and strategic levels, through a committee headed by the Prime Minister and including the Ministers of Culture, Tourism, Housing, Endowments (*Waqf*) and the Governor of Cairo. Such a coalition would secure a high degree of coordination. The two main aims of the higher committee are to take the strategic decisions through to effective implementation and ensure objectives are

being achieved and monitored properly. This committee will have to include a technical secretariat to organise the committee's work, follow up the committee's decisions and report remarks.

According to this project, a second level of authority should be created and chaired by the Ministry of Culture. The aim of this new body is to produce detailed planning, monitor the day to day management, and be responsible for an integral and specialised task force at the executive level. The third level, it consisted of the different bodies or organisations that would be involved in executing the prior decisions. Those bodies could be public or private contractors, specialised agencies and other consultancy groups in addition to the participation of NGOs and the local community to encourage awareness and involvement of people.

6.3 REVITALISATION OF DARB AL AHMAR – AKTC, 1997

The Historic Cities Support Program (HCCP)⁶⁶ of the Aga Khan Foundation had thought of implementing a new methodology in Historic Cairo which involved the application of a new comprehensive approach relying on community-based intervention. According to Stefano Bianca (2001, p.7) the comprehensive vision focused on introducing new appropriate functions in order to generate more income within the historic quarter by the re-use of historic buildings, as well as improving the different services, such as the infrastructure, open spaces, and the housing capabilities. Bianca furthermore added that to fulfil the comprehensive vision, public awareness should be raised to increase community participation and ease the implementation phases.



FIGURE 6.2: THE AZHAR PARK, A POTENTIAL INTERVENTION WHICH PUSHES FOR SURROUNDING REGENERATION INITIATIVES.

(Ariel View Source: http://archnet.org/library/images/one-image-large.jsp?location_id=6379&image_id=161718)

⁶⁶ The HCCP is part of the Aga Khan Development Network; it is a huge charitable funding cooperation with different agencies throughout the Muslim World, and it focuses on promoting conservation activities and re-using historic buildings and public spaces, focusing on improving social and economic conditions of the local communities plus sustaining inherited cultural activities.

The first spark was ignited when the HCCP proposed the introduction of a massive park on hilly vacant land used as a water treatment station located near the contemporary entrance of the historic core. The hilly location was fully deserted and occupied by outlaws such as drugs and weapons dealers. The major project introduced intended to create a magnificent green space in the deteriorated historic city to change the present image and to work as a respiratory environmental lung for the whole metropolitan city. During the implementation of the *Azhar* Park, the eastern historic wall was revealed from underneath the debris and waste. This important breakthrough pushed the HCCP to undertake more research and studies focusing on the surrounding neighbourhood of the wall and park. Impressively, the wall was envisioned not as a barrier as most urban designers would think but more as a strong linkage and entrance element which will support the development of the park to reflect on the community and the physical neighbourhood.

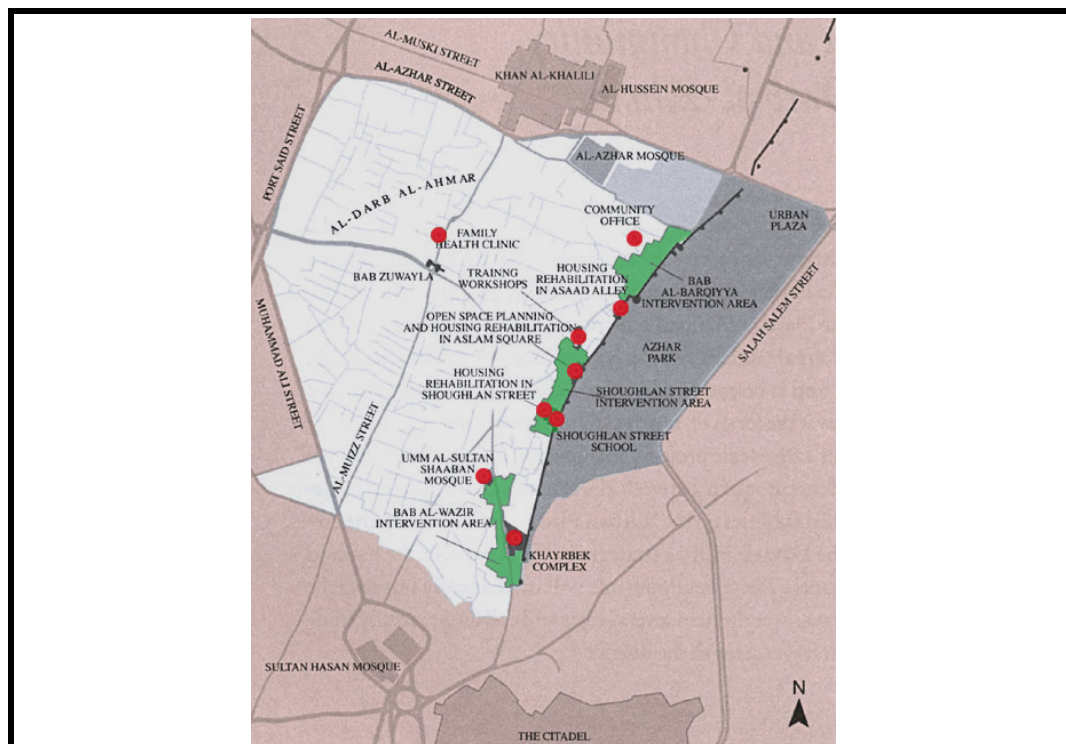


FIGURE 6.3: THE LOCATION OF THE PILOT PROJECTS – NEAR THE AYUBID WALL & FACING THE AZHAR PARK TO ENSURE CONTINUOUS DEVELOPMENT.

The Darb Al Ahmar quarter is a vital residential district full with talented artisans, and small businesses, which create a strong social bond as in any other cultural quarter, also includes 65 listed monuments offering a physical potential. Unfortunately, this unique quarter is also home to poverty, lack of local employment, and invasion of inappropriate businesses that took place within the historic fabric. The earlier physical and socio-economic surveys have demonstrated the need for housing rehabilitation and economic revitalising programmes which were strictly based on the local resources and the existing social setting (Ibrahim, 1997). However this had to occur after or in parallel with the development of *Al Azhar* Park to avoid any imbalance in development affecting the overall site. Nevertheless, both major operations working side by side will increase the public and private investments in addition to locals' awareness. According to Siravo (2004),

there was a fear of a rapid movement of change that could weaken the traditional urban fabric by allowing uncontrolled and unmanaged interventions. Therefore, there should be a conscious planning effort behind the overall rehabilitation process, providing appropriate policies to follow; as a result, the AKTC expanded its involvement to include work on the comprehensive urban rehabilitation programme of Al Darb Al Ahmar.

6.3.1 AL DARB AL AHMAR – PLANNING STRATEGY

The crux of the whole development of Darb Al Ahmar is to self-sustain the entire quarter to establish local development cooperation as a vehicle to drive the continued involvement of all stakeholders in the area (Bianca, 2001, p.11). Therefore, this concludes that the physical upgrading of the building stock and the socio-economic development of the community is corresponding with the same objectives stated by the UNDP's study. Moreover, according to the UNDP, Ministry of Culture and AKTC (1997), sustainable urban rehabilitation comes from the combination of physical improvement schemes and community development. As for the long-term strategy, this focuses on physical and economic revitalisation to improve the locals' living standards and working conditions, and insert more successful businesses into the area. Obviously, monuments had a great role to play in the physical improvement strategy as part of the full preservation of the built environment, open spaces and the services found in the district, to encourage more developments with less resources poured into the implementation process. In conclusion, the planning strategy proposed was based on seven major priorities (described below) specifically stated by Stefano Bianca (2007), which were later elaborated on in more detail by Francesco Siravo (2004, pp. 177-191):

- **Architectural Analysis:** The existing architecture and urban form should be recorded, analysed and interpreted perfectly to allow a meaningful framework for restoration, conservation and any substitution of individual components whenever needed.
- **Appropriate Planning Technologies:** Introduce new sustainable technologies to solve the problems of infrastructure and avoiding the old urban fabric destruction.
- **Improvement of Housing Conditions:** Improve the water supply, sewerage and electricity networks by adjusting then reinforcing the current networks with respect to the old urban fabric.
- **Public Open Spaces Improvement:** Generally open spaces have been neglected for several years and are being seen as residual spaces that do not belong to any groups or parties; therefore, these open spaces should be restored and appropriately used by the involvement of local residents in order to build a sense of ownership.
- **Conservation and Adaptive Reuse of Historic Buildings:** The vision of conserving historic buildings and reusing them is to give priorities to the buildings which will increase solidarity and quickly return revenues.
- **Socio-economic Development:** Increase the local communities' living standards in parallel with the rehabilitation and conservation efforts.

- ***Institutional Support:*** A local institution should be built up in order to achieve a proper management system which could be effective and efficient with the existing and poured in resources.

Thus, overall, it is clear that Bianca was encouraging socio-economic development, investment in community organisations, gearing physical planning to the requirements of the district, rehabilitating housing, improving open public spaces, and finally reusing monuments and historic buildings sensibly.

6.4 EMPIRICAL AND COMPARATIVE ANALYSIS OF CASE STUDIES

6.4.1 SOCIAL DIMENSION ANALYSIS

6.4.1.1 Revitalisation and sense of belonging

The local community has been defined previously as a social group with a common locality, shared Government and historical heritage culture (Macquarie University, 1991 cited in Hall *et al.*, 1998). Thus, the community should be the fundamental body within the decision-making process, participating in most of the design and implementation phases of urban development. Moreover, according to English Heritage (1998), the ancestors created the historic remains and now this legacy should reflect the present population's perceptions and needs. The aim is to re-shape the historic heritage with the contemporary lifestyles relying on the communities' input through thoughts and personal needs.

The crucial benefit of community participation is that it enhances the quality of life and economic aspects. In addition to one of the aims mentioned in the social dimension, it ensures a vital public realm and liveable historic quarters. Further, according to the results⁶⁷ surveyed, most of the values showed that in Gamalia Quarter the residents' quality of life did not change after implementation and was generally unsatisfactory. According to one of the residents interviewed: *"The interventions implemented within the quarter have affected them negatively as they had to compromise a lot of their comfort and time but without any valuable return upon them."* Therefore, this opposes the aims of the UNDP revitalising programme which stated that the programme's framework is community-based rehabilitation.

On the other hand, the residents of the Darb Al Ahmar were more satisfied, with their feedback scores being above average except for the women's sample group. In both cases, a number of women expressed that they felt neglected in some cases and that their ambitions had never been considered; possibly this is because in these areas the local traditions lack a freedom of expression toward the women and the men are more engaged in the actions with the local authorities and any outside organisations interfering in the implementation process.

⁶⁷ See Table 6.1

	Sample Groups Score (result / 5.00)					
	Merchants	Men	Women	Youth	Elderly	
The development of this historic quarter has developed the residents' life style.	1.38	3.33	1.33	1.76	2.25	Gamalia
	3.29	3.73	2.79	3.51	3.00	Darb al Ahmar
The interventions occurring in the historic quarter have increased the sense of belonging to the area.	2.00	4.17	2.36	2.18	4.00	Gamalia
	3.02	3.90	3.64	2.44	4.00	Darb al Ahmar
TABLE 6.1: THE 'SENSE OF BELONGING' SURVEY RESULTS						
Pattern Key		Less than 1.99		Between 2.00 - 2.74		More than 2.75

The residents' – women and youth – comments regarding the sense of belonging expressed the dissatisfaction with the Gamalia quarter revitalising project; however it was better within the Darb Al Ahmar, where most of the residents were fairly pleased. According to a group of four men residents questioned after Friday prayers in a local historic mosque, they stated that,

“The development occurred in the quarter have relieved some of their stresses which they faced over the past fifteen years.”

Nevertheless, there is another opinion expressed in the surveys; the sense of belonging toward the historic quarters has increased in the Darb Al Ahmar. It had never actually declined because most of the residents are the originals. Accordingly, this shows that the residents of the Darb Al Ahmar were acknowledged through their participation which eventually increased their sense of belonging. On the other end, most of the residents in the Gamalia quarter are immigrants and have not contributed within the quarter.

6.4.1.2 Community consultation and participation

The second key aspect within the social dimension is community participation and consultation. This aspect should be well-managed and coordinated within the decision-making and implementation process to prevent the obsolescence that occurs through time and the mistaken consumption of resources. According to Tiesdell *et al.* (1996, p. 169), this statement added, *“The control of change in such areas needs to be a negotiated ... the preservation and conservation of historic artefacts inevitably involves a negotiation and decision-making process that has to resolve or choose between competing values.”* This agrees with UNESCO's (1985) major objective, which explicitly encourages interested agencies to participate in housing, upgrading, and rehabilitation projects to complement the conservation agency. Moreover, for that reason, this process should include public gatherings, design workshops, open exhibitions, ideas generation workshops plus users' feedback and evaluative monitoring gatherings. According to this theoretical approach the

results⁶⁸ were much more focused and clear; the figures showed that in the case of the implementation process of the Gamalia quarter programme there was a complete neglect of local community participation. This supports Dr. Mona Zakaria's (2009) feedback⁶⁹ who started her discussion with:

"Do you believe in people?"

She then continued:

"My first impression on the UNDP rehabilitation programme report was it never included the communities and only focused on physical and socio-economic surveys without knowing the local essential needs."

Thus, the initial stages of the design of the Gamalia Quarter rehabilitation programme did not adopt any community participation techniques, leaving them behind without any input either during the decision-making or during the implementation processes.

Dr. Mona Zakaria (2009) stated that:

"Each urban revitalisation programme should be individually designed but based on users/residents requirements and objectives to follow a Bottom-Up Approach merged with strategic objectives then setting-up certain rules and policies."

Moreover, this goes in parallel with Hofferbert's (1974) model⁷⁰, where certainly expressed that to formulate policies a socio-economic analysis should take place first with the clear recognition of respondents' needs.

The quantitative findings agree within the case of the Darb Al Ahmar conceptual vision because the director of the Historic Cities Support Programme at AKTC. Stefano Bianca (2004, p.71) stated that:

"While modern administration ... often tend to block the traditional self-management of local communities⁷¹ which used to function in the old times, they rarely have the tools to deal with the intricate and complex problems in the old city. Here, focused grass-roots involvement, qualified plot-by-plot decisions and permanent feed-back are required, rather than simplistic top-bottom implementation of abstract planning schemes which are too remote from the realities on the ground."

⁶⁸ See Table 6.2 and Figure 6.4 and 6.5

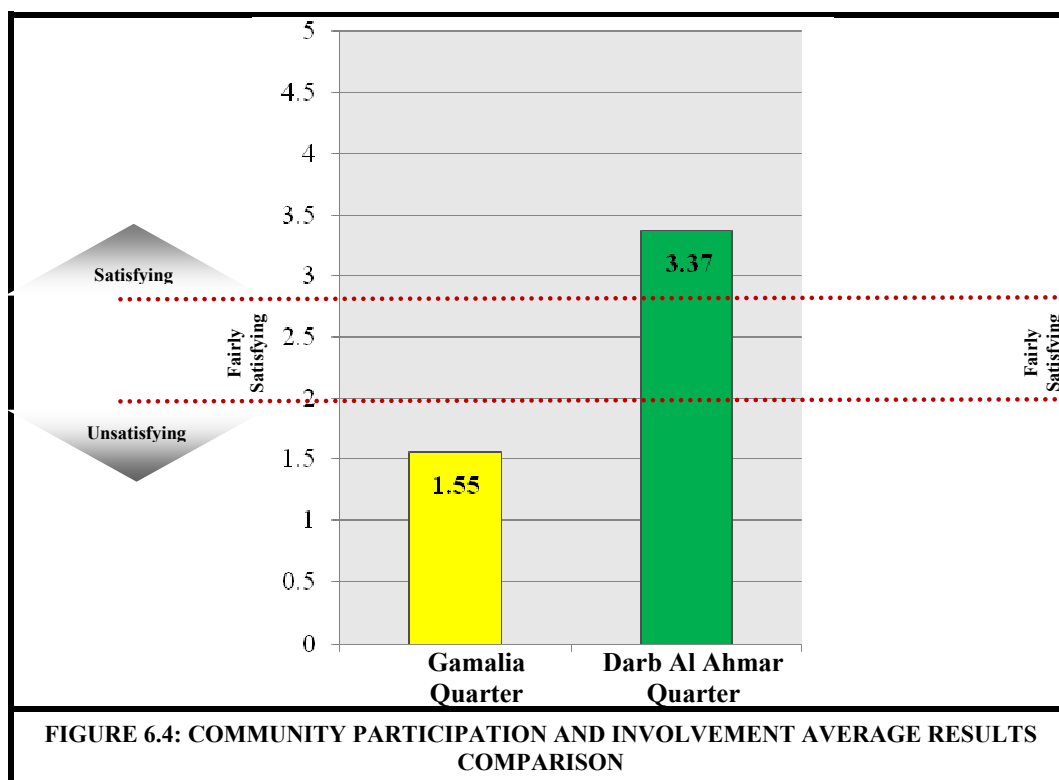
⁶⁹ Interview held on 2 February 2009

⁷⁰ This theoretical has been approached in Chapter Two.

⁷¹ Stefano Bianca here was referring to the same method of management by the *Shiekh El Hara*.

	Sample Groups Score (result / 5.00)					
	Merchants	Men	Women	Youth	Elderly	
The local authorities provided educational and training services for the users.	1.55	2.00	1.00	1.71	1.25	Gamalia
	2.86	3.87	3.64	3.70	3.38	Darb al Ahmar
The users had participated in community consultation sessions with the local authorities and other agencies.	1.35	2.00	1.00	1.29	1.50	Gamalia
	4.02	4.33	3.93	3.30	3.13	Darb al Ahmar
The NGOs had participated in raising the community's preservation awareness.	2.15	3.25	1.17	1.94	1.25	Gamalia
	3.75	3.77	3.29	3.23	3.88	Darb al Ahmar
The local authorities/NGOs have allowed local users to participate in the development implementation.	1.50	1.42	1.00	1.53	1.25	Gamalia
	2.16	3.10	2.79	2.93	2.38	Darb al Ahmar
TABLE 6.2: COMMUNITY PARTICIPATION AND INVOLVEMENT						
Pattern Key		Less than 1.99		Between 2.00 - 2.74		More than 2.75

The above table shows a pattern whereby most of the sampling groups within the Gamalia Quarter have scored less than 2.00 out of 5.00. Generally, this expresses the lack of community participation and consultation; on the other hand the Darb Al Ahmar sampling groups admit that there have been some consultations within the process of implementation with the revitalising agency.



Therefore, it is evident as shown in Figure 6.4 that community participation within the Darb Al Ahmar Quarter took place within the programme planning and implementation processes, and that the community has participated in several meetings and workshops for brainstorming and key decision discussions. Furthermore, one shoemaker and a resident in the Darb Al Ahmar added that:

“We have been invited by the people of Aga Khan to discuss some issues regarding the development of our buildings and that they will subsidize the refurbishments.”

Another resident woman added that:

“During the knitting workshops held under the supervision of developers in the preserved school, the organizers – NGO – encouraged us to invite our youth kids to come and join in order to learn knitting as well.”

Thus, community participation has been experienced at different levels, which proves the healthy system followed by the AKTC to encourage locals in strategic decision-making and micro involvement as well. According to the surveys, there is a huge difference between both case studies and it is clear that community participation was a key tool in the Darb Al Ahmar which was unfortunately not applied in the Gamalia quarter revitalising programme. From a different point of view; in order to achieve direct contact with the local community there should be a facilitating body, such as an NGO, to ease the process and dissipate any implementation problems. Nevertheless, the major problem facing any NGO in the Egyptian context is the lack of power because the current civic policies do not serve them as required⁷².



FIGURE 6.5: AWARENESS DEVELOPMENT SESSIONS FOR LOCAL WOMEN IN DARB AL AHMAR

(Source: www.archnet.org/library/images/one-image-large.jsp?location_id=11561&image_id=94860)

⁷² See Chapter Five

Positively, according to the results⁷³ most of the users expressed their great interest in participating within both case studies. Moreover, the users of the Darb Al Ahmar showed further interest due to the heavy community involvement practiced within the different phases of revitalisation. Both sampling groups believe that any revitalising developments concerning their quarters are crucial as this will benefit their neighbourhood directly and themselves indirectly; therefore, most of the groups have the will to participate.

	Sample Groups Score (result / 5.00)					
	Merchants	Men	Women	Youth	Elderly	
The residents are willing to increase their voluntary work.	2.80	2.25	2.50	4.76	1.75	Gamalia
	3.53	2.97	3.86	3.86	2.88	Darb al Ahmar
The conservation interventions of the area are crucial.	2.80	3.58	4.50	4.88	4.75	Gamalia
	3.53	4.37	3.79	4.19	4.38	Darb al Ahmar
TABLE 6.3: RESPONDENTS' FEEDBACK REGARDING VOLUNTEER CONTRIBUTION.						
Pattern Key		Less than 1.99		Between 2.00 - 2.74		More than 2.75

6.4.1.3 Development of actors and key players

Another method of involving the community is by creating specific agencies or partnerships. These agencies could be completely private or public and voluntary/community sectors but with a sustainable socio-economic basis (Carmona *et al.*, 2003). Therefore, as community involvement is important from the start, keeping in touch with those in later stages are extremely important. Accordingly, Siravo (2004, p.181) stated that the AKTC in the Darb Al Ahmar revitalising programme envisions the establishment of a Community Development Agency to operate as a self-sustaining community-managed private-sector; an initiative that work to mobilise community resources within the framework of locally identified problems, needs and priorities. Along with discussion held in meetings with some revitalising officers⁷⁴ they mentioned that the Community Development Agency has already been established. They even added that most of the employees are residents from the quarter and are being supervised by the AKTC implementation officers until the agency could be operated fully by the residents.

The AKTC's extensive initiative in establishing this communal agency, as described by the officers and Francesco Siravo's vision is completely a modern perspective of similar purposes tasks of *Sheikh El Hara* in the old days. The only difference between these two approaches is that in the old days one individual resident occupied it, but now a group of trained local residents

⁷³ See Table 6.3

⁷⁴ A meeting was held with the revitalisation officers of the AKTC in a re-used school building in March 2009.

maintain it, although, it is registered officially as an NGO, which will subsequently suffer the fact of flaccid policies leaving them powerless against local authorities and other governmental bodies. However, if local communities unify their efforts and expressions they will be strong which will lead to revitalisation of their historic quarter.

The AKTC did not stop at this point; the developing organisation introduced two more sub-organisations. First the Darb Al-Ahmar Business Association and secondly the Family Health Development Centre. Those sub-organisations work separately in coordination with the Community Development Agency, and clearly provide practical evidence to confirm the Bottom-Up approach practiced in the implementation process. Subsequently, during several discussions with all samples, most of them acknowledged their contribution to have developed multiple advantages, in that:

- It ensured that the local society remained intact after facing severe societal fragmentations.
- It increased the community's ownership toward the built heritage.
- It enhanced the community's trust in their potentials and local resources.

As for the Gamalia Quarter case study there is no strong evidence to show any community participation or involvement, or that the planning and implementation process followed a Top-Down approach. Moreover, the implementation was based on a centralized Government institutions and a narrow scope decision-making process by the Supreme Council of Antiquities.

Theoretically, according to the British experience and theories, the revitalising process is widely distributed among a vast number of players, starting with the central Government right down to the individual resident or visitor of the historic quarter. The key players involved within the development process include investors/developers, local authorities, management groups, non-government organisations, planners, citizens, workers, visitors and owners (DoE – PPG 15, 1994). The public sector usually offers proper consultation and a broader integration with the agencies of transportation, urban regeneration, maintenance, infrastructures and cleansing (Carmona *et al.*, 2003). The main public sector agent is the local authority, which is in charge of the management, protection and organisation of the designated quarter, although Dr. Mona Zakaria (2009) has had strong input regarding the local authorities through her vast experience in Historic Cairo. The major challenges she faced during her past 15 years of professional life was dealing with the local authorities. She revealed that the local authorities in Historic Cairo are organisations that focus on security, corrupted local elections, and issued building permissions rather than serving the community with new essential services. She further added that local authorities have always thought that developers in these historic quarters are intruders, because they come and control the planning officers' work, retain their subjective decisions, and stop them from pursuing powers on local residents for personal benefits. Moreover as mentioned in Chapter Four, private developers tend to face problems with local authorities because there are no policies that support their

revitalising efforts. Occasionally, in some cases Dr. Mona had to pay officers unofficially in order to be able to execute the programmes she was in charge of. Obviously, this indicates that the loss of proper supportive policies will encourage other corrupted attempts to solve problems in Historic Cairo.

On the other side, local authorities' basic objectives have been misled, in playing the role of supervising and ensuring monuments' security rather than servicing communities. Depressingly, this is evident in Law No. 117 of 1983, which focused on preventing breaching and trespassing of monuments, but without any concern for the local community rights and needs. Moreover, other policies focused more on physical conservation.

6.4.2 ECONOMIC DIMENSION ANALYSIS

Generally, the principle aim is to upgrade the economic conditions of the local residents and the businesses within Historic Cairo. According to Tiesdell *et al.*, (1996, p.201) preservation seeks to limit change and revitalisation seeks to accommodate necessary economic change, Then it is essential to establish a balance between private and public sector involvement in order to establish a financial flow between them creating a sense of inter-dependence on each other. In addition, both case studies' programmes mentioned that it is crucial for any revitalisation development to strengthen existing businesses and increase its value.

6.4.2.1 Funding

Revitalising historic quarters is essential to protect the cultural heritage, to ensure a democratic approach to decision-making, and to upgrade the economic conditions of the historic sitting. As for future efforts, all heritage investments are subject to cost-benefit analysis and cultural-benefit analysis by adjusting the funds to solve problems of social and economic poverty, and to increase national economic growth. Such aspects need to be faced urgently, especially in Egypt as a developing country. In general, most of the funds that serve the conservation activities in Egypt are foreign and collected from international organisations, such as World Monuments Fund, UNDP, UNESCO, GTZ, and the American Research Centre in Egypt. Unfortunately, most of these agencies spend enormous amounts of funds and professional efforts to serve the '*paralysed*' preservation techniques of the 1960s, by only focusing on preserving the listed monuments, although most of the restorers have mentioned that preservation efforts by the foreign funds are well focused on the monument and upgrading its surrounding physical dimension. Nevertheless, these funding organisations neglected the upgrading of conditions for local societies and users (Fouad, 2007). This is typical of the Gamalia Quarter, when most of the funds concentrated on preserving the monuments and face-lifting the *Muizz* spine to match the surrounding context, without taking into account social concerns.

However, there are some skilful Egyptian architects trying to overcome this problem by receiving restoration grants from several charitable agencies and orienting them towards residential development as a partial social effort (Salah Zaki, 2008; Mona Zaki, 2009). Nevertheless, these singular efforts tend to face harsh challenges on different levels, such as:

- Lack of proper official support; especially at local authorities level, plus administrative corruption.
- Difficulty of chasing and convincing local residents to permit restoration works.
- Houses' selection procedure is unplanned and scattered, due to the aesthetical concerns and hierarchy.

On the other hand, there are different agencies that seek to serve the communities, such as the Arab Fund for Economic and Social Development which took its endeavours to restore three listed houses and the surrounding buildings in the Darb Al Asfar⁷⁵. This experience introduced educational initiatives within the restored buildings to serve the self-development of the locals. Another successful experience on a larger scale is present in the Dar Al Ahmar case study, where the AKTC has carried out social and economic developments on a similar scale to the physical upgrading efforts.

Quite clearly, both case studies focus on huge preservation efforts and physical upgrading, but apparently the Darb Al Ahmar programme does recognise that there are social and economic dimensions (Crane, 2006). In contrast, the Gamalia programme has achieved some socio-economic aspects, but was misled during the implementation process. This could be due to a number of reasons:

- The AKTC established a sub-organisation to focus on the social and economic factors of the community and local businesses, which apparently the UNDP/SCA programme lacked.
- The lack of community participation within the Gamalia case study and the high attention paid by UNDP and the SCA to the museumisation of the historic quarter.

Funds are, therefore, an important resource which are mostly available through either the Government or international organisations; but what is more essential is how to spend these funds with a balanced methodology between the three main revitalising dimensions.

6.4.2.2 Quality of life and employment

In reference to Rodwell's (2007, p.206) statement,

"Architectural conservation ... include training and continuity of employment opportunities in traditional craft skills in locations where demand for their services is – whether actually or potentially – concentrated. These employment opportunities can only be secured through effective policies and coordinated urban management, both of which are currently lacking."

⁷⁵ See Appendix A

Therefore, in order to measure the effectiveness of the economic value after revitalising programmes are implemented, it is essential to study people's feedback and perceptions regarding investment in employment opportunities and realities (Worthing and Bond, 2008, p.65).

	Sample Groups Score (result / 5.00)					
	Merchants	Men	Women	Youth	Elderly	
The interventions that have occurred in the area have increased the users' economic status.	1.55	2.83	1.33	1.59	4.25	Gamalia
	3.61	2.13	2.21	3.65	2.63	Darb al Ahmar
The developments of this historic quarter increased the jobs employment rates.	1.55	1.58	1.00	1.82	3.75	Gamalia
	4.45	4.03	3.43	3.53	4.38	Darb al Ahmar
TABLE 6.4: EMPLOYMENT AND QUALITY OF LIFE.						
Pattern Key		Less than 1.99		Between 2.00 - 2.74		More than 2.75

The results from the sampling groups indicate that the revitalising project in the Gamalia quarter has failed in generating any employment opportunities and negatively affected the local merchants and youths. Opposing this, the sampling groups of the Darb Al Ahmar have touched the revitalising developments through higher employment rate either within the quarter or outside.

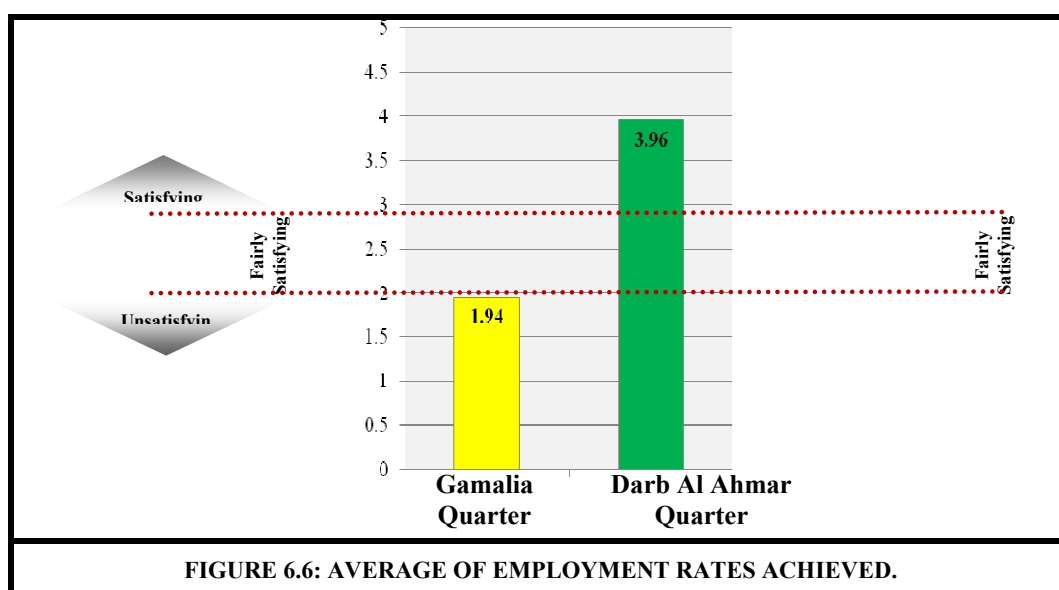


FIGURE 6.6: AVERAGE OF EMPLOYMENT RATES ACHIEVED.

According to the above results⁷⁶ relating to the efforts of AKTC in developing the local resident's work force in creating job opportunities through either the *Azhar* Park project or the local established business in the quarter, the figures calculated demonstrate a huge difference between both case studies, showing the positive awareness of AKTC during the planning and

⁷⁶ See Table 6.4 and Figure 6.6

implementation processes⁷⁷. The AKTC established a business development sub-organisation focused on training local residents to apply their knowledge within the quarter or even the neighbouring quarters. On the other hand, the Gamalia residents were completely unsatisfied with the UNDP efforts; while meeting with some of the youths they mentioned that:

“We prefer to travel abroad to find any job, rather than staying here, it is really difficult to find any opportunities.”

Others said:

“After pedestrianising the Muizz Street, many shops and workshops have closed down, causing lots of local youths to lose their jobs.”

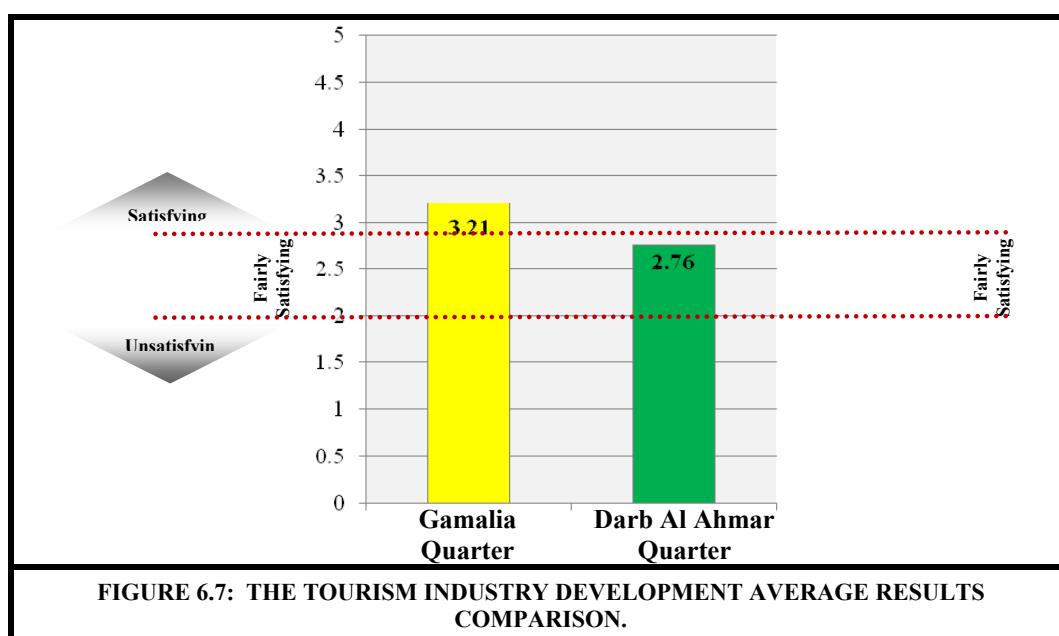
They even added that the Government never thought about them and those officials always thought of the monuments, pretending that the built heritage is more important than the local people. As for instance, when Government officials tend to visit the area; local authorities and police force the neighbouring shops to shut down, as well as ban any residents from walking in or out of the area. As a result, the residents lose a lot of their privacy and freedom which eventually decreases the number of business visitors and negatively affects the local businesses. Therefore, the issue of diversity should be raised in major revitalising historic quarters around the world. The community tends to obstruct new revitalising efforts occurring due to fear of losing their business; however, over time, they tend to adapt to the newly developed environment. Consequently, the Gamalia quarter residents and merchants still do not feel secure even though three years have passed since the project was finished. Moreover, all of these facts completely contradict with encouraging an atmosphere for more economic development; rather it appears that more obstacles have been produced.

6.4.2.3 Tourism and vitality revenue

Revitalising historic quarters will keep the businesses alive and enhance profit as well as sustain the existing appearances and identity of the cultural heritage (Tiesdell, *et al.*, 1996). Afterwards businesses will attract more users and visitors to the area encouraging more services, and will assist in achieving a successful circular financial flow. Due to the increased number of users, this will result in a sense of confidence that would enable the tourism investors to reflect on the locals' economic status and provide a better leisure experience for visitors.

⁷⁷ In relation to the study; it [would have been to study] this phrase is not clear] a comparison between the number of job opportunities before and after the implementation process. However, this approach was difficult because there is no appropriate information to relate to for the comparative analysis. Therefore, the argument here is based on whether the amount of job opportunities have increased or not after implementation only, based on the feedback from residents and local users.

	Sample Groups Score (result / 5.00)					
	Merchants	Men	Women	Youth	Elderly	
The new interventions increased the number of tourists visiting and flow.	2.15	3.42	2.83	4.47	4.25	Gamalia
	3.53	3.50	2.57	2.95	2.50	Darb al Ahmar
After the developments have occurred more shops were opened to serve the tourism industry.	2.20	3.17	2.35	2.71	4.50	Gamalia
	2.61	2.77	2.86	2.07	2.25	Darb al Ahmar
TABLE 6.5: COMMUNITY'S FEEDBACK FOR THE TOURISM INDUSTRY DEVELOPMENT						
Pattern Key		Less than 1.99		Between 2.00 - 2.74		More than 2.75



Accordingly, both case studies acknowledged the importance of the tourism industry and relied on this industry to flourish the economic status. As for this principle, both quarters are mostly the same according to the quantitative and graph analyses. The findings indicate that both case studies achieved average scores; however they did not reach the desired outcomes. In theory, Tiesdell *et al.* (1996, p. 96) stated that: “Tourism is more than a component of local economic policy since investment for tourism brings other benefits for the local community such as facilities, attractions and environmental improvements with tourist spending at those facilities helping to make them more economically viable.” Moreover, in each case study there are important potentials and elements.

- Potentials of Case Studies

A. Gamalia Quarter

Gamalia Quarter’s essential potential is the main historic spine which includes a high number of monuments, retail and workshops. Moreover, it serves as a walking experience element for locals

or visitors to enjoy especially after the completion of the physical developments and monuments preservation at the end of 2007. Unfortunately, in relation to the previous statement the spine did not fulfil the requirements of the tourism industry because the number of tourists visiting the historic spine is still less than expected. Shariatmadari (2008, *online article*) even added that:

“In terms of the sheer number of historic buildings crammed into a small area it’s a bit like Florence or Oxford. The difference is that Islamic Cairo hosts far fewer tourists ... at the beginning of the high season. The only place you will find them by the coach loading is up near Khan Al Khalili, a 700-year market – that has been largely taken over by souvenir sellers.”

After studying the tourists’ movements within the area, a finding emerged, showing that the local authorities and the Supreme Council of Antiquities did not communicate with either the Ministry of Tourism or the traffic control units regarding encouraging the tourism firms to visit the historic quarter more. Further, they failed to communicate with the traffic control units to change the coach download point from *Khan EL-Khalili* area to the northern gates to allow the tourists to walk through the spine and finish up their tour at the old souk to catch the bus – See Figure 6.8.



As Policy No. 117, Article 51 (1983) explicitly states, the Supreme Council of Antiquities is in charge of coordinate with the other Government organisations in order to sustain the historic quarters. However, this policy has had limited use in the last few years to secure the monuments rather than day to day management. Moreover, the concept of day to day management has still not been introduced within the Egyptian revitalising agencies including even the new NOAH organisation which was established in 2006.

Consequently, after discussing this vision with the local authority President (2009) in charge, he stated, *“this is a matter regarding the tourism charter but not the governorate or the local authorities.”* This indicates that the local authorities do not have the power to serve the programme’s objectives⁷⁸ or even propose any changes for the area. Zakaria (2009, interview) further clarified this by stating that:

“Local authorities’ presidents are usually retired army generals, leaving them without any previous knowledge of revitalising historic quarters; and they control the districts as barracks. Furthermore, that their main role is to secure the local and national elections process to fulfil the needs of the current regime, but not serve the people’s need and environment.”

Another important remark is that local authorities do not have departments which design the quarters’ operation. Therefore, the methodology of local authorities’ is based on solving daily problems rather than planning for future prepositions.

B. Darb Al Ahmar Quarter

The Darb Al Ahmar’s essential potential goes back to the *Ayubid* historic wall segregating the *Azhar* Park from the residential sector. According to Stefano Bianca and the AKTC visions, by preserving the historic wall, this was to function as a connecting element encouraging the tourists to enter the residential area. The problem according to some of the merchants is that most tourists who visit the new park are stuck with a timing schedule which does not allow time to visit their shops and the neighbourhood. On the other hand, the *Azhar* Park officials constructed a western gate which allows users from both sides to cross. In addition, with an informal discussion with this gate’s security guards, they said, *“tourists groups do not pass from this gate and the only tourists that pass are a few individuals.”* This is strong evidence which demonstrates that the tourism firms lack interest in updating their tour programmes to cope with the tourism-based elements of the urban quarters.

Another fact which is indeed important in terms of upgrading the physical environment and improving the local socio-economic status is marketing the tourism industry in Historic Cairo. This is known as ‘Place Marketing’, first developed in the USA (Robins, 1991; Addison, 1993 in Tiesdell *et al.*, 1996), by taking advantage of the different tangible or intangible local potentials and qualities heritage by promoting it more through different sources of the media (local and international). The challenge is that these revitalised historic quarters lack marketability efforts and

⁷⁸ Increase the tourism activities and promote more the main potential of the Gamalia quarter.

this should take place immediately primarily by the public agencies, like the marketing and advertising campaigns of the Ancient Egyptian tourism industry by the Supreme Council of Antiquities. In general, this illustrates the lack of a national strategic vision which unites all key players in the revitalising process.

6.4.2.4 Land-use planning and property markets

In developed countries, developers tend to invest their money and resources in historic quarters to take advantage of the special architectural character perceived. Moreover, developers seek to invest in long-term businesses to gain more profit. In order to achieve this objective continuous maintenance should be applied to the physical environment to accommodate the new functions. Then, investments should be on different scales and momentum to serve each other and enable a variety of young businesses to start and grow by allowing lower prices. The property value in Historic Cairo changes insignificantly because the value in these areas is already high and was not dramatically affected by the developments, which is expected in the long term. However, the residential properties in the Darb Al Ahmar quarter have increased due to the cooperated finance between the AKTC and the local residents in refurbishing their houses and other non-listed buildings. As a result, this cooperation and refurbishing efforts to some extent encouraged more residents into the area, which safeguards the market property from declining.



FIGURE 6.9: AN EASTERN ARIEL VIEW OF THE RESTORED WALL AND THE DIFFERENT REFURBISHED RESIDENTIAL UNITS.

(Source: www.archnet.org/library/images/one-image-large.jsp?location_id=11561&image_id)

On the contrary, in the Gamalia quarter the residential opportunities did not change and might be declining because the revitalising efforts employed only focused on upgrading the physical environment and some infrastructure improvements. In addition, the local residential buildings are still in great danger due to the programme's neglect, and left standing to face the dry environmental conditions, the raising water table seeping into the foundations and walls and the surrounding pollution.

	Sample Groups Score (result / 5.00)						
	Merchants	Men	Women	Youth	Elderly	Average Score	
After the developments occurred more residents moved into the historic quarter.	1.75	1.33	1.33	1.94	3.25	1.92	Gamalia
	2.61	2.83	2.57	2.07	2.88	2.59	Darb al Ahmar
The developments of the historic quarter have caused the property market to flourish.	1.75	3.67	1.00	2.12	3.25	2.36	Gamalia
	3.24	2.93	2.79	2.86	3.00	2.96	Darb al Ahmar
TABLE 6.6: LAND-USE PLANNING & PROPERTY MARKET.							
Pattern Key		Less than 1.99		Between 2.00 - 2.74		More than 2.75	

The pattern of results demonstrates that the revitalising programme at the Gamalia quarter failed to increase the number of residents, and it has confirmed the respondents' feedback about losing privacy and freedom within their living neighbourhood. On the other hand the UNDP/SCA programmes have encouraged more residential opportunities on vacant lands but this did not happen as planned, there was no agency to adopt this project or to serve the open museum objective so less residents were involved. As for the other case study, the results are fair and the new residents' numbers are still low. The property market has not declined, and might increase in the next few years due to the large number of refurbished residential houses.

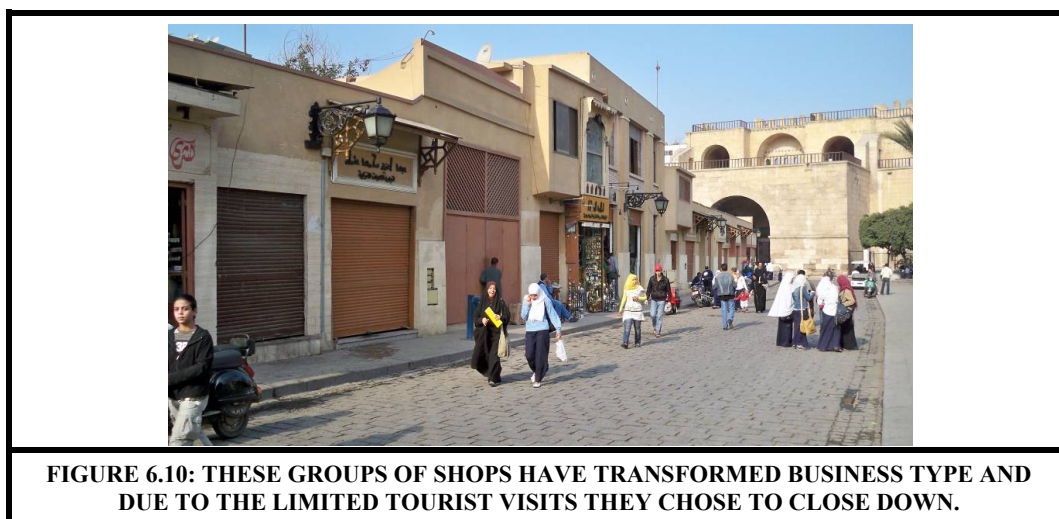
Based on other findings, the residential property value did not change because local authorities on the other side temporarily stopped issuing building permissions in the quarter for the last 19 months. Therefore, this unconsciously kept the supply for new residential units low, with high demand from residents, and protecting the properties' value from dramatic declines. Nevertheless, this raised an important question which was later put to the NOUH's superior official (SO) ⁷⁹ in a personal interview. The question focused on the temporary decline in building permission. Professor S.O.'s (2008) feedback was that local authorities do not have the proper knowledge in order to produce building permits in historic quarters. The planning officers are not aware of the new building code; nor do they have the proper resources for and knowledge of the new policies regarding the historic quarters' design code. Unfortunately, the study investigated that this design code has not been designed yet, which means that local authorities will not produce any permits unless they have the approval of NOUH, as they are the current responsible organisation. Eventually, Professor S. O. added that NOUH would evaluate these building applications and pass results to the local authorities as a prototype for planning officers to follow. The absence of any design guidance will result in more bureaucracy and subjectivity which result in permission being given with discussing the contextual parameters and design quality.

⁷⁹ The name of the superior official has been concealed due to confidentiality during the study and has been renamed with these initials S.O.

From a different perspective, the revitalising programmes proposed that unwanted businesses – such as the polluting industries – should be relocated outside the quarter according to a land-use plan. The objective was to remove the polluting industries, and reoccupy the quarter with businesses that serve the tourism industry. Some minor relocating cases were recorded within the Darb Al Ahmar quarter, and most of the owners were slightly satisfied. The merchants' concern while relocating was that their properties would lose their value because of the subjective compensating system followed by the Egyptian Government⁸⁰. However, the AKTC intervened again and paid the difference of values to affected owners in order to sustain the appropriate uses and markets in the area.

	Merchants Scores (results / 5.00)	
The change of business type/focus had returned with benefits for merchants and retailer.	1.85	Gamalia
	2.80	Darb al Ahmar
TABLE 6.7: MERCHANTS' FEEDBACK FOR OCCUPATION CHANGE		
Pattern Key	Less than 1.99	Between 2.00 - 2.74
		More than 2.75

As for the Gamalia quarter, more problems flourished with the relocating of businesses; the first was the loss of the heritage retail, such as the wholesale vegetable market which was established since Old Fatimid Cairo's foundation in AD969, and the brass market at the historic spine⁸¹. Secondly, the museumisation approach forced some businesses to shut down, because their owners refused to change occupation, leaving behind a large number of closed retail shops; some merchants even added, *"The place is dying slowly."* Others added, *"Our businesses are currently out of context and we are unable to pay the workers' wages."* During 2009, two journalists held interviews with the Muizz Street merchants, who were clearly calling for immediate help. Zein El-Dein and Yassen (2009, p.7) stated, *"20 million pounds have been spent on the Muizz street but the merchants prefer the old days before the revitalising developments."*



⁸⁰ See Chapter Five

⁸¹ The historic spine – Muizz St. – was well known with the different retail types stretched along the street, in addition to the fact that these types were established since the ancient period of old Cairo, such that each sector was named after the usage and retail type.

Thirdly, the merchants who agreed to change their business types to serve the tourism industry faced the problem of less visiting tourists' activity in the area. Hereby, one case was essential to be addressed within the study:

By the end of 2007, a vegetable merchant within the pedestrianised section was obliged to change function or relocate outside the historic area. The merchant chose to change occupation from a vegetable shop to tourist antiques and gift shop. He obviously had to refurbish his shop to cope with his new business function. Financially, the merchant had to get a loan in order to secure the refurbishments and the new products cost. The merchant had high hopes for the promised tourism industry, but unfortunately, this did not take place in the area. Therefore, the new business was not working well and he had to pay off the accumulated loans. The merchant thought of promoting his business by distributing folkloric decorations and antique products in front of the shop above an old 70cm wide side pavement. Nevertheless, he was penalised by the local authority officers for his shop arrangement because of the general building construction code policy - both the old and the 2009 - versions which prohibit the use of areas in front of shops because this obstructs pedestrians.

The study had to go deeper to investigate this case with NOUH officials – by questioning Professor S.O (2008). The reply she gave was astonishing:

“This is a correct action according to the law which states the forbidden usage of pavements in retail reasons which will obstruct the pedestrian movement.”

The discussion then raised the point that this pavement is only 70cm wide which will only allow for one person walking, she replied:

“Any pavement narrow or wide, it is forbidden by the law,”

She held the building code booklet up as a strong sign of evidence.



FIGURE 6.11: THE MERCHANTS USE THE NARROW PAVEMENT FOR DISPLAY. HOWEVER, THE POLICY BANS THIS BEHAVIOUR AND ENFORCES FINES EVEN AFTER PEDESTRIANISATION.

Then the researcher raised the point that *Muizz* Street which is six metres wide has already been pedestrianised, allowing pedestrians to walk freely in the street without using the 70cm wide pavement occupied by the merchant. At that point, Professor S.O. had no reply except saying that NOUH will consider this when compiling the design guidance code. Again, there are policies that have been forced without proper research or understanding of the historic quarters environment and users' needs. In addition, the merchants have been obliged to change occupation to cope with the tourism-based vision but unfortunately the SCA did not support them with other incentives. Therefore most of the shops in *Muizz* Street have shut down and retailers are currently unemployed.

6.4.3 *PHYSICAL DIMENSION ANALYSIS*

Sustainable revitalisation is the proper tool to achieve a precise and sensitive upgrade in the historic quarters with less dramatic changes. Accordingly, a historic quarter's main significant feature is its special character; defined by the buildings and the open spaces around them. Then, the character is the primary element, defined by a document of historical development, as a source of information and evidence. This helps each generation to apply development plans according to age. In addition, the historic quarter's definition is achieved through recognising the group of buildings with character distinctiveness and uses which will support the quarter's understanding. Based on Manley *et al.* (1998) there are some critical points with which to define the historic quarters:

- Interpret the historic urban fabric growth of the quarter and understand the strong physical features.
- Consider the urban sub-complexes within these quarters by understanding the physical quality of each breakdown⁸².
- Maintain equivalent quality standards and prevent any deteriorated gaps.
- Draw the boundary line on the back edge of the street buildings; to achieve the maximum contribution of both streets facades⁸³.

Another important fact regarding the revitalisation of the physical dimension is to be decisive as much as possible and to focus on the targets to accomplish the mission quickly and in the most cost appropriate fashion. Otsuka *et al.* (2004) summarised those approaches into three types. First, some quarters have actual means for self-regeneration and do not require much urban regeneration because they contain a large number of assets and a unique environment. These quarters only need monuments preservation to sustain the existing rich environment, as in the case of *Khan El Khalil Suq*⁸⁴. Second, for those which require major economic regeneration, this approach focuses on

⁸² Similar to the UNESCO's 1985 study, by grouping clusters of monuments which accordingly stated the different zones for conservation.

⁸³ Unfortunately, this approach is unpractised in the Egyptian context or the Supreme Council of Antiquities policies regarding the designation of historic quarters.

⁸⁴ *Khan El Khalili suq* is very vibrant, full of commercial, tourist, and social activities in its neighbourhood. The fact it has sustained its physical good conditions is due to the long-termed prosperity within the different eras.

injecting investment into the area to produce a market-driven place for affluent groups. This eventually took place in the Darb El Ahmar with the introduction of the *Azhar Park*⁸⁵. The third approach is to concentrate on the community-led upgrading to create a healthy physical environment; this is achieved by creating a sense of ownership between the locals toward the built environment. This has been also achieved at the Darb Al Ahmar and Coptic Cairo due to community participation practice. However, neither of these urban regeneration approaches will take place within a developed physical environment, based on numerous urban design aspects explored earlier in this study⁸⁶.

6.4.3.1 Enhance public space

Based on the objective stated earlier; regarding the introduction of more public and open spaces to ease traffic and accommodate most of the users' functions, it was crucial to investigate this with users directly.

	Sample Groups Score (result / 5.00)					
	Merchants	Men	Women	Youth	Elderly	
More open public spaces have been developed.	2.40	2.92	1.83	4.12	3.25	Gamalia
	3.14	3.77	2.64	3.86	2.13	Darb al Ahmar
More green spaces have been developed within the quarter.	2.70	1.50	1.17	2.35	4.25	Gamalia
	2.53	4.50	2.29	2.65	3.00	Darb al Ahmar
TABLE 6.8: PUBLIC SPACES DEVELOPMENT						
Pattern Key		Less than 1.99		Between 2.00 - 2.74		More than 2.75

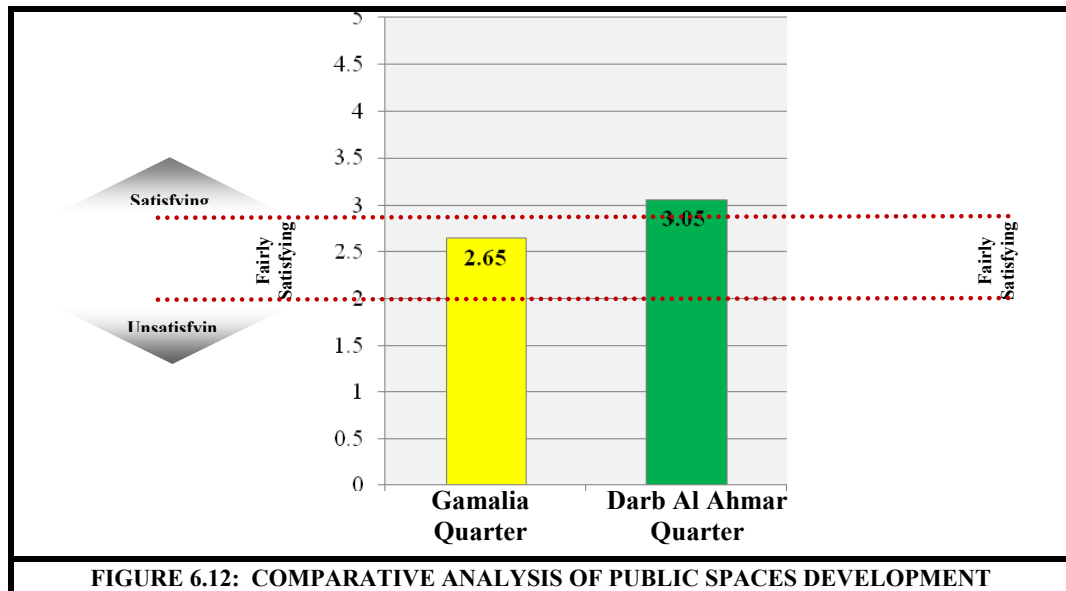


FIGURE 6.12: COMPARATIVE ANALYSIS OF PUBLIC SPACES DEVELOPMENT

⁸⁵ The injection of Azhar Park beside the deteriorated quarter increased the number of jobs and opportunities toward the locals. In addition, the park relied on several products – used in the tourist restaurants – that have been supplied daily by the local retailers in the area. All of these factors slightly increased the economic conditions of the area for good.

⁸⁶ See Chapter Four

According to the users⁸⁷, both case studies show similar results concerning the development of open public spaces and green spaces, particularly in the Gamalia quarter where the urban fabric tends to have more open spaces than the Darb Al Ahmar, and most of these spaces have physically been developed and enhanced. However, these spaces have not been used efficiently, except the *Darrassa* hills that have been converted into the *Azhar* Park project. An ideal example would be the Fez central open market in Morocco, which contains different cultural activities, local craft trading, and sometimes national celebrations. From the urban design perspective, there are some spaces that have been developed with enormous amounts of money and could be used as the Fez central market is, in order to encourage more outdoor activities and enhance the public realm. Unfortunately, the open public spaces introduced were not used and transformed into green areas without any other function.



FIGURE 6.13: SHOGLAN OPEN SPACE: AN URBAN INTERSECTION WITH ENORMOUS ACTIVITIES AND PEDESTRIAN TRAFFIC

As for the internal green spaces, there is a trend where the governorate and local authorities develop any open gaps into green areas and surround them by metal fences banning any functional usage. Therefore, these green spaces tend to be only visual and environmental entities without the introduction of any useful functions. Another finding, while studying some socio-behavioural aspects within the areas, is that the users tend to use these metal fences for other uses, such as informal displays, bicycle parking, and sometimes as laundry hangers. Eventually, behavioural territorialism causes visual disturbances, due to the fact that these revitalising programmes lack day to day management policy. Thus, these behaviours should have been studied earlier to avoid the risk of such visual disturbance; and on the other hand control street activities and organise their distribution.

⁸⁷ See Table 6.8 and Figure 6.12



FIGURE 6.14: MOST OF THE GREEN SPACES ARE EMPTY AND USED ONLY FOR AESTHETICS PURPOSES, AND ARE SURROUNDED BY FENCES.

6.4.3.2 Adaptive Re-use

History left us with buildings - we may change their uses, develop their architectural styles, and introduce new living patterns to regenerate different layers (Strike, 1994; p.48). Aalund (2005, p.6) discovered in a study for the ICOMOS in 2005, that:

“The re-use of the many restored monuments is a pressing and challenging issue requiring a general review of the situation and the formulation of a general policy preventing piecemeal decisions from case to case. Of the 174 Islamic and Coptic monuments in the area of Fatimid Cairo scheduled for restoration, 137 are owned by the Ministry of Endowments – Awqaf, 7 are privately owned and only 30 monuments are owned by the Supreme Council of Antiquities. Thus, indicate that the Historic Cairo Restoration Programme has to go into a close dialogue with the owners, which have an influence on the future use of the restored buildings. Looking at Historic Cairo at large the situation is even more precarious with the great majority of the property (even as high as 95 per cent) administered or owned by the Ministry of Awqaf.”

Therefore, adaptive re-using of the restored monuments will cause a major problem due to first, the struggle between different owners and implementers as mentioned earlier; second, that there is no scientific research or a visionary plan for adaptive reusing monuments on the scale of districts

or quarters. There is also a lack of individual scientific research for each monument. As for the users, the quantitative results⁸⁸ expressed other several views exist; for instance, the merchants in both quarters are unsatisfied with the re-use of the monuments, and they did not benefit from any of the preserved monuments. For instance, some of the monuments, especially the *wekalas* (old market buildings), have not been used to accommodate any retailing activities as in the old days.

On the other hand, the local community – i.e. users and residents – in the Darb Al Ahmar was very pleased with the adaptive re-use of the restored monuments, as old houses are now being used as schools and community educational workshops. At the Gamalia quarter, the youth and elderly results were a bit higher than the rest of the samples because the limited numbers of adaptive re-use cases served them through education and medical services, especially in the Darb Al Asfar and the *Qalawun* Complex. As for the local women in the Gamalia quarter they wondered whether it that if it was possible to use any of the small monuments as a child day care centres especially to serve the working women. However, the women of the Darb Al Ahmar benefited the most by re-using the surrounding monuments as craft workshops.

	Sample Groups Score (result / 5.00)					
	Merchants	Men	Women	Youth	Elderly	
The preserved monuments are being appropriately re-used.	1.60	1.92	1.50	2.41	3.50	Gamalia
	1.76	4.03	3.93	3.95	3.00	Darb al Ahmar
TABLE 6.9: ADAPTIVE RE-USE OF MONUMENTS						
Pattern Key		Less than 1.99		Between 2.00 - 2.74		More than 2.75

⁸⁸ See Table 6.9

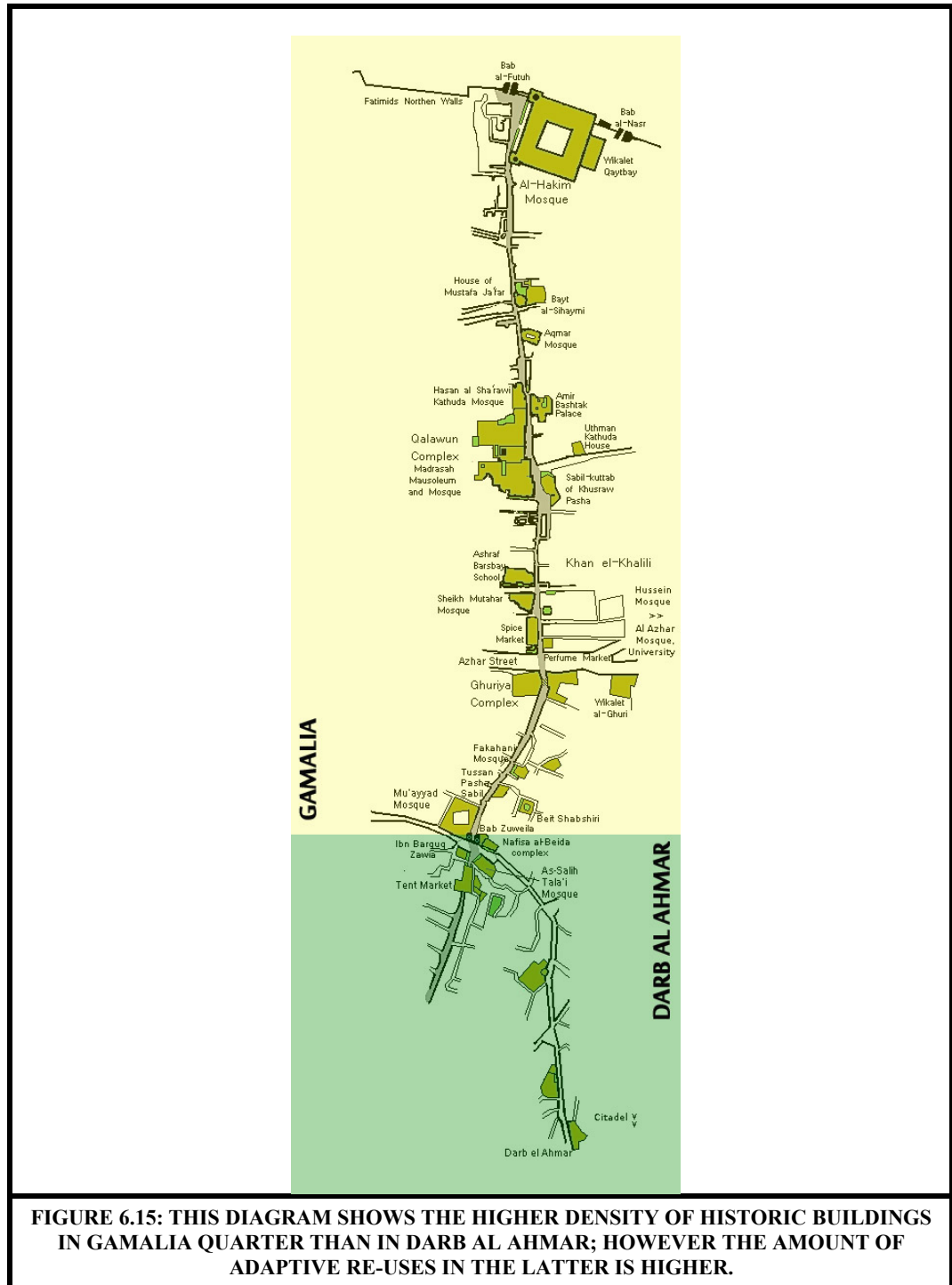


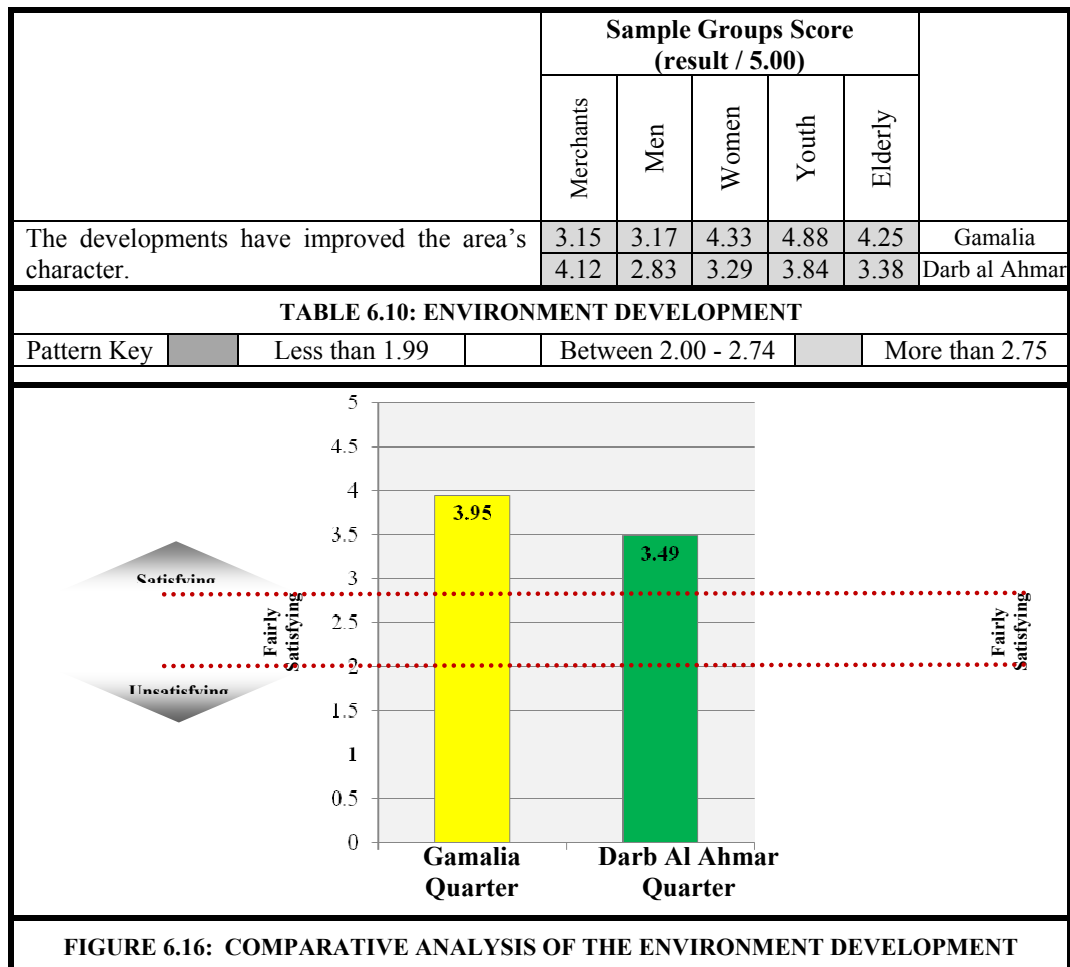
FIGURE 6.15: THIS DIAGRAM SHOWS THE HIGHER DENSITY OF HISTORIC BUILDINGS IN GAMALIA QUARTER THAN IN DARB AL AHMAR; HOWEVER THE AMOUNT OF ADAPTIVE RE-USES IN THE LATTER IS HIGHER.

Generally, the amount of monuments adaptively re-used under the SCA's supervision is minimal and seems to be unplanned. Moreover, the Minister of Culture was once interviewed by the *Ahram* Newspaper (Tawfik, 2008) and stated that, "*Cairo contains 313 monuments such as houses, markets, schools, and hospitals ... and that all should be reinvested again after restoration.*" Astonishingly, the Minister mentioned the monuments names that were being presumably adapted without referring to the new uses being proposed for them, because the monuments re-used were not officially opened, except the local clinic and the youth educational centre. Following several visits to the Gamalia quarter after *Muizz* Street's development it was clear those only two

monuments has been adapted: one is a *Sabil* – public water place – for a fabric museum and the other is a *Wekala* into a small artefacts workshop compound. This is a very low number in relation to the amount of newly restored monuments. Regarding the fabric museum, the study investigated the number of visitors by asking the window ticket employee the amount of visitors per day. Unfortunately, the museum still did not work officially and closed down since the mid of 2009. For the entire *Muizz* Street there was a maximum of 35 visitors to the museum on busy days, which indicates that the quarter visitors are not interested in entering the monuments or do not have the time. Besides, if the monuments are not reflecting upon the tourism industry then they should better serve the local inhabitants either in commercial or residential activities.

6.4.3.3 Respect present scenes and visuals

The main objective is to respect the overall scene of the place and understand the interactive human scale within the proposed designs. The present architectural character will strongly assist the revitalising activities and provide a base on which to design and manage development. Lynch (1972; p.57) stated “*the aesthetic aim is to make the visual process of change*”, focusing on achieving the strong preservation of the architectural characteristics, and to record as well as to classify the visual appearances sequentially to demonstrate the negatives and positives of the change (EH, 2005). As a result, the special character should be preserved among the different significant elements of any historic quarter.



In relation to the above feedback, it is one of the highest averages calculated. These high values provide strong evidence for the persistence of both programmes toward developing the visual and physical settings. For instance, in the Gamalia quarter, one of the essential objectives was redesigning the *Muizz* Street facades, especially the buildings constructed within the last four decades. Obviously, the local residents were more than satisfied with the enormous work done to solve the visual problems in the quarter. However, this important issue needs addressing; although the street's scenery has been wholly developed to match the character of the historic buildings, the branching alleys have not been taken into consideration; the result being that any inclined or sideways sceneries from the streets are unacceptable due to the deteriorated buildings which could be seen from the main street.



FIGURE 6.17: THE PHYSICAL DEVELOPMENT ONLY FOCUSED ON THE MUIZZ STREET WITHOUT ACKNOWLEDGING THE BRANCHING ALLEYS.

Later, this comment was addressed to Professor S.O. (2008) for further explanation; her response was that *“NOUH is responsible for preventing any visual deterioration, but in the case of Muizz street, this project has been excluded from NOUH’s supervision,”* to be reported directly to the Minister for unknown reasons. Mr. Gharib (2009) even added that, *“while policy No. 144 of 2006 states that any urban development should be under the supervision of NOUH, but surprisingly the UNDP/SCA Gamalia revitalising project was redirected under a private consultant,”* whom he named the ‘*Untouchables*’. This demonstrates an important fact regarding policy making; that decision makers tend to push for certain policies which could help them to achieve their organisation’s objectives. However, those same decision makers have the right to override these policies and do not follow them, and this corrupt phenomenon is called ‘attitudes of decision makers’ (Mazmanian and Sabatier, 1980). It could affect the implementation of policies and eventually mislead the goals of the revitalising programmes. Another fact is the strong influence of centralised bureaucratic Government (officials) on information and not helping policies through proper implementation. As a result both facts do not serve the sustainable vision of revitalising but rather serve other parties’ or regime objectives.



Historic quarters in general should have some cohesion in either their visual appearance or the functions (EHTF, 1998) that helps to create the uniqueness of the existing character. In addition, the built environment should be adapted and accommodated to secure the various functions the community requires, in order to create the generic scene of the historic quarters as it used to be, but with a contemporary touch.

6.4.3.4 Revitalising the Street

The continuance of the existing heritage of a historic quarter's character is dependent on the rehabilitation of the historic fabric wherever possible (Tiesdell *et al.*, 1996). Existing character, and special architectural or historic interests are not the only elements that should be preserved in heritage-led revitalisation; the 'Sense of Place' is the element that most concerns the community and urban designers. The sense of place is the only aspect that remains ongoing and alive but without any physical recordings. According to the Norberg-Schulz scheme (cited in Jiven *et al.*, 2003) characterisation is defined by the blend of natural conditions, variations, and symbolic meanings, but the 'sense of place' is formed by the people – individuals and society that integrate these features through societal values and norms. Thus, it is a challenge to preserve the 'sense of place' unless most of the societal and community traditional habits could be maintained in the same or slightly modified built environment. However, detailed characterisation with emphasis on the social and functional facts via managing the visual appearances will help the community and authorities in their decision making, to produce sustainable schemes, and to effect a proper transformation.

Most of the developed streets in both cases have been developed and refurbished to cope with the new investments. In addition, the street coverings have been changed from the regular asphalt to dark stone tiling as proposed in both programmes. On the other hand, some of the residents have mentioned that the new tiling covers are installed improperly and cause lots of accidents for the pedestrians (Zein El Din and Yassin, 2009). Nevertheless, during a discussion, the conservationist Mona Zakaria (2009) mentioned that it was unnecessary to lower *Muizz* Street by 70cm while upgrading the sewage network; however this eventually caused a height difference between the street's level and the door steps of the shops and buildings.



FIGURE 6.19: THE STREET LOWERING CAUSED A HEIGHT DIFFERENCE BETWEEN THE SHOPS AND STREET LEVEL.

The UNDP's objective was to lower the street level to match the historic buildings' entrance which was lower than the street level by 125 cm. Therefore, Dr. Mona verified that the new street levelling did not match the historic buildings or the surrounding buildings and shops. She even added, *"These unnecessary works cost lots of money without achieving any difference, and such money should have been better used to educate and empower the local residents."*

On the other hand, the streets' accessibility has been developed remarkably especially at the Gamalia quarter at the northern gates end. In the Gamalia quarter, the most important dilemma that was flagged up, especially by the merchants, was the pedestrianisation of *Muizz* Street which caused dramatic business recession because vehicles were prohibited from entering the area from 6 am until midnight. Eventually, this caused the businesses to stop selling any of their products during the regular working hours, and because all goods uploading or downloading had to be done after midnight and before 6 am, they lost enormous numbers of clients. Therefore, the study had a challenge to find some solutions to avoid such economic damage within the area. Accordingly, a study took place with some tour guides asking them when did most of the tour groups come and visit the area. Most of the tour guides stated that the trips arrive in the area between 1pm till 2pm and remain until till 5pm in order to have lunch then return to the hotels. The fact is, instead of prohibiting the vehicular usage for 18 hours per day, the banning policy should be only enforced during the afternoon period while the tours are visiting the area, meanwhile, sustaining the businesses and local jobs. Apparently, the UNDP/SCA revitalising programme has recommended deciding on certain times when vehicles could be allowed within the historic quarter. However, there is no official policy to support this objective; therefore, local merchants could overrule this act in the court and will then have to fight the local authorities. During the last visit to the Gamalia Quarter in December 2009, the researcher had some discussions with some merchants interviewed earlier and most of them refused to have any further conversations due to the problems they faced from local authorities after Zein El Din and Yassin's⁸⁹ (2009) bombing article.

6.4.3.5 Maintenance and follow-up

Maintenance and follow-up is essential to complete the revitalising process. The Venice Charter (1964) stated, *"Protection must involve a continuing programme of maintenance."* Continual maintenance of the historic fabric will ensure avoidance of any possible deterioration. According to Worthing and Bond (2008, p.153), maintenance is a primary activity which supports any urban revitalisation aspect, in order to retain the maximum cultural heritage with minimal physical interventions. Therefore, both case studies have started with addressing the essential needs of infrastructure, such as developing the water supply and the sewage networks. According to the

⁸⁹ The researcher approached Mr. Zein El-Din in his office after the article was published to discuss his findings and whether if there are any intentions to keep working on this topic through collaborated suggestions within the public media. One week after this meeting everything agreed on has been cancelled due to his superior managers' refusal because articles against national projects are restricted especially in national newspapers.

residents' results⁹⁰, both cases scored nearly 4.00/5.00, which proves that the local services have been improved and local communities are more than satisfied.

	Sample Groups Score (result / 5.00)						
	Merchants	Men	Women	Youth	Elderly	Average Score	
The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, and electricity).	3.30	3.58	3.83	4.24	3.50	3.69	Gamalia
	4.37	3.43	3.71	3.93	3.63	3.81	Darb al Ahmar
TABLE 6.11: INFRASTRUCTURE AND MAINTENANCE FEEDBACK							
Pattern Key		Less than 1.99		Between 2.00 - 2.74		More than 2.75	

6.4.4 CONCLUSION: A BROAD-SPECTRUM COMPARATIVE ANALYSIS

PARTICIPANTS	GAMALIA QUARTER (UNDP)				DARB AL AHMAR QUARTER (AKTC)			
	SOCIAL DIMENSION	ECONOMIC DIMENSION	PHYSICAL DIMENSION	USERS' CUMULATIVE AVERAGE	SOCIAL DIMENSION	ECONOMIC DIMENSION	PHYSICAL DIMENSION	USERS' CUMULATIVE AVERAGE
MERCHANTS	2.08	1.83	2.53	2.15	3.23	3.26	2.83	3.11
RESIDENTS-MEN	2.90	2.57	2.54	2.67	3.63	2.93	3.00	3.19
RESIDENTS-WOMEN	2.26	1.42	2.73	2.14	3.16	2.76	2.99	2.97
RESIDENTS-YOUTHS	2.66	2.44	3.46	2.85	3.29	2.86	3.18	3.11
RESIDENTS-ELDERLY	2.25	3.88	3.66	3.26	3.29	2.94	2.75	2.99
	2.43	2.43	2.98		3.32	2.95	2.95	
TABLE 6.12: OVERALL COMPARATIVE ANALYSIS								
Pattern Key		Less than 1.99		Between 2.00 - 2.74		More than 2.75		

According to the sampling categories cumulative results⁹¹, certain facts should be addressed:

6.4.4.1 First: Merchants

The quantitative results for the Gamalia quarter merchants demonstrate the dissatisfaction with the revitalising programme implemented, due to the decline of the current businesses and the removal of several workshops outside the quarter. The Gamalia merchants affirmed that the pedestrianisation of the *Muizz* Street caused a large number of retail shops to close. In addition, others had to change their business types without any tourism activity increase as expected; actually the change of type was unpractical because first, the intangible heritage had been

⁹⁰ See Table 6.11

⁹¹ See Table 6.12

eradicated, secondly, most tourists simply enjoy the city as it is, but do not purchase a high number of souvenirs and gift shops are collected in one walking strip. In addition, the Gamalia quarter merchants expected more support from the Government or the revitalising agency, but unfortunately the project focused more on the preservation of monuments and enhancement of the physical environment than the social and economic dimensions. On the other hand, the merchants of the Darb Al Ahmar were fairly satisfied as they kept their jobs and businesses running, even more some of them benefited from the *Azhar* Park demands. Commonly, both groups barely accepted the idea of developing their shops facades because of the high burden of costs paid by them. Moreover, the most affected groups within the retailing business were the internal workers at the Gamalia quarter that had been coming for 20-30 years but now had to stay at home. Some of these workers added: *"We will come to this place every day even if we will stay to do nothing, talk about football, politics, but because we cannot go anywhere else."* Others added, *"In the old days we used to bring our breakfast with us from home but never ate it before five o'clock in the afternoon, we were so busy to even say hi for each other."* The problem generally lies in the policies, and specifically Policy No. 457 (1999) which gave the revitalising agency the power to apply certain acts, such as changing the type of retail businesses, and pedestrianising the business streets for 18 hours per day; unfortunately, without considering the socio-economic factors and local benefit.

6.4.4.2 Second: Residents – Men

As for the male residents, both groups in each case study were semi-satisfied with the developments that occurred, as they increased the safety factor, upgraded the deteriorated infrastructure and enhanced the quality their environment in general. Some in the Gamalia quarter added that they would have been pleased to take a role in the decision-making process, as was the case in the Darb Al Ahmar quarter; being able to exercise some control on the long-term process, such as representing the quarter within the local municipalities. Moreover, during several discussions with the male residents in the area, some expressed that the projects are to develop the area in general. In addition, the media (newspapers or television) emphasises the developments as the safeguarding of monuments and the beautification of the quarter in general. However, the media did not express the other face of revitalising the historic quarter; as in the case of the Darb Al Ahmar project, the media emphasises the development of Al *Azhar* Park with minimal focus on the revitalising of neighbouring historical quarters. The Gamalia quarter resident men pointed out that the physical developments only focused on the *Muizz* Street facades but not the buildings overall. Therefore, the revitalising of this quarter has been focusing on giving buildings a face-lift and sorting out colour but the built heritage, internally, still remains in deteriorated condition.

6.4.4.3 Third: Residents – Women

The women's results differed from those of the men. The women of the Darb Al Ahmar quarter were satisfied due to their participation in the implementation process and the awareness of development programmes which took place. Unfortunately, the women of the Gamalia quarter gave different, negative feedback; they stated they were never involved either through

brainstorming or during implementation. They even commented that the revitalising efforts did not consider families' needs, such as providing a better environment for their children – children's public playgrounds and day care centres which these quarters completely lack – and their families' daily needs, such as delis and restaurants serving locals rather than tourists. However, both groups were satisfied with the improved medical services, and the physical qualities that enhanced the children and women's mobility. The women expressed that developments in general helped in increasing the social cohesion between neighbours in some areas especially in the Darb Al Ahmar quarter due to the different awareness programmes and crafts workshops which have attracted a high number of local participants. Apparently, with reference to the revitalising programmes and especially community-based type, if they had followed a Bottom-Up approach in decision-making and programme designing, then the outcomes would have been more appropriate and focused on the target groups. However, the UNDP/SCA revitalising programme has focused on an open museum vision toward the whole quarter.

6.4.4.4 Fourth: Residents – Youth⁹²

The youth of the Darb Al Ahmar participated in the different activities during the implementation process and others were skilfully educated to start working within the area. In opposite, the Gamalia quarter youth were pleased to first see their living districts being developed but frustrated when they lost the jobs they trained for due to the decline in the businesses and markets. Above all, some of the youths were against the idea of high security measures which had an impact on their privacy and freedom within their activities. Lately, the UNDP/SCA revitalising programme encouraged an NGO to establish a training centre to educate the youth residents' in different skilful and handicrafts, such as electricians, plumbers, carpenters, etc. However, these kinds of training could be useful in all cases and environments, but these specific quarters which produced the most beautiful handicrafts anywhere in the Middle East would have preferred to revitalise these skills again and introduce new contemporary productions with old manufacturing techniques, such as brass shaping/scripting, leather drawing, jewellery manufacturing and Arabic calligraphy drawings. Nevertheless, due to the lack of coordination between revitalising agencies and other educational organisations, fine art colleges, and cultural NGOs, these kinds of activities have never been introduced. Consequently, one of the male residents added that the number of jobs lost and lack of promising activities within the Gamalia Quarter will eventually lead to an increase in the illegal drug trade business and social breakdown. Therefore, revitalising in such culturally rich sectors should start with investing in residents and local business in parallel to the physical developments.

6.4.4.5 Fifth: Residents – Elderly

Surprisingly, the elderly results were higher than the rest of the participants at both case studies, due to physical developments that occurred. One of the old men at a local cafe stated that it is promising to be present while his neighbourhood revitalising since it was neglected for around

⁹² Most of the youths that participated ranged from ages 18-25 and are local residents; some of them have finished higher education and others have finished high school to focus more on local crafts jobs.

four decades. Some others added another piece of wisdom concerning the local authorities; they said, “*If local authorities keep managing our quarters with corruption and deceiving terms, then there will never be a future even if we kept revitalising for a thousand years.*” The conclusion was that there should be local agencies which should manage these historic quarters based on the local users and owners. In addition, the UNSECO report, UNDP/SCA revitalising programme, and the AKTC revitalising programme all encouraged having local coordinating agencies to secure the management of the quarters, but unfortunately the Government keeps pushing for centralised revitalising agencies, such as the Historic Cairo Restoration Centre, Supreme Council of Antiquities, and NOAH, which all have different objectives, policies, administrative structures, and different implementation procedures. The fact is, local management agencies are essential for transferring research, planning, and revitalising programmes into real practical operation and production to sustain and enhance socio-economic and physical aspects (Ibrahim, 1999). However, Professor Zaki (2008) made an important observation; he asked, “*What is after designation and preservation? The Next Step?*” He added that there is a need for an organisation to face the problems after designation and to monitor management. In addition, this should be executed through local-based NGOs. The NGOs currently have no power, however they should have a greater role with the communities and owners, to be able to revitalise and increase the economic revenues, similar to the AKTC initiative, by establishing an NGO of local community members to coordinate the quarter’s revitalising needs and management.

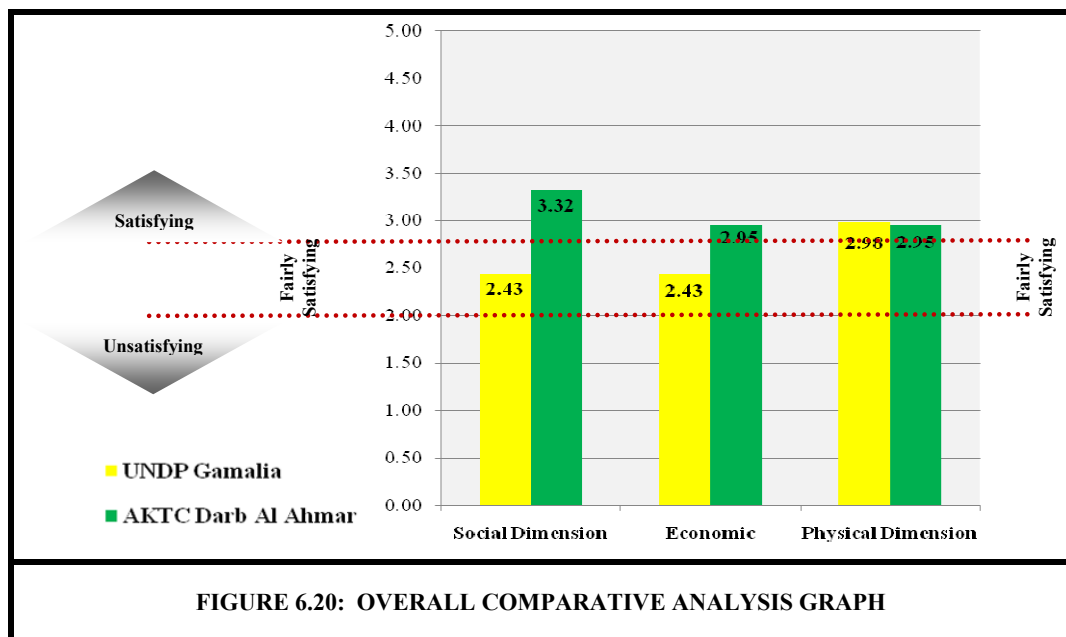


FIGURE 6.20: OVERALL COMPARATIVE ANALYSIS GRAPH

Generally, the overall results of each dimension show that the Darb Al Ahmar quarter’s social and economic dimension was more successful than the Gamalia quarter’s development. However, physically both case studies achieved slightly close values, because both revitalising programmes had enhanced the physical conditions and aesthetic appearance of the quarters. In conclusion, the vision of AKTC was to achieve the relevant objectives through a series of pilot projects located facing the newly discovered historic wall surrounding the new park project to ensure direct

relation between economic investments and social revitalisation. The pilot projects significantly focus on the historic monuments potentials, vital streets and alleys connecting open spaces and other residential clusters with the help of community bodies. The AKTC strengthened their rehabilitation plan with the direct involvement of residents, community groups, and local institutions towards a gradual rehabilitation of the existing residential and commercial properties. In addition, the local community poured in enormous efforts to run the rehabilitation process under the management of the local organisations that took over. Public participation will eventually realise beneficial results in the long term and reduce any costs that could be made by sudden unstudied acts, such as those taking place now at the main spine in the Gamalia District.

An overall outcome would indicate that the differences between the UNDP policies against the AKTC experience are that, first, the AKTC development was comprehensively depending on the local community plus the resources or potentials surveyed and the well structured policies recommended by the earlier organisations. The second factor of success – shown especially in the social and economic dimensions – is that AKTC faced less interference by the Government and its preserving agencies. As for the Gamalia quarter's revitalising efforts, most of the magnificent listed buildings have been preserved by the Supreme Council of Antiquities but not appropriately re-used, leaving behind an enormous amount of negatively built heritage. Gamalia's built heritage has been restored for no functional reason but just for the cause of existence as if preserving the Giza Pyramids. The third factor is that the Darb Al Ahmar revitalising programmes focused on raising the community's awareness and training to increase the economic value of the quarter and local productivity. Another major factor is the *Azhar* Park, which huge intervention gave the main push for more regeneration to the surrounding neighbourhood, which is generally lacking in the rest of the nine clusters proposed by the UNDP upgrading study, as there are no any proposals for grand projects of the same scale as an environmental and economic initiative. In general, the AKTC revitalising programme drew some comprehensive policies to follow according to the socio-economic objectives; on the other hand the UNDP/SCA revitalising programme implementation followed the Government policies where objectives were more concerned with the preservation of monuments and applying the paralysed museumisation approach.

CHAPTER SEVEN

CONCLUSIONS

7.1 INTRODUCTION

This thesis has explored the formulation and implementation of policies and programmes regarding the revitalisation of Historic Cairo within two major case studies. The study followed a comprehensive methodological track of investigation including key player's commentary narration, Government policies, and the implementation revitalising programs, which relates to the theory of public policy and the principles of revitalising historic quarters'. The study is an unfolding research with three research questions tackling the policies formulated and their effect on the conservation process in Historic Cairo, their implementation; and in particular, why these policies were unsuccessful in stopping the urban and economic deterioration. The second focused on the different key players in the revitalising process and their relation to each other during the implementation of policies and programmes. As for the third, it focused on exploring the causes of deterioration in Historic Cairo, with an emphasis on two revitalising programmes. The study investigated the effectiveness of the revitalising policies and their effect on the society, local economy, and the physical developments in relation to the feedback from the implementers and users. This chapter consists of two parts. The first part focuses on relating the study's findings with the theory of public policy effectiveness conditions. The second part will be an overall summary with some findings and ending with the conclusive contribution.

7.2 REVITALISATION POLICIES AND IMPLEMENTATION EFFECTIVENESS

The following part will focus on the first and second research questions:

- 1) **What are the policies and how were they formulated?**
- 2) **Who are the key players and how do they control the revitalising process?**

In Chapter Four, the study focused on setting the urban revitalisation examination criteria and evaluation principles. As for Chapter Five, some of the policies and their implementation process were reviewed in relation to the literature and feedback from implementers. In Chapter Six, the aim was to examine two revitalising programmes implemented under the Egyptian policies. Therefore, it is essential to merge the study findings and interpretations through an explanation using the Mazmanian and Sabatier (1983) Six Conditions of Policies Implementation Effectiveness framework presented in Chapter Two.

7.2.1 *CONDITION 1: CLEAR AND CONSISTENT OBJECTIVES*

According to Mazmanian and Sabatier (1983, p.41), clear and consistent objectives enable legislation or policies with understandable objectives or setting substantive evaluative criteria to resolve goal conflicts. They have mentioned that it is important that formulated policies should

show the objectives clearly, either providing implementation manifests or guiding the revitalising programmes' implementers. In addition, the objectives stated clearly in policies will produce a more effective evaluation process. Generally, in discussing the policies formulated within the last 30 years, specifically the revitalising programs implemented, since the 1970s, the policies' goals and concepts have focused on the preservation and safe guarding of monuments without differentiating between built heritage and other built historic antiquities. Moreover, in 1983 the Egyptian Government produced Policy No. 117 to preserve the antiquities and monuments, and control the excavation operations and transportation of antiquities. The policy was concerned with banning any breaching or modifying that could happen to any of the monuments. These objectives reflect the aspects of preservation rather than urban revitalisation. It is evident that most of the policies formulated were to secure and protect the historic buildings without considering the entire historic quarter or surrounding neighbourhoods for revitalisation.

After reviewing most of the crucial public policy concerning historic quarters, Table 7.1 demonstrates that the Government policies indeed did not consider the social and economic dimensions of revitalisation, and that these policies only focused on physical conservation. Therefore, the policy objectives overall did not match the revitalising programmes objectives. In other words, the revitalising programmes focused on the comprehensive regeneration of historic quarters but the policies drove the implementation process in another direction, focusing on the preservation of monuments and, later on, physical upgrading as in the Gamalia quarter case. However, the AKTC revitalising programme did not allow the Government policies to interfere in its implementations; thus the project was partially successful in achieving socio-economic objectives.

Envisioned Revitalisation Principles		Public Policy				
		Policy No. 250 / 1980 ⁹³	Policy No. 117 / 1983 ⁹⁴	Policy No. 250 / 1990 ⁹⁵	Policy No. 457 / 1999 ⁹⁶	Policy No. 144 / 2009 ⁹⁷
Social Dimension						
1.	Upgrade the residents' quality of life.					
2.	Encourage educational and training services for the users.					
3.	Encourage community consultation sessions.					
4.	Encourage community participation in implementation.					
5.	Increase the social services in the area.					
6.	Increase the locals' sense of belonging toward the area.					
7.	Encourage the local users to interfere in the daily management.					
8.	Encourage to involve locals in the monitor and feedback phases.					
Economic Dimension						
1.	Promote to increase job opportunities.					
2.	Encourage to increase the tourists' visits and flow.					
3.	Promote to sustain or flourish the property market.					
4.	Promote to increase residential-led revitalisation.					
5.	Promote to increase economic-led revitalisation.					
6.	Encourage more services to serve the tourism industry.					
7.	Promote to increase tourism-led revitalisation.					
Physical Dimension						
1.	Promote to improve the quarter's accessibility.					
2.	Promote to restore the listed buildings.					
3.	Promote to refurbish unlisted buildings according to character.					
4.	Promote to improve the quarter's character.					
5.	Encourage to develop more open public spaces.					
6.	Encourage to develop more green spaces.					
7.	Encourage adaptive reuse for the listed monuments.					
8.	Upgrade the utilities infrastructure.					
9.	Encourage to develop the surrounding built heritage.					
10.	Develop the maintenance and follow-up operations.					
11.	New buildings should respect the special architectural character.					
12.	Ban any building adjacent to a monument by less than 50 m.					
13.	Promote the restoration of the historic urban fabric without any changes.					
14.	Control and ban any polluting industries in the historic quarters.					
Implementation Aspects						
1.	Define the key players' roles and duties.					
2.	Clarify the ownership of monuments.					
3.	Clarify the responsibility of monuments restoration.					
4.	Provide a general revitalisation framework.					
5.	Provide a detailed guidance for revitalisation of certain quarters.					
6.	Demonstrate a coordination plan between key players.					
TABLE 7.1: PUBLIC POLICY STUDY IN RELATION TO THE REVITALISATION DIMENSIONS AND PRINCIPLES.						

⁹³ Policy No. 257 of 1980: the preservation of Monuments & Islamic architecture in Cairo (Certified Translation).

⁹⁴ Policy No. 117 of 1983: the Law of Protecting the Monuments (Certified Translation).

⁹⁵ Policy No. 250 of 1990: determining the Buildings Heights in Historic Cairo (Certified Translation).

⁹⁶ Policy No. 457 of 1999: Historic Quarters in Cairo (Certified Translation).

⁹⁷ Policy No. 144 of 2009: the Unified Construction Code (Certified Translation).

The relevance theory behind the policies generated since 1980 was principally to support the UNESCO's efforts in preserving the ancient Egyptian monuments scattered all around Egypt, but not the living urban districts. Policies 117/1983 and 480/1995 stated that all historic buildings are the property of the Egyptian Government and that any kind of deterioration or destruction of the historic building fully or partially is a criminal violation, yet unfortunately local authorities did not implement the policies properly. Therefore, most of the intrusion was not recorded nor reacted against. Generally, policies lacked clear objectives regarding revitalising historic quarters, and specifically showed a narrow scope of a decision-making process based on a centralised Government, without consulting the up-to-date scientific research. The Egyptian legislations never grasped the meaning of historic quarters' revitalisation. Stewart (2003, p.145) even added, *"Egyptian policy dictates that, once restored, historic monuments must be set aside and not used by the community."* On the other hand, UNESCO produced a generic revitalising plan for the whole area of Historic Cairo. The plan focused on producing revitalisation recommendations for the urban setting, such as traffic management systems, upgrading the infrastructure services, increasing the locals' awareness, and defining six minor zones to develop, as a beginning. Clearly, this is the first time a local or international organisations have mentioned urban scale revitalisation. However, there were no public policies to reflect this direction and support the programme objectives.

In relation to the levels and timing of implementation activities, the policies practiced during the last 30 years did not support the private developers' initiatives towards revitalising some of Historic Cairo's alleys. As a result, developers encountered some serious difficulties with the local authorities to be able to carry out urban revitalisation. However, the monuments' preserving agencies did not face these difficulties because this would have decreased their charitable contributions, resulting in breakdown in communication with the Government sector, and this would not have been acceptable politically. On the other hand, policies did not give space for community participation during decision-making and implementation, except in the case of the Darb Al Ahmar quarter by the Aga Khan Trust for Culture, where they had to follow their own objectives and policies. The problem with Egyptian policies are that they need effective orientation and reformulation to apply more interlocking combinations, avoid Government authorities' competition and segregation, simplify and develop built heritage ownership and resolve any counter-productive policies which could stop or delay the revitalisation process.

7.2.2 CONDITION 2: ADEQUATE CAUSAL THEORY

The second effectiveness condition focuses on incorporating a sound theory which identifies the principle factors and causal linkages affecting the policy objectives and eventually, formulation. In addition, it gives implementing officials sufficient jurisdiction over target groups and other points of leverage to attain desired goals (Mazmanian and Sabatier, 1983; p.41). As mentioned in Chapters Five and Six, and seen from the urban design theoretical background, the original rationale of the policies from the 1980s to 1998 was to preserve the historic monuments and stop any damage which might occur through time. The main causes behind these protective policies

were firstly the increase in the excavation of antiquities toward all kind of historic remains – i.e. Ancient Egyptian, Greco-Roman, Coptic, and Islamic antiquities; secondly, the 1992 earthquake caused huge structural problems to the built heritage; thirdly, to avoid the new rural immigrants that lack proper awareness toward the listed monuments and surrounding built heritage; fourth, fight the polluting new uses and functions introduced in the historic quarters⁹⁸, and finally, to control the modern lifestyle aspects, such as vehicular usages which increased more earth vibrations and caused the water table rise and threaten the buildings' foundations. As a result, most of the policies formulated at that time focused on physical upgrading and development with less concern for the economic and social dimensions⁹⁹. The essential problem in revitalising Historic Cairo's quarters was to operate a revitalisation plan based on the three dimensions of urban design – social, economic, and physical – to achieve a generic sustainable development. However, the Government policies did not reflect this concept, although some of the implemented programmes did, such as the development of the Darb Al Asfar, the Darb Al Ahmar, and the Coptic quarter. These programmes had a different causal theory which could be more adequate than the Government policies; the programmes' focal point was to support the socio-economic features in parallel to the physical features, sustaining the tangible and intangible heritage together, because most of these quarters were suffering from poverty, high unemployment rates, and informal jobs (drug trade). The first intention of most of these charitable developing organisations was to eradicate this heavy destruction, and build a relatively healthy society. Hereby, community participation differed according to the programme's implementation plans. None of the programmes or the policies focused on sustaining the intangible heritage. This was evident in the UNDP revitalising programme of the Gamalia quarter where its conceptual objective was to develop the *Muizz* Street into an open museum based on built heritage mummification. In relevance, to the concept of sustainability through revitalisation; the adequate causal theories should have followed a Bottom-Up approach, formulating policies according to the communities' needs and consultations, economic development requirements, and available resources, in order to be efficient during the implementation process.

7.2.3 *CONDITION 3: APPROPRIATE STRUCTURES AND SUFFICIENT RESOURCES*

Mazmanian and Sabatier (1983, p.41) mentioned that policies tend to design the implementation process in order to maximise the policy effectiveness, such that implementing actors perform as expected. Furthermore, policies should certify the different tasks according to each actor's specialisation and according to the hierarchal integration, sufficient financial resources, and access to the community supporters. In reflection of the Egyptian context, the administration system and the implementation operational flow did not perform as efficiently or effectively as expected.

⁹⁸ Sutton and Fahmi (2002, p.79), even agreed that “changing land use from residential to commercial ... are introducing environmentally polluting activities such as metallurgy, marble and timber workshops and storage facilities into the Old city. These new land uses have posed problems in term of waste, noise and pollution as well as serving to degrade the historical areas.”

⁹⁹ This dilemma has been noticed during the comparative analysis findings, as the physical dimensions feedback scored slightly higher than the social and economic dimensions in both case studies.

There were reasons behind this. The first reason was the massive contradiction and administrative conflict between the different Ministries, Supreme Council of Antiquities and City Governorates in the revitalisation works based on the conflict of monuments ownership and struggle between all key players¹⁰⁰. Eventually, due to these administrative conflicts, policies were not efficient and caused more uncertainty within the implementation process and loss of the expected target. Secondly, local communities and societal organisations as NGOs usually faced problems with local authorities because they were not officially represented in either the decision-making or the implementation processes, and there were a lack of policies that sustain their rights and efforts. Thirdly, there are no clear policies that determine the role of local authorities in the revitalising process toward the four key players' categories (discussed in Chapter Five) such as the stakeholders, Government official bodies, developers/investors, the international and foreign organisations, and finally the community and social organisations.

Additionally, the policies did not have enough flexibility to interfere; there was lack of an urban scale developments agency. The historic quarters were under the authority of the governorate or local authorities as any other district in Cairo. Therefore, after the monuments are restored, they are not properly adaptively re-used because the revitalising process lacks any sponsoring or management agency which could manage them, in addition to the lack of an overall adaptive reuse district plan. Regarding this dilemma Professor Salah Zaki (2008) added, "*What is after all this enormous effort in designation and preservation of historic monuments – what will happen – who will run them?*" This expresses the idea that there is a lack of an effective managerial long-term plan. In addition, due to the lack of a local management agency, one more stakeholder decline is raised: the lack of communication between the different implementing bodies. Specifically, local authorities should provide a managerial plan to facilitate and serve the tourist activities to promote and encourage more visitors to the area, as well as to keep an eye on the existing monuments to prevent any further possible deterioration. However, Historic Cairo hosts far fewer tourists than any other ancient site, as fewer tourists are found at the Gamalia quarter main spine. This may spring from the fact that, first, the local authorities and the Supreme Council of Antiquities did not communicate with both the Ministry of Tourism and the traffic control units in regards to encouraging the tourism firms to visit the open museum spine. Furthermore, they failed to communicate with the traffic control to propose the coach load point alteration from *Khan EL-Khalili* to the northern gates to allow tourists to walk within the spine.

On the other end, are the resources, and how they were sufficiently distributed in achieving the desired policies and revitalising programmes' goals. Egypt is known for its fair national economy and its reliance on tourism revenues, Suez Canal income and national taxes income. Thus, heritage

¹⁰⁰ Stewart (2003, p.145) also agreed and added that, "organisations ... ministries ... are responsible for the infrastructure within and adjacent to historic monuments. There is little substantive coordination for the purposes of heritage preservation, at either the data collection or planning level, among these bodies. ... Adding another layer of complication is the fact that while *Awqaf* – endowments – own most buildings, the Supreme Council of Antiquities or private individuals owns others."

preservation relies on the national budget which does not cover the huge number of built heritage. Yet, the major dilemma is that the enormous amount of money spent on preservation of monuments does not level up the tourism revenue, as compared to the Ancient Egyptian sector. Accordingly, the cheap visit prices or the lacks of adaptive re-use for the tourism industry, as well as the lack of marketability for Historic Cairo, are the main causes.

The next three conditions will particularly support answering the third research question¹⁰¹:

3) Why has the implementation of policies failed and why are the historic quarters still deteriorating?

7.2.4 CONDITION 4: COMMITMENT AND SKILLS OF IMPLEMENTERS

Mazmanian and Sabatier (1983, p.41) argued it is crucial to discuss the commitment of key players and actors in the implementation process and the skills needed to commence the different tasks and decisions taken. They further added that the leaders of the implementing agency pose substantial managerial and political skills and are committed to statutory goals. According to this theory, some organisations should be specifically addressed. First, is the Supreme Council of Antiquities, being the local responsible organisation for any implementation on preservation. Unfortunately, the Supreme Council of Antiquities was formed out of professionals such as archaeologists and conservationists; but without any architects or urban planners. Consequently, no specialists in historic quarters' revitalisation were involved. As for the skills of implementers; employment within the Supreme Council of Antiquities is not based on specialisations, and therefore any employee could be appointed to any task even if these appointees are unspecialised. As mentioned in Chapter Five, there is no difference in appointing the supervision duties in the monuments' preservation between the architect and any other engineer, not just at the junior level but also at the high management level. Actually, there is a necessity to determine the qualifications and experiences of the people in charge of actions taken by the Supreme Council of Antiquities. If these people lack the proper skills, this will result in a complicated burden rather than a helpful human resource.

Second, local authorities are one of the major problems in revitalising historic quarters in Egypt. According to the interviews which took place during this study, most of the participants agreed that the local authorities' administration and officials are without any scientific revitalising background and as a result, development and maintenance is only partial and obviously unplanned. Others added that most of their officers, architects or engineers do not have the appropriate knowledge and need training as well as practice¹⁰² to cope with the implementation process requirements, in addition to serve the community and not to be served by the community – i.e.

¹⁰¹ This is the third research question.

¹⁰² From a positive point of view, the National Organisation of Urban Harmony has taken a strong initiative by being willing to train local authorities' officers and architects. A newspaper advert has been recorded in January 2010 asking teachers to start educating them. Unfortunately, such an excellent act is late because it comes after most of the grand revitalisation projects have finished.

taking advantage of the power in hand and pressuring the local community. The dilemma is that local authorities pretend that they are not a part of the community, but some Government officials work without valuable commitment and loyalty toward the society and the historic quarter because either they are untrained for this or the policies did not orient them properly. Mr. Samir Gharib (2009) sarcastically added, “*what is supposed to be happening will not happen*,” in referring to the change of local authorities’ management and methodology, pointing out that local authority chiefs are mostly retired army generals without any previous knowledge of revitalising historic quarters. Nevertheless, they control the day by day operations and management. However, their main role is to secure the local elections to fulfil the needs of the current Government. Therefore, the implementation of policies is executed here on an experimental basis following a trial/error problem-solving methodology but is not previously planned to achieve desired goals.

Revitalisation and management of the historic quarters is the responsibility of the local authorities so ‘we will not reinvent the wheel’. The basic problem is that these local authorities do not have the appropriate human resources, and lack the proper scientific knowledge, trained staff, and techniques to communicate with local communities.

Third, policy No. 144 (2006) and the Unified Building Code of 2009, give the power to the National Organisation for Urban Harmony (NOUH) to take control of designating and protecting any valuable architecture and urban quarters. Accordingly, Professor S.O. mentioned that NOUH’s role is to prevent any visual deterioration and remove any visual pollution which will eventually retrieve the beauty of the spaces. Unfortunately, the organisation was not responsible for the revitalisation programme in El *Muizz* St. – referring to the Gamalia quarter case study - and they were not able to put an end to the added misuse of colours and wrong materials. The paradox is that the revitalising of Historic Cairo; Gamalia quarter was appointed to a specific private consultant abroad (an Egyptian consultant whom practiced in Lebanon once was involved in developing the UNDP report in 1996) to provide concepts and strategies. In the meantime, the National Organisation for Urban Harmony was just being established and rather than the Gamalia quarter programme going to the new organisation, it went to the private sector, which was directly contacted directly, rather than through the appropriate channels of the overall organisation. This private consultant was named as the ‘untouchables’¹⁰³; essentially, the problem was that they would do any kind of action without even consulting the rest of the involved parties in the revitalising process and only reported to the Minister of Culture. This explicitly shows the corruption of decision-making within the Ministry of Culture.

In general, according to the current political and decision-making systems, too many contradictions are taking place; for instance, new organisations are always established but with less effectiveness. Policy making and legislation is a leading implementation tool for the achievement of certain goals in order to achieve some goals. The Urban Planning Authority has

¹⁰³ As it has been so called by the NOUH implementing and monitoring officials

been established since 1973 but never had a proper legislation supporting its existence within the rest of Government authorities until after 10 years of operation. Due to the policies' lack of power, officials tend to organise several regular meetings and committees between various organisations to tackle problem solving, but unfortunately without effective productivity which demonstrates the corruption of these committees in that their focus lies only on financial gain or personal compensation.

7.2.5 CONDITION 5: SUPPORT OF INTEREST GROUPS / AGENCIES AND SOVEREIGNS

This condition simply recognises the essential need to sustain political support throughout the implementation process by the interest groups and from the legislative and implementers including governmental officials at the different departments, in order to secure continuity of the legal and financial resources. Mazmanian and Sabatier (1983, p.41) added, *"The programme is actively supported by organized constituency groups and by a few key legislators throughout the implementation process, with the courts being neutral or supportive."* In relation to the Egyptian context and Historic Cairo's implementation key players¹⁰⁴, the Governmental bodies and administration organisations, the prime minister's office took on firsthand the responsibility of coordinating the implementation of the revitalising programme facing the difficulties of administration coordination. Specifically, the ministries separately tried to support Historic Cairo's Restoration Programme by establishing internal committees based on each ministry's objectives. However, each ministry or its internal committee objective is controlled by the officials' vision, regime party objective (money or power), or the strategic national objective which in some cases is the least important. For instance, the Ministry of Housing and Infrastructure once established a committee specialised in upgrading Historic Cairo focused on urban regeneration but unfortunately it focused on monuments preservation actions rather than urban regeneration. This is because the policies did not support any urban revitalisation actions and focused more on the preservation of monuments; or the ministry's efforts focused more on performing restoration tasks seeking for power and external funds. The Ministry of Culture which supervises the Supreme Council of Antiquities offers great support to most of the programmes' implementation, but their internal deficits were that they lack appropriate human resources, and have no certain and effective urban regeneration organisation, in addition to weak tourism marketability tools.

Secondly, the private sector presented the developers and business investors. Unfortunately, the policies neither support nor acknowledge their revitalising efforts. As per Zakaria (2009), private developers within the historic quarters tend to face severe obstacles with local authorities because there are no policies which support the efforts invested. Mr Gharib (2009) added that, *"A proposal was discussed earlier between the NOUH and Cairo Governorate to invite new sectors or parties within the management of the historic quarters, for instance banks, larger business firms, and perhaps a few celebrities to constitute a board of trustees for a particular quarter. In order to*

¹⁰⁴ See Table 5.2

increase the awareness of the community, invest in those areas, ease others to proceed in the revitalisation process, and eventually increase the money flow." This is a positive vision because it is important to encourage a transformation from centralised management to a neo-liberal management through finance, performance, and administration – i.e. the essence of decision-making. Support from private developers can be seen as a set of initiatives, which would add to the urban heritage revitalisation, and have a greater impact on the upgrading of the quarters'. Based on the private sector management characteristics, the quality of the revitalisation will increase due to the effectiveness gained by the accuracy and efficiency used to consume the proper resources at the best time in the implementation process leading to increased revenues. The cut in costs as well as monitoring expenses will provide better methods of spending money and distributing attention to the different day-to-day management tasks. In addition, private developers or agencies will allow the public sector to focus on others factors of revitalisation. Increasing the 'sense of place' of historic quarters competitiveness via private developers will help to create more cost-effective solutions by adding new technologies and will ensure the provision of more income for the Government rather than the huge amounts of money spent without any positive revenue returns. Enhance the usability of the historic buildings in order to encourage multi-use quarters through the voluntary and local communities' interaction and employment. It will also encourage market-oriented and economic growth management systems, focusing on democratisation and integrated decision-making. Finally, private developers or non-governmental agencies would take on the role of *Shiekh El Hara*¹⁰⁵ and assist in managing historic quarters but with contemporary methodology and technologies. The AKTC initiative of establishing a private community-based organisation could manage and sustain the revitalisation concept and programmes implemented.

Thirdly, since the 1980s, international and foreign organisations have provided enormous amounts of support at all levels, such as finance in the first place, technical consultancy, supervision and periodical reports, and wide personal expertise. Unfortunately, due to the large number of built heritage and the condensed urban fabric in Historic Cairo, it is difficult to serve all these potential elements with appropriate conservation, which eventually will delay the revitalising process. It is evident from the observations made that many of the international organisations tend to focus their efforts on built heritage preservation, except for a few organisations which have grasped the essence of total urban revitalisation such as the AKTC and the Arab Fund for Economic and Social Development which add interest to social enhancements. In relation to the policies formulated in the last 30 years, most policies encouraged support from international organisations especially policy No.117 of 1983, which sought to organise their efforts with the Supreme Council of Antiquities; but without clearly stating any policies for sustainable urban revitalisation orientation, nor stating any penalties for wrong actions by any of the actors.

¹⁰⁵ Defined and discussed in Chapter One.

Finally, local community and societal organisations, have not been mentioned within the last 30 years of policies, moreover, they even, were not been considered in the new Unified Building Code of 2009. The policies tend to focus on how to develop and secure the built environment, and therefore it is a difficult task to encourage the communities to support the revitalising process. However, according to the quantitative surveys with local residents and users, their feedback certifies that most of them agree with the idea of participating in the revitalising process starting from the decision-making phase right through to implementation. From another point of view, most of the few societal organisations focus on providing charitable services within the local communities but show least interest in the revitalisation process. The basic problem that local communities and societal organisations face is a lack of the awareness of urban revitalisation, along with the fact that they have developed great mistrust of the Government and local authorities because of the inappropriate direction of preservation which caused inconvenience.

7.2.6 CONDITION 6: SOCIO-ECONOMIC CONTEXTS STABILITY

This condition highlights the crucial need to recognise the changes which might occur in the socio-economic conditions that could have dramatic repercussions on the political support or causal theory of a programme (Mazmanian and Sabatier, 1983, pp.41-42). Avoid any competing public policies and maintain the statutory objects envisioned rather than diluted policies by other circumstances. The social characteristics of Historic Cairo have generally changed rapidly due to a number of reasons. The population rate has nearly tripled increasing the high demand for services and new dwellings to serve the rural migration. Unfortunately, the approach of the policies did not solve the new housing demands. Otherwise the UNDP/SCA's revitalising programme was driving the current policies in the direction of mummification of the historic quarters and decreasing the housing opportunities indirectly as a result. The other major instability was the increase in informal jobs due to the low employment rates within the city. In addition, the genuine residents of the historic quarters moved out from most of the historic quarters to live in new residential districts creating a great loss of true owners and eventually less continual sensible maintenance.

From the economic point of view, the economic base has also changed from the cultural handicrafts industries to a modern mechanism-based industry, resulting in the loss of the old cultural trends, resulting in the disappearance of the ancient traditional industries and a reduction in the number of youths actually working in these industries, driving higher rates of unemployment. Apparently, this is because the free-of-charge education policy that the 1960s Government followed in higher education pushed most youths to join universities resulting in less interest in learning any skilled handicrafts jobs. In addition, due to the defensible urban fabric, some new incoming residents took advantage of the empty heritage buildings and started illegal businesses especially in the Darb Al Ahmar quarter, changing the safety conditions and causing serious infrastructure destruction.

According to these factors which could have affected the implementation process, the study found that policies applied by the Government during the last 30 years did not include any attempt to solve them in the first place; therefore, they might not be the only reasons for the lack of policy effectiveness and overall decline. As for the revitalising programmes implemented within the Darb Al Ahmar and Gamalia quarters, some of these issues have been considered, especially the AKTC attempt which was comprehensively successful on both the economic and social dimensions.

7.3 CONCLUDING SUMMARY

The following section will present an overall summarisation before the findings conclusion. Chapter Two discussed the development of public policy through different theoretical perspectives with an emphasis on the policies' implementation phase and effectiveness conditions. It is important to study the present revitalising policies and their effect on the exiting urban heritage, rather than to explore the reformulation phases. In addition, the aim of the study is to investigate the Egyptian experience and efforts in revitalising one of the oldest urban quarters in the world, without proposing any policy reformulation as this is out of the study's scope. The theory of public policy has demonstrated a clear understanding of policy formulation and implementation principles, which eventually eased the study's exploratory process. Specifically, the study used the public policy theory, and six conditions of effectiveness implementation – by Mazmanian and Sabatier – as the scientific and academic reference. Moreover, Chapter Two have provided an overview of the previous policies through the different eras of conservation. To provide a complete theoretical background, Chapter Two even tackled the UNESCO's vision and recommendations toward Historic Cairo. Specifically, it was essential to mention and discuss the objectives stated by the UNESCO's report for upgrading Historic Cairo in 1985 as another strong reference to rely on.

The exploratory research methodology is based on a triangulation approach by qualitative and quantitative findings with narrative additions. In Chapter Four, the study had to certify a need to understand the criteria of revitalisation as a tool of sustainability in order to put evaluative parameters and exploring the tensions between conservation and revitalisation. Furthermore, some of CABE's principles have been mentioned to secure a contemporary vision of regenerating historic quarters. The evaluation methodology mentioned here focused on post operational phases and determining the goals and objectives of programmes in relation to actors perspectives qualitatively and quantitatively. In details, the evaluation methodology was designed in two parts. The first focused on public policy implementation assessment principles considered useful to useful in the study of the six effectiveness conditions. Secondly, some urban design and principles relating to revitalising historic quarters were categorised into three primary dimensions – social, economic, and physical. Each dimension has been explained through sub-indicators and eventually residues of some objective statements from the users' questionnaires were used later.

In Chapter Five, the study focused on presenting some of the divisive policies governing the revitalisation process in order to challenge the first research question:

1) What are the policies and how were they formulated?

The study revealed that most of the policies formulated focused on monument preservation with less concern for sustainable urban revitalisation trends. The triangulation research approach helped in presenting some of the contradictions of the policies with real situations concerning breach and trespassing of monuments affecting negatively the built heritage. In the fifth chapter, the major key players have been categorised and studied according to their roles and responsibilities within the implementation process, in addition to some slight comparisons being drawn with international charters and recommendations in order to answer the second research question:

2) Who are the key players and how do they control the revitalising process?

Eventually, this exposed severe communication problems between most of the players and this has been evident in Chapter Six within the case studies investigation. The reviews of the key players in Chapter Five have demonstrated some issues with the lack of key players' skills and commitments; directly answering some of the effectiveness implementation conditions discussed in Chapter Two. During the interviews with the implementers, other policies have showed strategic conflicts in implementation such as the civil rights which clearly contradicts with the phenomenon of community participation needed in revitalisation. Other contradicting policies were raised, such as the setback policy that protects monuments from surrounding threats and how some court decisions alternated these protection measures. The reviews of the policies demonstrated the dilemma of ownership and its effect on decreasing the potential of adaptive re-use. In addition, Chapter Five endeavoured to clarify an understanding of the variety of responses to policies; it emphasises the relation between governmental and non-governmental efforts in meeting the formulated policies. The chapter tackled the problems of cooperation and coordination between Government and the civil society.

The study focused on explaining the policies' objectives and structure in the second Chapter with two major revitalisation case studies that were introduced in Chapter Six. The case studies have been described according to their objectives, urban design policies and the implementation policies to ease the examination phase. In both case studies there were 313 participants in the questionnaires examination; the highest numbers of participants were among the youth and men residents, but the least number of participants were among the women residents due to the conservative culture which reduces the ability to meet with resident women freely. However, the main difficulty lay in convincing high ranking officials to participate in interviews but with no success. Therefore, the study had to rely on some of these officials' statements in other media sources to complete the whole picture. In addition, due to the confidentiality of political reasons, the study was very sensitive about revealing some of the interviewed names, and preferred to use a coded abbreviation.

Later, a very specific comparative analysis between both case studies took place with some reflections of current policies, programmes' visions, implementers' interviews, and organisations' revitalisation perceptions. The quantitative findings and the qualitative feedback helped in answering the research questions. Furthermore, the study has used the dimensions of revitalisations – social, economic, and physical – as consistently as possible within the theoretical and empirical phases to apply more focus and credibility. Finally, most of the findings of Chapters Five and Six were merged cumulatively with relevance to the six conditions of effectiveness in order to highlight the answers to the research question in the following conclusion.

7.4 CONCLUSION

The following conclusion will attempt to include most of the study's findings and summarise the original contribution to knowledge within this research. The findings have been categorised and summarised, as follows:

- **Policies focus on the preservation of monuments with limited interest in revitalising historic quarters.**

The current revitalisation policies in Egypt are based on the fundamental principle that the current Government system is still focusing on the preservation of monuments without urban revitalisation; i.e. the Government underestimates the social and economic dimensions of developments and their effect on the physical environment. In addition, the mechanisms of policy development, preparation of plans, and implementation programmes fall under a centralised Government. The main result that the policy's scenario is not based on a certain ideology except the physical conservation. Therefore, the Government policy objectives eventually do not complement objectives of the revitalising programmes. Specifically, the revitalising programmes focus on comprehensive historic quarters' revitalisation but the policies drive the implementation process in another direction focusing on the protection of monuments. For instance, UNESCO introduced the concept of revitalising Historic Cairo in the early 1980s but the Government policies and efforts did not comply with it until the beginning of the new century.

- **Policies focus on physical developments rather than a sustainable revitalisation approach with socio-economic principles.**

Generally, most of the attempts to revitalise historic quarters were essentially based on an experimentation practice through trial and error focusing on short-term problem-solving rather than long-term urban revitalisation planning. Otherwise, policy formulation and implementation should have focused on sustainable revitalisation as the international revitalising programmes did. An essential problem in revitalising Historic Cairo's quarters was to operate a revitalising plan based on the sustainable dimensions of urban design – social, economic, and physical – to achieve a generic sustainable development. However, although the Government policies did not reflect this concept, some of the implemented programmes did; i.e. the development of the Darb Al Asfar, the Darb Al Ahmar, and the Coptic quarter.

- **Current revitalising policies follow a Top-Down policy-making procedure caused by a centralised Government.**

Referring to the concept of sustainability, most of the formulated policies were based on a Top-Down policy-making approach focusing on the product without consulting with the end user and neglecting the needs of the historic quarters' communities. For instance, Government officials take decisions based on individual thoughts or objectives as in the case of transforming the Gamalia quarter to an Open Museum, while neglecting the local communities' rights. Therefore, it was difficult to discover a continuous line connecting the formulated policies of the system with the needs of users in the field of revitalising Historic Cairo. In addition, the policies focused on safe guarding the tangible heritage; but in the other hand lost the intangible heritage – i.e. sense of place. The successful revitalising programmes focused on how to support the socio-economic features in parallel to the physical features, sustaining the tangible and intangible heritage together, yet with less Government revitalising policy interference.

In addition, the domination of the central Government and control over all aspects of revitalising historic quarters' management will continue according to the current regime. Each ministry or its internal committees' objective is controlled by the superior officials' vision, and regime party objectives (money or power). Some attempts took place to achieve a limited amount of decentralisation, such as the establishment of the National Authority for Urban Harmony, but eventually without any formal attempts extended to the real substance of decentralisation. The role of local authorities will be limited to the daily implementation management in the revitalising projects and its operation due to the centralised regime and fragmented policies which did not mention their role clearly. Despite the need to develop new coordination methodologies between administrative levels, central Government and local authorities; a local organisation is essential in order to achieve effective policy implementation and more community participation. However, the current policies including No. 117 of 1983, No. 480 of 1995, and even No. 144 of 2009 will not take positive steps to achieve this comprehensive methodology. On the other hand, the local authorities will continue in their incorrect framework due to the lack of policies which could back up the rights of residents, local communities and the essence of revitalisation. It is important to encourage a transformation from centralised management to a neo-liberal management through future policies which could empower the private sector and NGOs to interfere through decision-making and consultation. Private developers will help with more cost-effective contemporary solutions by new technologies and will ensure to provide more income to the Government rather than the huge amounts of money spent without any positive revenues in the field of Historic Cairo. Similarly, the AKTC initiative of establishing a private community-based organisation which could manage and sustain the revitalisation concept and programmes implemented. However, this approach needs to be added to a national historic quarter's revitalising policy to impact upon all Egyptian historic quarters. From an urban design perspective, this will sustain the sense of place and increase the socio-economic dimensions along with preserving the built heritage.

- **Policies did not acknowledge the roles and duties of key players, especially international organisations, NGOs, and local communities.**

Due to the policies' disorientation, major key players have not been mentioned within the last 30 years of revitalising policies, such as the NGOs and local communities. On the other hand, they have generated less organisational coordination and numerous challenges between most of the beneficial. This research revealed a lack of coordination and even a lack of cooperation between various ministries involved in revitalising Historic Cairo. Policies were not efficient, caused more discrete within the implementation process, and lost the efforts of the international organisations (e.g. UNESCO) on expected targets. Furthermore, local communities and societal organisations such as NGOs usually faced problems with local authorities because they were not officially represented in neither the decision-making nor the implementation processes and lacked any policies that sustained their rights and efforts.

- **The revitalisation process in Egypt does not have general policy guidance or detailed guidelines for the designated historic quarters.**

Generally, any cooperation between ministries, governmental bodies, and international organisations should extend their decisions and activities to all historic quarters in Egypt with general policy guidance and gradually into more detailed policies according to each historic quarter and district as in the case of developed countries – i.e. United Kingdom, France, and USA.

The research reveals the lack of a comprehensive national policy for historic quarters' revitalisation. It is obvious in the current policies the dominance of the executive authorities, as manifestations of the close definitive control of the central Government to local authorities. This can be described as a centralised power system in all aspects of administration and revitalisation, including the urbanisation management; i.e. local authorities. The management system is characterised by a centralised domination with a very limited role played by local authorities and the apparent absence of effective public participation except in individual revitalising cases, such as the Darb Al Ahmar quarter. It is also characterised by the phenomenon of multiple actors and agencies that work in one area without coordination, which always leads to an overlap, conflict in the responsibilities and duties and the loss of massive efforts, time and money. As well as the lack of coordination, it leads to the accumulation of projects in some areas and their absence in others.

- **Monuments or Built Heritage do not submit under a certain scientific categorization¹⁰⁶**

The review of public policies has revealed that the term 'monuments' includes any listed building or antiquity. Therefore, the policies formulated within the last 30 years treat the built heritage as any other antiquity which could belong to any of the other ancient eras. For instance, the great complexes of mosques, hospitals, and markets in Historic Cairo submit to the same policies which

¹⁰⁶ Apparently, this is an observation of the study; however, it has not been fully tested but it is worth mentioning for further consideration.

control the protection of the great pyramids or any statue of the Ancient Egyptian era. Thus, it is essential to provide within the Egyptian policy a specific methodology for categorisation of the different monuments and built heritage, to define them according to the building typology, function, and a spatial analysis. Such a study will contribute directly to the principle of adaptive re-use and will encourage pouring more research into how to make better use of Historic Cairo's tangible heritage. In addition, it is crucial to apply further analysis concerning the built heritage condition and its effect on the adaptation process; similar to the three classifications in the British policy, PPG 15, which determines the degree of restoration, alteration, usage and development.

- **Policies do not accommodate appropriate plans or suitable human resources for the sustainable revitalisation of historic quarters.**

Another important finding is that most overlapping Government organisations lack the proper scientific revitalising knowledge, tools, and even human resources. Most of the officials and implementers are trained for serving the singular monument preservation approach but not the revitalising of historic quarters, and as a result, development and maintenance are partial and obviously unplanned. Both the Supreme Council of Antiquities and local authorities were formed out of professionals such as archaeologists and conservationists, but without any architects or urban planners; as a result, no specialists in historic quarters' revitalisation were involved. As for the skill of implementers, this poses a major problem because employment is not based on personal specialisations and therefore any employee could be appointed with any tasks even if these tasks are specialised. Therefore, it is not just the local community which needs revitalising-based awareness education but the Government officials as well, through proper focal policies defining their duties and roles. Besides that, implementers pretend that they are not a part of the community but Government officials that eventually work without valuable commitment and loyalty toward the society and the historic quarter, because again either they are untrained for this or the policies did not orient them properly. Realistically, in order to solve this dilemma, it is preferable to formalise the community participation concept and allow local residents to be implementers of their own revitalising programmes.

In conclusion, the Egyptian policies have not been successful in the revitalisation process during the last 30 years by advocating explicitly physical protection and preservation actions of monuments. Generally, the policies have lacked the support of public participation and civil society including major contradictions with other civil laws. Therefore, in order to strengthen the concept of sustainability with revitalising historic quarters, it is essential to drive all policies and actors to safeguard the tangible and intangible culture in accordance with revitalising the socio-economic dimensions. The Aga Khan Trust for Culture experience during the Darb Al Ahmar quarter revitalisation demonstrated the crucial need to follow a Bottom-Up approach toward the formulation, implementation, and reformulation of policies; i.e. evaluation. The Egyptian policies lack a long-term revitalisation vision and tend to push more for narrow problem-solving methodologies. The policies have not properly organised the roles of all involved actors and have avoided the key role that could have been played by local communities. The policies in fact have

lost a clear and consistent revitalisation objective and focused on preservation direction due to the built-up deterioration and lack of conservation maintenance. One of the other major problems is the inadequate human resources within local authorities and the Supreme Council of Antiquities. Thus, an immediate need to train and develop the responsible personnel on implementation for healthier commitment has emerged, along with the misuse of resources – financial, human, and built heritage. Resources have not been sufficiently used which has eventually caused inefficient results towards community development and the built heritage upgrading. On the other hand, some social and economic problems have generated several obstacles which have negatively affected the revitalisation process. Nevertheless, this should have been solved by a coalition of supportive organisations under definitive, clear and certain objectives.

Finally, sustainability is a comprehensive approach which focuses on developing the socio-economic features and regenerating the built heritage and its surroundings. Therefore, in order to achieve this, first, policies should be well designed and stated. Secondly, provide the adequate resources, third, supply the public/private sectors with full integrated support, and finally engage the local communities through democratic visions. Financially, there are vast sums of money spent on the preservation of monuments but does not match with the tourism revenue of this sector as compared to the Ancient Egyptian sector, because of the cheap visit prices, or, practically, the lack of adaptive re-use for the tourism industry, in addition to the lack of Historic Cairo tourism marketability.

The major dilemma with Egyptian policies is that they need effective orientation and reformulation to apply more interlocking combinations, avoid Government authorities' competition/segregation, and simplify/develop built heritage ownership status especially between the Ministry of Endowments, Supreme Council of Antiquities and the local residents. Basically, there is a critical need to resolve any counter-productive policies which could stop or delay the revitalising process with more relation to the local communities' participation in both the decision-making phase and the implementation process.

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APPENDICES

APPENDIX - A

Visual Data Examination:

According to the physical and aesthetics factors in the field of urban conservation, then it is crucial to examine the visual appearance of the urban setting in relation to the policies implemented. The visual data examination could range from any media as videos to still photographs. The study focused on the photographs as one instrument of comparative research with an approach to compare between the before and after the policies implementation. Photos are very useful in this kind of study because it provides visual evidence which support the argument. The specific advantages of photographs in scientific social research that it transports the real world into deeper debate ease to express the complex environments for better analysis, and finally they are better than observations due to the selective flexibility and re-analysis advantage (Flick, 2006). Photographs follow a form of content analysis, in which the researcher should express the people, objects, and surrounding environment and how they could differ according to age, location and the cultural significance (Silverman, 2005).

Using Photos in the context of Interviews, since they have a high iconic quality, which may help to activate interviewers thoughts and encourage them to make statements about complex situations. The photos in the interviews will help the flow of the discussion and unfold more topics which will later enhance the discussion. The usage of the photos in interviews could take three approaches¹⁰⁷, first is to provide a single photos advocating the respondent to express what the observations behind it are. Second, it provide a photo from the case study and allow a comparative analysis with another expressing a different environment but seeking the same policy objectives, and finally is to allow another comparative analysis but in interest to the age of the photo (i.e. before and after implementation of same context). The findings of those approaches will also be added to the qualitative triangulation criteria.

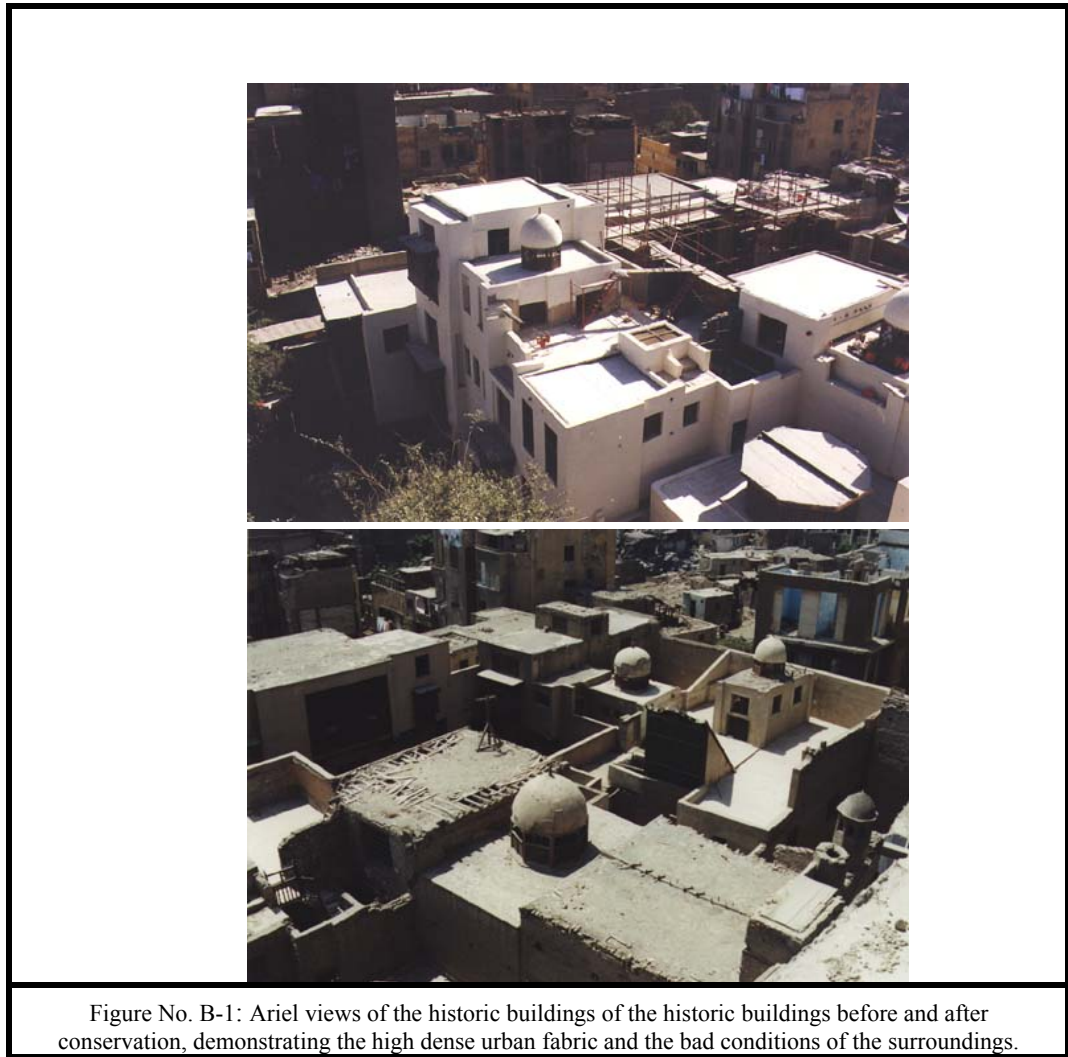
After testing this data collection method during the pilot study, the targeted samples found difficulties to answer the questions and seventy-two per cent of them did not answer it. The researcher tried to fix the problem by changing the question format but still did not succeed because the style of visual questions did not match the lay person in Darb El Asfar or the questions formats were not proper enough to reach for the aimed findings and needed more research work to be done.

¹⁰⁷ This approach is according to the researcher's vision and interpretation toward the usage of photographs in interviews.

APPENDIX - B

Darb Al-Asfar – Gamalia District, 1995-2000.

An alley stemmed out of the main spine in Historic Cairo, the attempt started with restoring the unlisted old noblemen houses found in the alley - '*Suhaimi, Mustafa Ga'afar and Al-Khorazati Houses.*' The restoration team had some respect to the surrounding facades and retail shops to develop it as well. Development generally started in 1996 funded by the Arab Fund for Economic and Social Development in professional collaboration with National Art Development Industries of Mashrabeya (NADIM). The restoration and development was supervised by Asaad Nadim the NADIM centre chief (AFESD, 2000).



The restoration process followed a scientific methodology including technical research and continuous feedbacks analysis. Once the restoration of the three houses were finished some precious inner spaces started holding activities drawn before in the project objectives, such as, computer training centres and literacy classes to serve the surrounding communities. Thus, the community development scheme was working in parallel with the restoration work; first, turning the main alley from storage spaces for retailer into a pedestrian route covered with local limestone patterns plus relocation the pollutant activities into another location nearby. The Supreme Council of Antiquities funded the resident relocating approach but the development team had first to win the local communities' trust and convince them for their safety and best. It was difficult in the beginning but through regular meetings with the community's main presenters. Due to the consultant technique assembled, the people and the facilitators together gave sessions of awareness

regarding the architectural heritage and development, later this was formed into a NGO. Another major role of the new NGO was to safe guard the developed area after the project is completed and handed it in to the local authorities (Nadim, 2000; AFESD, 2000; Abada, 2000).



Figure No. B-2: A photo of the historic alley after development, with facade and pavement refurbishments, but at the end stand a building that was built in the 1980's demonstrating the fact that there were no policies of saving the area's architectural significance and aesthetical values.

The main challenges that faced the developing agency were to have some old documentation of the old historic monuments and to regain the lost trust with the surrounding community and but they overcame this problem by allowing the community to participate in different phases, for example, in designing new techniques of how to clean their area (Abada, 2000). Generally, the work was achieved by the social and professional work together representing a successful approach for revitalising historic districts or quarters in Historic Cairo and could be widespread through the surrounding districts but the lack of fund and proper management teams are major burdens.

APPENDIX - C

APPENDIX C-1

Policy No. 257 of 1980 Regarding the preservation of monuments & Islamic architecture in Cairo - The Official Newspaper - Issue No. 10 on the 12th of January 1981 (Certified Translation).

Upon reviewing law no. 43/1979, regarding the local Administration system & its by-laws, and
As per the law no. 106/1976, regarding the building works organization and its by-laws,
As per law no. 52/ 1940, regarding the land parcel division designed for building & its
amendments law,

As per the decree of the Governor of Cairo no. 28/ 1973, regarding the project of Historic Cairo re-
planning,

As per the decree of the Local public council of Cairo Governorate no. 15/1980, regarding the
suggestion of preserving the ancient monuments and Islamic architecture - its protection in Cairo,
and in observance of keeping the public appearance in Historic Cairo and in compliance of the
Islamic architectural characteristics

Article 1: Preserving the planning and the streets borders, main and historical squares in Historic Cairo, especially in the parts of important or distinguished areas, such as, public squares and internal markets, which represent particular historical period, religious, or special characteristics, such as, *El Ghoriya Street, Tahet El Rabaa*, main and bystreet connecting between Islamic Cairo doors or inside or outside fence surrounding Cairo. Furthermore, the streets which were covered with tent clothes, as well as the craftsman areas which known as *El Nahasein, El Sagha and El Khayamia*, which have a distinguished features, in order to preserve the public aspect for old Islamic districts especially parts which was not affected by the planning by the extension of the modern urbanization.

Article 2: Restoration of buildings and religious Islamic architectural buildings or buildings specialized in different educational, commercial or residential purposes in Historic Cairo, any amendments or public works whether inside or outside these buildings, in order to preserve the ancient and religious Islamic architecture.

Article 3: As for the old ancient plots, buildings and original architectural were lost its archaeological feature and a building was constructed on its area. Apply the organizational, construction and architectural requirements which guarantee not changing the Islamic features for these areas, as well as respect the height of surrounding buildings provided plus not exceeding four floors.

Article 4: Preserve the Islamic architectural feature for the modern ancient monuments in Historic Cairo. As well, the architectural features for the Islamic façades, which go along the architectural feature for the area, by using, covered areas or suitable architectural or construction techniques. The competent authorities shall keep and review the architectural drawings for these new buildings. Help in preparing these designs if it is required, as well as, supply the citizens with the details and the shop-drawings of the architectural buildings.

Article 5: Ban building beside the monuments with a distance not less than 50 meters from each side except the sides adjacent to the sea.

Article 6: All other contraries policies shall be void.

Article 7: This Decree will be published in the Egyptian gazette, and shall be effective as of its date of publishing. The concerned entities shall execute these resolutions.

Governor of Cairo: Mohamed Saad El Din Mahmoud

APPENDIX C-2

Policy No. 117 of 1983 Regarding the Law of Protecting the Monuments

The Official Newspaper – Issue No. 32 – on 11th of August, 1983 (Certified Translation).

In the name of people,
President of the state,
People's Assembly decided the law with the following rule, and we have enacted it:

Article 1: The above law regards protecting the monuments should be implemented.

Article 2: It is meant by the authority in implementing the rules of this law the Egyptian Supreme Council of Antiquities, and it is meant by the standing committee the standing committee specialized of the ancient Egyptian antiquities and monuments of Roman and Ptolemaic ages, or the committee of Islamic and Coptic monuments and the councils of museums' management according to the situation and in which a decision is issued of forming it by the head of the authority.

Article 3: The Minister of Cultural affairs has the right of issuing the necessary laws to apply this law.

Article 4: Law number 215 of 1951 of protecting monuments is null and void, as well as every rule contradicts the rules of this law is invalidated.

Article 5: This law shall be published in the official newspaper, and is in effect starting from the following day of its publishing. This law is sealed with the Seal of the State, and is applied as one of its laws.

Issued by the Republic Presidency on the 27th of Shawaal, 1403 from "Hijri Calendar" (6th of August, 1983)

President of the State

Mr. Hosni Mubarak

Law of Protecting the Monuments

Chapter One

General Rules

Article 1: This involves; every property of any civilization, produced as a result of the arts, sciences, literature and religions of prehistorically ages and during the successive historical ages till hundred years ago. Plus, has a value or monumental or historical importance as one of the aspects of different civilizations, which was on the land of Egypt or historically related to it. As well as, the corpse of the human races and any contemporary creatures/animals.

Article 2: It is allowed to register any property or movable parts that has a historical, scientific, religious, artistic or literary value as a monument, by a decree from the prime minister upon the suggestion of the Minister of Culture, whenever the state has a national interest in keeping and maintaining it, without being restricted with the time limit mentioned in the previous article, and should be recorded pursuant to the rules of this law. In that case, the owner of the monument is responsible for keeping it and do not make any changes to it starting from the date of informing him with the decision in a registered letter along with advice of arrival.

Article 3: The lands owned by the state which considered as archaeological with decisions or orders prior to applying this law or a decision issued by the prime minister, upon the proposal of

the minister of culture, considering it archaeological. It is allowed to exclude, upon the proposal of the minister of culture, any land out of the archaeological lands' group or public utilities lands of monuments if it is proved that it is free from monuments, or it became out of the certified beatification line of the monument.

Article 4: Buildings considered as archaeological are registered according to prior decisions or orders. Any person occupying historical building or archaeological site that it was not determined yet to expropriate its ownership, he has to keep it from any damage or imperfection.

Article 5: The Egyptian Supreme Council of Antiquities is specialized of supervising all issues related to archaeology in its museums, storehouses, sites, archaeological and historical sites even if it was found by coincidence.

The authority has the responsibility of revealing the monuments that exist above the earth, and to excavate for any under the earth surface, in the water areas and the Egyptian territories.

The chairman of the board of directors of the authority may upon the agreement of the specialized standing committee, to authorize the national and foreign specialized scientific bodies to search for monuments and to reveal it on certain places and for specified period with a private license that cannot be transferred to others. This license shall not be given except after investigating the existence of scientific, artistic, financial efficiency and the archaeological scientific experience in the seeker of license.

The preceding rule is in effect, even if the search or excavation is in a land owned by the side of the seeker of license.

Article 6: All monuments considered as public property – except what is entailed – and they cannot be owned, possessed or disposed of except in the situations and conditions stipulated in this law and the decisions that implement it.

Article 7: Starting from the date of applying this law, it is forbidden to commercialize in monuments. The present merchants will be given a year period to arrange their conditions and to dispose the monuments they own. They are considered after this period, concerning what remains from monuments, as possessors, and the rules relating to possessing monuments as enshrined in this law will be applied on them.

Article 8: Except for the conditions of owning or possessing that exist in the time of working with this law or that resulted in accordance with its rules, it is prohibited, since that date of applying the law, to possess any monument.

Merchants and those who possess monuments, and they are not merchants, should inform the authority of the monuments they have within six months starting from the date of working with this law, and they should keep it till the authority register it according to the rules of this law.

Every one that does not inform of the monuments he has within the mentioned period to register it, he will be considered as possessor without right and he will not benefit from the decided rules in this law.

Article 9: The possessor of the monument may dispose of it with any kind of action after getting a written agreement from the authority in accordance with the procedures and rules upon which a decision is issued by the Minister of Culture, on condition that the disposal will not resulted in taking the monument out of the country.

Those whom the ownership or possessing, according to rule of this article, of the monument is transferred to or inherited it, the declared possession rules in this law are applied on them.

In all cases, the authority has the priority of obtaining the monument under disposal in return of fair recompense. It also has the right to get what it see from monuments or regain the extracted

monuments of architecture elements that exist with the merchants or possessors in return of fair recompense.

Article 10: The authority may exchange some of the repeated movable artefacts with countries, museums, or foreign or Arabic scientific institutes, with a decision from the President of the State upon the proposal of the Minister of Culture.

It is permitted, with a decision from the President of the State – to achieve the public interest – and for a specified period to exhibit some monuments outside the country. This rule does not apply on the monuments determined by the board of directors of the authority whether they were unique or they may be damaged.

Article 11: The authority has the right of accepting the assignment of historical properties by corporations and individuals through donation, selling with cheap price or putting it under the control of the authority for a period not less than fifty years, whenever the state has a national interest in this.

Article 12: Registration of the antiquities is the decision of the minister competent of culture affairs at the proposal of the Board of Directors of the Antiquity Authority, and the issued decision is declared through registering the monumental property under the name of its owner or the responsible of it in the administrative way. It shall be published in *El-Waqa'e Al-Masrya*, and that shall be written on the margin of registering the property in the Notary.

Article 13: Registering the monumental property and the declaration of the owner, according to the previous article, by that, result in the following rules:

- a. It is non-allowed to tear down all or part of the property or to take part of it out of the Arab Republic of Egypt.
- b. It is non-allowed to expropriate the ownership of the land or property. As for the adjacent lands, it is allowed to expropriate its ownership upon the agreement of the minister of culture, upon the suggestion the board of directors of the authority.
- c. It is unpermitted to arrange any right of easement upon the property for others.
- d. It is unpermitted to renew the property or to change its features in any kind except with the license of the chairman of the authority upon the agreement of the specialized standing committee, and allowed actions should be conducted under direct supervision of authority's deputy.
- e. If the owner of the property made one action without aforementioned license, the authority would return it the condition as it was on the expense of the violator, without violating the right in recompense and without violating the sanction decided in this law.
- f. The abidance of the owner to have a written agreement from the authority upon any action regarding the property with mentioning the name of the aliened and the address of his residence, upon that, when disposing of the property, the aliened will be informed that the property is registered. The authority shall express her opinion within thirty days starting from the date of informing her with the request of disposal, and the passage of this period without reply is considered a decision of rejection.
- g. The authority has the right to undertake, at any time on its expense, what it see necessary actions to maintain the monument, and this rules are in effect even if the monuments in the property became movable.

Article 14: It is permissible by a decision of the minister competent of culture affairs, on the proposal of the board of directors of the Antiquity Authority, and after seeking the opinion of the permanent committee of antiquities, to de-register the fixed antiquity or a portion thereof. The decision of abolishing shall be published in *El-Waqa'e Al-Masrya*, and to inform the individuals and bodies that informed with registering it before, and that shall be written on the margin of registering the monument in the authority and the margin of registering the property in the Notary.

Article 15: Any existing exploitation by individuals or corporations to an archaeological site, land or historical building does not result in any right of owning it. The authority has the right to evacuate them in return of fair recompense whenever it sees a necessity for that.

Article 16: The minister competent of culture affairs may, on the basis of a suggestion of the board of directors of the Antiquity Authority, and in return for a fair compensation, arrange easements on the buildings neighbouring the monumental sites and historic buildings, to ensure the preservation of its artistic characteristics, or general appearance. In order, to guarantee keep its artistic characteristics or its general outlook, and the issued decision shall determine the properties or parts of properties that will arranged upon it a right or rights of easement, the scope of this right and the restrictions on the right of the owner or holder according to that.

Article 17: Without breaching the sanctions as enshrined in this law or other laws, the president of the board of directors of the authority, upon the decision of the standing committee of antiquities and without need to judgment, to decide removing any violation on any archaeological site or property through administrative way. In addition, the specialized police of antiquities are responsible for implementing the decision of removing, and the violator has to return the condition as it was, either the authority would do that on his own expense.

Article 18: It is allowed to expropriate the ownership of land owned by individuals according to its archaeological importance, as well as it is allowed, upon a decision of the president of the state, to take over it temporarily till the procedures of expropriation are finished and the land is considered a monument. Since, the date of temporal taking over of it, and the assessment of recompense shall not include the probability of the existence of monuments in the expropriating land.

Article 19: The Minister of Culture may, on the basis of a request from the board of directors of the Antiquity Authority, make a decision that sets beautification lines for public antiquities and areas, and the lands falling into these lines are considered archaeological lands on which the provision of this law is applied.

Article 20: It is not allowed to give licenses of building up in the archaeological sites or lands.

Others are disallowed from setting up facilities, cemeteries, excavating channels, paving roads or planting in it or in the public utilities of monuments or lands that fall into the certified beautification lines.

As well as, it's not allowed to plant trees on it, to cut trees from it, to lift rubbles from it, to take soil, fertilizers or sand or any other action that may result in changing the features of these sites and lands except after getting the license from the authority and under its supervision.

The provision of previous paragraph is applied on the adjacent lands that located outside the scope of sites referred to in the previous paragraph, and which stretches up to three kilo meters in the unpopulated regions or up to a distance determined by the authority taking into consideration protecting the environment of the monument in other places.

It is allowed, by a decision of the minister of culture, to apply the rules of this article on the lands that appear to the authority, upon the studies it makes, it may contain monuments inside it, as well as, the rules of this article are applicable to desert lands and lands with license of setting up quarries on it.

Article 21: The sites of monuments, the archaeological lands, and the sites and buildings of historical importance must be taken into consideration while changing the planning of cities, districts and villages in which they exist. It's not allowed to implement the latest plans, extension or modification in the archaeological or historical places or included in them except after the written agreement of Egyptian Supreme Council of Antiquities taking into account the easement rights arranged by the authority.

The authority shall express its point of view within three months since the date of proposing the request of agreement, if it does not do so within this period and the minister of culture to issue a decision regard this.

Article 22: The specialized body has the license - after taking the agreement of the authority – of building up in the places adjacent to the archaeological sites inside the populated areas.

The specialized body should include in the license the conditions that the authority sees it guarantees setting up the building properly in a way does not affect the monument or deface its outlook, and ensures a proper surrounding place pursuant to the archaeological and historical environment, beside the specifications that ensure protecting it. The authority shall express its opinion regards the demand of license within sixty days since the date of being presented to it, either, the passage of this period will be considered as a decision of rejection.

Article 23: Any person finds unregistered archaeological property, he should inform the Egyptian Supreme Council of Antiquities with it. The monument will be owned by the state. The authority shall take the necessary procedures to keep it and has the right within three months of lifting this monument that exists in the ownership of individuals, or taking the procedures of expropriating the ownership of the land in which the monument found, or keeping it in its place and registering it. According to the rules of this law and the evolution of the expropriated land's price shall not include the value of the monuments it contain.

The authority may give, if it sees that the monument is of special importance, the person who told about it a reward determined by the standing specialized committee.

Article 24: Anyone who finds, by coincidence, a transferred monument, part or parts from a stable monument in the place in which he exists, he should inform the nearest administrative body within forty eight hours since the time of finding it, and to keep it till the specialized authority take it, either he will be considered as an owner of a monument without license, and the mentioned body shall inform the authority immediately.

The monument will be owned by the state and the authority may give, if it evaluates the monument as important one, the person who found it and told about it a reward determined by the standing specialized committee.

Article 25: The responsible for determining the recompense, as enshrined in articles 7, 13, 14, 16, a committee formed by a decision from the Minister of Culture representing the board of directors, and as for those who are concerned. They may complain to the concerned Minister from the assessment of the committee within sixty days starting from the date of informing them with the registered letter along with advice of arrival, either the assessment will become final.

In all cases, the claim of recompense will be skipped (dropped) if the lawsuit does not instate within a year from the date after the assessment becomes final.

Chapter Two

Registration and maintenance of Antiquities and disclosure

Article 26: The Supreme Council of Antiquities is liable for counting the fixed and movable Antiquities, photographed and painted, registration and compilation of data on the records prepared for this and is registered in accordance with the terms and conditions established by a decision of the board of directors of the authority, which is registered as restrictive effects of this law, records allocated to them.

The authority works to mainstream archaeological survey of sites and monuments of land, locating and landmarks and recognized on the maps with the entire unit to provide the local authorities and the General Authority for Urban Planning in them to be taken into account in the preparation of general planning. It is the recording of the data, physical and environmental factors in every archaeological site according to its importance.

Article 27: By the authority; monuments, archaeological sites, and historic buildings registered to visit and study, including not incompatible with the securing and maintenance, and work to show the characteristics and peculiarities of artistic and historic aspects. Also, use the potential of archaeological sites and museums in the development of archaeological awareness.

Article 28: Save movable artefacts, and require substantive considerations transferred from the architectural monuments are placed in the museums and warehouses, and by the supply management and the management scientific methods, and content maintenance and direct means of protection and security necessary for them, and exhibits an internal temporary track. The organization may entrust the Egyptian universities to organize and administrate located museums in it, and with faculties to ensure registration and insurance. The stores, museums and monuments in all these cases, are considered general property of the State.

Article 29: The Egyptian Supreme Council of Antiquities preserved monuments, museums, stores, sites and areas of archaeological and historic buildings and guarded by the competent police and gendarmes and private guards certified according to the rules of the organization. The authority shall make a minimum for the extension of each inspection to ensure the effects of easy movement in their respective regions and monitor their effects. And determined by a decision of the board of directors of the perimeter of each archaeological site is guarded by the body and may include a decision to impose a fee to access this site, so as not to exceed ten pounds or the equivalent in the currencies of free for foreigners without prejudice to this fee, including the imposition of fees in accordance with Article (39) of this law.

Article 30: The Authority shall, without the work of other maintenance and repair for all sites and monuments and archaeological sites and historic buildings recorded. Both the Ministry of Endowments - *Awqaf* and Organization of Egyptian Endowments - *Awqaf* with the Coptic Institution shall afford the expenses of repairing and maintenance of real estate of archaeological and historical sites registered to them.

Also the institutions shall afford the expenses of the restoration of historic buildings recorded in the possession of individuals and bodies; to figure out what was the cause of renovation has arisen from the misuse of the possessor as determined by the standing committee of the competent, thus shall afford the expenses of possessor restoration.

The chairman of the board of directors after the approval of the standing committee be authorized to competent bodies and specialized scientific missions perform the repair and maintenance, under the supervision of the board as may be authorized in writing by the specialized personnel.

Article 31: Resulted in the statement of mission priorities and bodies are searching for antiquities from the area's most vulnerable to the dangers of the environment and the state most affected by projects in urban sprawl according to a timetable and objective decision of the board of directors.

Article 32: It is not permissible for non-direct search or excavations only under the direct supervision of the board of directors on this purpose, experts and technicians, in accordance with the terms of the license issued them. And authorizes the Chief of Mission or his examining the effects detected by the mission and painted, photographed, and preserved the right of the Mission in the publication of scientific Fossils for a maximum of five years from the date of the first disclosed to the site, then fall right to precedence in publishing.

Article 33: The board of directors of the authority shall issue a decision of the requirements and obligations that must be considered and implemented in the drilling permits so as to include the license statement limits the area being searched, and the period authorized, and the minimum of working out, and insurance to be deposited in favour of the authority and terms of direct drilling, with only a certain area until the completion of work, and commitment to sequential registration, the abidance by guarding, maintaining, and providing an integrated registration and comprehensive scientific report on the licensed actions.

Article 34: Authorizing the foreign missions to unveil and excavate about monuments is submitted to the following rules:

- a. The commitment of every mission with performing the repair and maintenance on what it reveals form architectural and movable monuments, immediately and before finishing the

season of its work, under the supervision of the specialized bodies in the Egyptian Supreme Council of Antiquities and in cooperation with it.

- b. Link the plan of every foreign mission of archaeological excavation works in Egypt with a complementary plan, which the mission does one of the repair works to the existing monument that has revealed previously. Alternatively, what it suits its readiness of surveying or enumeration and registration archaeological works of the region in which it works or close to it, all that shall be done under the agreement of the authority or in participation with it.
- c. Only the authority, excluding the duly licensed, has the right of producing modern forms to the discovered monuments through excavation after the duly licensed finishes the scientific publication of it, however, the authority may give the duly licensed in this case a copy of these monuments.

Article 35: All discovered monuments found by the foreign scientific excavations' missions are owned by the state. However, the authority may decide to reward to the distinguished missions if they do great work in excavations and repair by giving some of its movable monuments, discovered by the mission, to an archaeological museum appointed by the mission to be exhibited under its name. Whenever, the authority decided the possibility of abandoning these monuments as there are similar to them, which are discovered during the same excavation, in material, type, description and historical and artistic denotation, and all that after interpolating the related information and registering it.

Article 36: The specialized standing committee or the board of directors of specialized museum is the responsible for reviewing the results of missions' works and proposing to reward any of them, according to the case.

The has the right to give the duly licensed some of the movable monuments, and also it has the right to choose which monument it may reward him with it without any interference from his side, on condition that the percentage of the given monuments shall not exceed, in this case, 10 per cent of the movable monuments discovered by the mission, and there should be pieces similar to it in the material, type, quality, historical and artistic denotation, and it should not contain monuments of gold, silver, gemstones, sedges, manuscripts, architectural elements or cut parts from it.

The agreements, held by the authority concerning this issue, should include the provision of prohibition of commercializing in the given monuments whether inside or outside the country.

Article 37: It is permitted with a decision of the board of directors of the authority to end licenses given to the corporations and missions if they make violations during the work of excavation. Without violating sanctions decided to take over the monuments without right or smuggling it, the authority has the right to prevent any archaeological mission or foreign archaeological museum from archaeological excavation in the Arab Republic of Egypt for a period not less than five years if it is proved that one of its members is participated in or had helped in any crime of the mentioned crimes in this law.

Article 38: The archaeological authority and the Egyptian universities' missions are free from paying customs duties on the tools, equipments and machines imported from outside the country for excavation works, the repair of archaeological and historical buildings, and supplying the museums and the affiliated centres of archaeology and artistic and archaeological showing.

The customs authority may release, temporarily, the tools and equipments which are entered to the country by the foreign missions of excavations, repair and natural studies related to the monuments to use them for its purposes. These missions are free permanently from paying customs duties if they disposed of or abandoned the tools or equipments for the authority or for archaeological missions in the Egyptian universities, and the mission will pay the value of the customs duties if they disposed of or abandoned the tools or equipments for other parties after finishing its work.

Article 39: It is allowed, with a decision of the board of directors of the authority, to impose entrance fee to visit museums and monuments and it shall not exceed ten pounds for foreigners in return of visiting each monument or museum separately.

Chapter Three

Penalties

Article 40: Without prejudice to any severer penalty stipulated in the Penal Code or in any other law, it is stated that crimes listed in this section shall be punished by the following sanctions:

Article 41: It is punishable by temporary penal servitude and a fine not less than LE 5,000 and not exceeding LE.50, 000 whosoever smuggling any monuments abroad or participate in this action. In this case the judgment will be seizure of the ancient monument and all the tools and equipments, used vehicles in this action for the interest of the organization

Article 42: It is punishable by imprisonment for a period not less than 5 years and a maximum of 7 years and a fine not less than L.E. 3000 and not exceeding LE 50,000 or by one of these penalties:

- a. Whosoever steal a monuments or part of the monuments owned by the state or even participate in this action, in this case the judgment will be seizure of the ancient monument and all the tools and equipments, used vehicles in this action for the interest of the organization.
- b. Demolishing or damaging by intent of any monuments or any historical building or part of it or even participate in this action.
- c. Performing digging or excavation works without permit or participate in this action, the penalty will be temporary penal servitude and a fine not less than LE 5,000 and not exceeding LE.50,000 if the doer is one of the organization employees , supervisors or workers in the excavations missions or one of the contractors who concluding contracts with the organization.

Article 43: It is punishable by imprisonment for a period not less than 1 year and a maximum of 2 years and a fine not less than L.E. 100 and not exceeding LE 500 or by one of these penalties:

- a. Transferring or pulling out any monuments owned by the state or registered, without having a written notice issued by the organization.
- b. Transform the ancient buildings, lands, or part of them to a residential places or pound or store or factory, cultivating this land, or even re-cultivating, planting trees or digging canals or establishing any kinds of other works or doing any aggression works.
- c. Taking over any debris or fertilizers or dust or sands or any other materials on the ancient monuments or ancient lands, without having permission from the organization, or even violating the permit rules in quarantines or adding to the site or ancient area any fertilizers or dust or sands or any other materials.
- d. Violate intently the rules of the license in the ancient digging.
- e. Dispose in the ancient monuments, apart from what is mentioned in the law.
- f. Falsity of any ancient monuments in order to fraud or cheating others.

Article 44: All the above penalties shall be penalized to all whosoever contradict what is mentioned in articles no. 2, 4, 7, 11, 18, 21, and 22 of this law.

Article 45: It is punishable by imprisonment for a period not less than 3 month and a maximum of 1 years and a fine not less than L.E. 100 and not exceeding LE 500 or by one of these penalties:

- a. Putting advertising or bulletin board in the area of the ancient monuments
- b. Writing or engraving in the ancient monuments or putting paints on it
- c. Corrupting or damaging with wrong ways ancient monuments, whether it is fixed or movable or by separating a part of it.

Article 46: Whosoever contradict the above mentioned items in articles no. 18, 19, 20 of the state employees is punishable by imprisonment for a period not less than 2 years and a fine not less than L.E. 100 and not exceeding LE 500 as well as his commitment to compensate the damage resulted from this action

Article 47: All the above penalties shall be penalized to all whosoever contradict what is mentioned in articles no. 7, 21, and 22 of this law by seizure the monuments on behalf of the Council of Antiquities.

Chapter Four Final Provisions

Article 48: the head of the authority and managers of the organization, museums and their secretaries, supervisors, controllers and managers of the ancient monuments area have a power same as the judicial authority to hold and arrest the violations and breaches of the articles stipulated in this law and its issued executive by- laws.

Article 49: all the above mentioned fines shall be paid to finance the Antiques Financial Fund projects and the museums, pursuant to the provisions of this law and as per the fees settled in article 29, 39. The authority shall have the right to grant these amounts as bonus, determined by the authority chairman, to those who participate in guiding or catching these violations, in accordance with the rules and regulations stated by the authority's board of directors

Article 50: all due amounts deserved by the authority shall be collected by administrative distain in compliance with this law

Article 51: the authority shall have the right to coordinate the works with other entities and concerned bodies with planning, housing, tourism and utilities, security and the councils of governorates. In order to preserve and keep the antiques, museums and the historical buildings from vibrations, strangling, or exudation or pollution, industrial hazards or changing the historical environment, with a way achieving balance with the urban community between maintaining and keeping the tradition and the monuments.

APPENDIX C-3

Ministry of Culture: Minister

Policy No. 250 of 1990 regarding determining the buildings heights in Historic Cairo - The Official Newspaper Issue No. 32 on the 6th of February 1991(Certified Translation).

Upon reviewing law no. 117/ 1983, regarding the protection of the Egyptian Antiquities protection; and

Law no. 117/ 1983, concerning the urban planning and its by-law; and

As per the President decree no. 2828/ 1971, concerning the establishment of the Egyptian Antiquities Organization; and

The Permanent Committee for Islamic and Coptic Antiquities decree, on its session held on the 16th of April 1984, by forming a committee to determine the places & streets in historical Cairo which required to adhere to heights or the particular specification of the building; and

As per the Permanent Committee for Islamic and Coptic Antiquities approval on its session held on the 13th of August 1984, and upon what is mentioned on the attached report of the arising committee; and

As per the approval of the board of directors organization, on its session held on the 14th of February 1985; and

As per the memorandum of the Egyptian Antiquities organization board of directors, and

Upon the state council,

And upon what is submitted to the first under secretary of state and the supervisor of the Minister's office

Article 1: Rules for preserving Cairo historical features as follows:

1. Preserving the urban planning for the city, without entering any essential changes whether planning or architectural except what is go along with the needs of the area, provided that do no effect the urban structure.
2. Show the archaeological landmarks and observe the area surrounding the entire archaeological site, whereas not to cover the adjacent building to the ancient monuments or the facing building or any corner of the sight in observance of the monuments.
3. Preserve the Islamic style of the architectural features for building façade as well as determining the colours and characteristic of the buildings.
4. The height of the building in streets and historical areas shall not exceeds 12 m , provided that the adjacent building height shall not exceed the monuments, in all the way that Antiques Organization determined, the building height shall not exceeds the percentage of the street width, as per the stipulation of the Urban planning law.
5. The building heights in district, sections, paths and turnings in historical Cairo shall not exceed 9 meters, if the heights will not exceed the monuments height pursuant to the building law whatever is less in the height.
6. The heights in streets, district, sections, paths and turnings in historical Cairo free from monuments, if the building height will not exceed the monuments height.
7. Preventing the right of boarding on any archaeological building
8. Not allowing building down basement under the level of the street or building upper floors above the permitted height.
9. Keep the names of the streets as it is without any changes.
10. Ban building on cemeteries, graveyards except for cemetery only as well as preserving the ancient monuments sites without prejudice to the private planning of the area
11. Ban the building on any archaeological lands or archaeological sites.
12. Do not permit building on the adjacent areas or interfacing the archaeological sites except after the Antiquities Organization approval.

Article 2: This Decree will be published in the Official Newspaper.

Minister of Culture: Farouk Hosny

APPENDIX C-4

Policy No. 457 of 1999 regarding the Historic Quarters in Cairo (Certified Translation).

Upon reviewing the local administrative law no. 43/1979 and its bylaws and amendments,
As per law no. 453/1954 regarding the industrial and commercial shops and the effective decrees for its provisions,
As per law no. 371/1956 regarding public shops and the effective resolutions and its provisions,
As per law no. 106/1976 regarding the directions and organization of building works and its amendments
As per the resolutions of the Prime minister issued as per law no. 3/ 1982 and its executive bylaw.
As per urban planning law issued as per law no. 3/1982 and its by laws
As per law no. 117/ 1983 by issuing the Law of preserving monuments.
As per the Minister of Culture, Policy No. 250/1990 regarding the determination of the buildings heights at some historical areas in Cairo.
As for what is shown by the formed committee as per Policy No. 361/1999 by stipulating the building requirements at the historical area in Cairo, for keeping its historical architectural features.

Article 1: The historical areas in Cairo are as follows:

- a. Fatimid Cairo, *El Gabal Citadel, Ibn Toluon Mosque, Eastern Cemetery El Gabana El Sharkia* area.
- b. *El Fostat* hill area and *El Fostat* new city.

Article 2: Construction requirements for the historical area:

Without prejudice to the provisions of law no. 106/1976 and its amendments and the resolutions of the prime minister issued as per the resolutions of the Public military governor and its bylaws as per law no. 109/1976 and its amendments. The required constructions requirements shall be followed as per the following requirements:

- a. No building license permitted on the areas adjacent to the ancient monuments area except after issuing a license from the formed committee issued as per the decree of the Governor representing the Supreme Council of Antiquities.
- b. The height of the building shall not exceed 14 meter as of the road average till the surface of the area. Provided that the adjacent building or ancient antiques shall not exceeds the height of the building from the main height of the building. As well as the buildings of district and, sections, paths and turnings in historical Cairo free from monuments, provided that the building height will not exceed 11 meter of the monuments main height.
- c. As for *El Fostat* area, the requirements shall be applied on the adjacent areas for the monuments, as for the other areas the building shall be fit the requirements provided that *El Fostat* Hill shall not exceeds 16 meters above the land level till the surface of the area.
- d. Banning building on the ancient monuments sites
- e. Banning building on Eastern Cemetery - *El Gabana El Sharkia* area, as well as determine the date of entomb as well as banning the transformation of the area to a residential area.

Article 3: The requirements for the furnishings works and the used building materials in the historical areas provided following the requirements:

- a. Use the buildings materials and raw materials which comply with the prevailing traditional features on this area, provided that banning the paints of the building's façade without finishing.
- b. The colours of the building's façade shall be symmetrical to the colours of the buildings of ancient monuments in the area.
- c. The colours of the windows and the outdoors with the natural colour of the woods or the brown colour and its degrees.

- d. Banning the usage of Aluminium and Stain Steel and the reflecting glass (mirrors) on the windows, along with the usage of the ornament iron or the flatted copper or natural wood.
- e. Ban the usage of fluorescent lights or neon in the out lighting systems.

Article 4: The requirements for issuing a license regarding the public and industrial shops in the historical places are as follows:

Without prejudice to the provisions of law no. 453/1954 and the executive resolutions for its provisions and the law no. 371/1956 and the executive resolutions , by abiding by the following requirements:

- a. Ban issuing a license for setting up factors or activates resulting from materials or gases or smoke or dust or the polluted water or what is affected the drainage networks.
- b. Ban issuing the license for the large and medium storehouse, with the necessity of transferring these stores outside the historical area.
- c. The license only confined to handmade industries, provided that avoiding the usage of acids.

Article 5: The requirements for issuing advertising inside the historical places are as follows:

Without prejudice to the provisions of the regulating law regarding the advertisement and the issued decrees in the historical areas provided following the requirements:

- a. Ban advertising in the area of the ancient monuments with any case.
- b. Banning putting advertising or affixed on the building walls within the historical areas or putting announcements on the houses surfaces, or painted announcements with glaring colours or dissimilar.
- c. The announcement subject and form shall be harmonized with the historical area features.
- d. The commercial shop signs shall be suitable for the architectural system of the building's façade and the area historical features.

Article 6: The total requirements and planning within the historical area are as follows:

- a. Keep the architectural characteristics of the historical area, along with preserving the roads as well as keeping the historical names for roads and the districts.
- b. Ban demolishing or changing the landmarks of any historical buildings or with valuable historical area.
- c. The General administration for urban planning in the governorate has to count the vacant land parcels (the state property) in Cairo historical areas and determining the ideal style for using the area, which matching with the adjacent areas.
- d. Ban issuing the license of constructing stall from the public roads works except in the utmost necessary for using these stalls for information or services.

Article 7: This Decree will be published in the Egyptian gazette and be effective as of the date of issuance.

Date of issue: 17th of July 1999

Cairo Governor: Dr. Abdel Reheim Shehata.

APPENDIX - D

The following table is the list of the empirical questions of revitalization policies and programs evaluation in relation to implementation effectiveness conditions and actors; these questions are the criteria for the semi-structured interviews selected.

	Empirical Questions	Condition Of Effectiveness	Goals Initiators	Decision-Makers	Implementers	Intermediaries	Evaluators	Recipients & Users
A	What are the program goals, concept, and design? Are they based on sound theory and practice, and, if not, in what respect?	1						
	How was the program planned and developed? Who were the principle actors and what were their views about the program goals and design? What compromises, if any, were made during program planning and development? Were those compromises sensible in view of the final program design?							
	What are the general and specific goals the program is designed to meet? Were these goals feasible on the basis of prior research and practice?							
	What are the government, local authorities and administrative requirements guiding allowable and/or preferred policies, procedures, activities, and services? Are those requirements compatible with the program's goals?							
	How are the program's prescribed policies, procedures, activities, and services designed to advance the program's general and specific goals?							
	How sensible is the operational flow through the program? What administrative systems are required to support program operations? Are they feasible?							
	What are the levels and timing of activities, services, and client participation required to achieve the program's specific goals? Are they feasible on the basis of prior research and practice?							
	What are the theoretical and practical bases connecting the program's design to its goal? Are they rationale, and, if not how and why?							
	How may the program's design be improved to help achieve its goal?							
B	What are the types and levels of resources needed to implement the program as planned?	2						
	What types of resources do the program's design and goals require? What levels of resources are needed to operate the program? What are the budgetary implications?							
	What are the sources of the program's needed resources (by the government, other agencies, or out-contracting)? To what degree are these arrangements already in place and to what degree will they have to be developed?							
	What experiences do the local authorities (implementers) have in coordinating services with other agencies and institutions?							


	Are the program's resources requirements likely to be met, given the program's budget, available resources and to be developed? If not, how and why?							
C	Is the program suited to its Environment?	2						
	What are the demographic, social, cultural, political, and economic environments in which the program will operate? How do the environments in the program operate/ how does the environment differ across the historic quarters?							
	In what ways has the program's environment affected its implementation, operations, and results?							
	In what ways have variations in the program's local environment led to variations in the program design and operations. What implications do these variations have for the program's goal and results?							
D	Are the resources to operate the program in place and, if not, how and why?	3						
	Are all required resources available?							
	Which resources are in short supply and why? How does this vary by locality?							
	What implication does the level of resources have for operations and performance?							
E	Are program processes and systems operating as planned, and if not, how and why?	3/4						
	Do implementers (i.e. local authorities' officers) know where to go as they enter the conservation area? How?							
	Do implementers (i.e. local authorities' officers) follow the procedures and apply new policies when conducting eligibility control on the area?							
	Do implementers (i.e. local authorities' officers) communicate with the area users with new standards and requirements? And how?							
	Do implementers (i.e. local authorities' officers) process their observations and information correctly and on time?							
	Are there any various educations, training, experience, or any referred activities to be given to the users of the historic quarter?							
	Are the receivers being provided with needed services?							
	Are associated agencies and services providers delivering agreed upon and contracted services according to program expectations and policies, as well as communicating client progress, outcomes, and failures to comply in an accurate and timely fashion to program case managers?							
	Are the right people (i.e. implementers) getting easy and timely accesses to needed data? Are the implementers updating data fields as planned? In addition, are they being used as planned?							
	How and why are various policies processes and systems not operating as planned? Does this vary by locality? What are the implications for program operations and performance and client outcomes? How many policies processes and systems must be improved?							
F	Is the program reaching the intended target population with the appropriate services, at the planned rate and amount, and if not, how and why?	5/6						
	How often are individuals or group orientations scheduled? What proportion of clients scheduled for							

	orientations actually attend those orientations? On average, how long do users wait for a scheduled orientation? On average, how many attend orientations? What is the content and quality of the orientations?							
	What is the attendance rate for users' orientation meetings?							
	Do the implementation agencies allow volunteers from the users or any interest individuals or groups?							
	Do the users volunteer in the implementation process? What proportion of users is expected to volunteer in implementation related activities?							
	What is the volunteer work the users focus on?							
	What number and proportion of clients are assigned?							
	What number and proportion begin the activity or service?							
	What are the implications of the content, timing, and quality of services for program operations and performance? How does this vary by locality? How many services must be improved?							
G	Is the program achieving desired outcomes, and if not, how and why? (Visionary – Based)							
	How many users were satisfied, and in what time frame?							
	To what degree have the users' expectations as well as the urban setting changed?							
	Are the policies achieving its goal for client and other outcomes? If not, how and why? How may policies performance be improved?							
TABLE D-1: EMPIRICAL QUESTIONS OF REVITALISATION POLICIES AND PROGRAMS EVALUATION IN RELATION TO IMPLEMENTATION EFFECTIVENESS AND ACTORS								

APPENDIX - E


Questionnaires examples according to the five sampling groups, however, the questionnaires used in the empirical study have been translated into the Arabic language:

- Questionnaire No. 1: Merchants Group


Revitalising Historic Cairo: Examining the Public Policy Formulation and Implementation		 The University of Nottingham				
<p>The objective of this questionnaire is to observe and evaluate the development and implementation of Historic Cairo's Conservation Policies – HCCP – in relation to the users' needs and ambitions. The questionnaire will provide three questions, as they will focus on the social, economic, and physical status facing the users. This questionnaire will be used for a PhD thesis research study at the University of Nottingham, UK.</p>		PARTICIPANTS CODE (6/1 Merchants)				
		Date:..... Location:.....				
A	<i>Use the following scale to answer the next questions by stating how much you agree with the statement provided:</i>	Strongly Disagree	Disagree	Fair	Agree	Strongly Agree
• Social Dimension Statements						
1.	The development of this historic quarter has developed the residents' life style.					
2.	The local authorities provided educational and training services for the merchants.					
3.	The merchants had participated in community consultation sessions with the local authorities and other agencies.					
4.	The NGO's had participated in raising the community's preservation awareness toward the monuments.					
5.	The local Authorities/NGO's have allowed merchants to participate in the development implementation.					
6.	The interventions occurred in the historic quarter have increased the self of belonging to the area.					
7.	The conservation interventions of the area are crucial.					
8.	The merchants are willing to increase their voluntary work.					
9.	The interventions implemented increased the social services in the area (schools, community halls, etc.).					
• Economic Dimension Statements						
1.	The interventions occurred in the area have increased the merchants economic status.					
2.	The developments of this historic quarter increased the jobs employment rates.					
3.	The new interventions increased the tourists' flow.					
4.	The developments of the historic quarter have flourished the business market.					
5.	After the developments occurred more residents moved in the historic quarter.					
6.	After the developments have occurred more shops were opened to serve the tourism industry.					
7.	The change of business type/focus had returned with benefits on them.					
• Physical Dimension Statements						
1.	The developments have improved the area's accessibility.					
2.	The developments have improved the area's character.					
3.	More open public spaces have been developed.					
4.	More green spaces have developed within the quarter.					
5.	The preserved monuments are being appropriately reused to serve					

	the businesses in the area.					
6.	The conservation developments increased the retail business in the historic quarter.					
7.	The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity).					
8.	More rules have been applied for the monuments preservation.					
9.	Policies of retail facades development have development their businesses.					
10	Policies of removing the small industries outside the area will decrease the area's pollution.					


• Questionnaire No. 2: Men Residents Group

Revitalising Historic Cairo: Examining the Public Policy Formulation and Implementation		 The University of Nottingham				
<p>The objective of this questionnaire is to observe and evaluate the development and implementation of Historic Cairo's Conservation Policies – HCCP – in relation to the users' needs and ambitions. The questionnaire will provide three questions as they will focus on the social, economic, and physical status facing the users. This questionnaire will be used for a PhD thesis research study at the University of Nottingham, UK.</p>		PARTICIPANTS CODE (6/2 Residents - Men) Date:..... Location:.....				
A	<p><i>Use the following scale to answer the next questions by stating how much you agree with the statement provided:</i></p>	Strongly Disagree	Disagree	Fair	Agree	Strongly Agree
• Social Dimension Statements						
1.	The development of this historic quarter has developed the residents' life style.					
2.	The local authorities provided educational and training services.					
3.	The users had participated in community consultation sessions with the local authorities and other agencies.					
4.	The NGO's had participated in raising the community's preservation awareness toward the monuments.					
5.	The local Authorities/NGO's have allowed users to participate in the development implementation.					
6.	The interventions occurred in the historic quarter have increased the self of belonging to the area.					
7.	The conservation interventions of the area are crucial.					
8.	The users are willing to increase their voluntary work.					
9.	The interventions implemented increased the social services in the area (schools, community halls, etc.).					
10.	The development increased the safety factor within the area.					
• Economic Dimension Statements						
1.	The interventions occurred in the area have increased the community's economic status.					
2.	The developments of this historic quarter increased the jobs employment rates.					
3.	The new interventions increased the tourists' flow.					
4.	The developments of the historic quarter have flourished the business market.					
5.	After the developments occurred more residents moved in.					
6.	After the developments have occurred more shops were opened to serve the tourism industry.					
7.	After the developments occurred more shops have been opened to serve the families' daily needs.					
• Physical Dimension Statements						
1.	The developments have improved the area's accessibility.					
2.	The developments have improved the area's character.					
3.	More open public spaces have been developed.					
4.	More green spaces have developed within the quarter.					
5.	The preserved monuments are being appropriately reused to serve the community in the area.					
6.	The conservation developments increased the housing potentiality.					
7.	The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity).					
8.	More rules have been applied for the monuments preservation.					


• Questionnaire No. 3: Women Residents Group

Revitalising Historic Cairo: Examining the Public Policy Formulation and Implementation		 The University of Nottingham				
<p>The objective of this questionnaire is to observe and evaluate the development and implementation of Historic Cairo's Conservation Policies – HCCP – in relation to the users' needs and ambitions. The questionnaire will provide three questions, as they will focus on the social, economic, and physical status facing the users. This questionnaire will be used for a PhD thesis research study at the University of Nottingham, UK.</p>		PARTICIPANTS CODE (6/3 Residents - Women) Date:..... Location:.....				
A	<i>Use the following scale to answer the next questions by stating how much you agree with the statement provided:</i>	Strongly Disagree	Disagree	Fair	Agree	Strongly Agree
	<p>• Social Dimension Statements</p> <ol style="list-style-type: none"> The development of this historic quarter has developed the residents' life style. The local authorities provided educational and training services. The users had participated in community consultation sessions with the local authorities and other agencies. The NGO's had participated in raising the community's preservation awareness toward the monuments. The local Authorities/NGO's have allowed users to participate in the development implementation. The development increased the women's safety factor. Monuments preservation is an important and crucial. The women are willing to increase their voluntary work. The interventions implemented increased the social services in the area (schools, community halls, etc.). Developments eased the children's mobility. Developments provided a better environment for children. Developments provided more family medical services. Developments improved the social cohesion between neighbours. <p>• Economic Dimension Statements</p> <ol style="list-style-type: none"> The interventions occurred in the area have increased the community's economic status. The developments increased the jobs opportunities. The new interventions increased the tourists' flow. The developments have flourished the business market. After the developments occurred more residents moved in. After the developments occurred more shops have been opened to serve the families' daily needs. <p>• Physical Dimension Statements</p> <ol style="list-style-type: none"> The developments have improved the area's accessibility. The developments have improved the area's character. More open public spaces have been developed. More green spaces have developed within the quarter. Monuments are being appropriately reused to serve the community. The conservation developments increased the housing potentiality. The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity). Relocating the small industries outside the area will decrease the area's pollution. All businesses should improve their merchandises to cope with the new investments. More rules have been applied for the monuments preservation. 					

• Questionnaire No. 4: Youth Residents Group

Revitalising Historic Cairo: Examining the Public Policy Formulation and Implementation		 The University of Nottingham				
The objective of this questionnaire is to observe and evaluate the development and implementation of Historic Cairo's Conservation Policies – HCCP – in relation to the users' needs and ambitions. The questionnaire will provide three questions as they will focus on the social, economic, and physical status facing the users. This questionnaire will be used for a PhD thesis research study at the University of Nottingham, UK.		PARTICIPANTS CODE (6/4 Residents - Youth) Date:..... Location:.....				
A	<i>Use the following scale to answer the next questions by stating how much you agree with the statement provided:</i>	Strongly Disagree	Disagree	Fair	Agree	Strongly Agree
	• Social Dimension Statements					
1.	The development of this historic quarter has developed the youth's life style.					
2.	The local authorities provided educational and training services for users.					
3.	The youth had participated in community consultation sessions with the local authorities and other agencies.					
4.	The NGO's had participated in raising the youth's preservation awareness toward the monuments.					
5.	The local Authorities/NGO's have allowed youth to participate in the development implementation.					
6.	The interventions occurred in the historic quarter have increased the self of belonging to the area.					
7.	Monuments preservation is an important and crucial.					
8.	The youth are willing to increase their voluntary work.					
9.	The interventions implemented increased the social services in the area (schools, community halls, etc.).					
10.	The developments encouraged more entertainments places for the youth.					
11.	The development increased the safety factor within the area.					
	• Economic Dimension Statements					
1.	The interventions occurred in the area have increased the youth's economic status.					
2.	The developments of this historic quarter increased the jobs employment rates.					
3.	The new interventions increased the tourists' flow.					
4.	The developments of the historic quarter have flourished the business market.					
5.	After the developments occurred more residents moved in the historic quarter.					
6.	After the developments occurred more shops have been opened to serve the youth in particular.					
	• Physical Dimension Statements					
1.	The developments have improved the area's accessibility.					
2.	The developments have improved the area's character.					
3.	More open public spaces have been developed.					
4.	More green spaces have developed within the quarter.					
5.	The preserved monuments are being appropriately reused to serve the area.					
6.	The conservation developments increased the housing potentiality.					
7.	The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity).					
8.	More rules have been applied for the monuments preservation.					

• Questionnaire No. 5: Elderly Residents Group

Revitalising Historic Cairo: Examining the Public Policy Formulation and Implementation		 The University of Nottingham				
<p>The objective of this questionnaire is to observe and evaluate the development and implementation of Historic Cairo's Conservation Policies – HCCP – in relation to the users' needs and ambitions. The questionnaire will provide three questions, as they will focus on the social, economic, and physical status facing the users. This questionnaire will be used for a PhD thesis research study at the University of Nottingham, UK.</p>		PARTICIPANTS CODE (6/5 Residents - Elderly) Date:..... Location:.....				
A	<i>Use the following scale to answer the next questions by stating how much you agree with the statement provided:</i>	Strongly Disagree	Disagree	Fair	Agree	Strongly Agree
	<p>• Social Dimension Statements</p> <ol style="list-style-type: none"> The development of this historic quarter has developed the residents' life style. The local authorities provided educational and training services for the users. The users had participated in community consultation sessions with the local authorities and other agencies. The NGO's had participated in raising the community's preservation awareness toward the monuments. The local Authorities/NGO's have allowed users to participate in the development implementation. The interventions occurred in the historic quarter have increased the self of belonging to the area. The conservation interventions of the area are crucial. The users are willing to increase their voluntary work. The interventions implemented increased the social services in the area (schools, community halls, etc.). <p>• Economic Dimension Statements</p> <ol style="list-style-type: none"> The interventions occurred in the area have increased the community's economic status. The developments of this historic quarter increased the jobs employment rates. The new interventions increased the tourists' flow. The developments of the historic quarter have flourished the business market. After the developments occurred more residents moved in the historic quarter. After the developments have occurred more shops were opened to serve the tourism industry. <p>• Physical Dimension Statements</p> <ol style="list-style-type: none"> The developments have improved the area's accessibility in relation to the elderly. The developments have improved the area's character. More open public spaces have been developed for the elderly. More green spaces have developed within the quarter. The preserved monuments are being appropriately reused to serve the community in the area. The conservation developments increased the housing potentiality. The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity). More rules have been applied for the monuments preservation. 					

- Questionnaire Qualitative Question: For all Sampling Groups

B	<i>Answer the following questions in brief expressing yourself as much as possible in the space provided:</i>
1.	<p>Did the interventions occurred affect you negatively or positively? In addition, why?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
2.	<p>What were the communities' compromises during the implementation of the interventions?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
3.	<p>Are the interventions achieving desired goals, and if not, how and why?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
4.	<p>What are the problems that face your historic quarter, and what do you think could be done?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>

APPENDIX - F

- Quantitative Results of Merchants Group Questionnaire.

Revitalising Historic Cairo: Examining the Public Policy Formulation and Implementation		PARTICIPANTS CODE 6/G1 & 6/D1: Merchants	
Case Studies Surveys Results Comparative Analysis		Gamalia Quarter	Darb Al Ahmar Quarter
• Social Dimension Statements			
1.	The development of this historic quarter has developed the residents' life style.	1.38	3.29
2.	The local authorities provided educational and training services for the merchants.	1.55	2.86
3.	The merchants had participated in community consultation sessions with the local authorities and other agencies.	1.35	4.02
4.	The NGO's had participated in raising the community's preservation awareness toward the monuments.	2.15	3.75
5.	The local Authorities/NGO's have allowed merchants to participate in the development implementation.	1.50	2.16
6.	The interventions occurred in the historic quarter have increased the self of belonging to the area.	2.00	3.02
7.	The conservation interventions of the area are crucial.	4.40	4.22
8.	The merchants are willing to increase their voluntary work.	2.80	3.53
9.	The interventions implemented increased the social services in the area (schools, community halls, etc.).	1.55	2.22
PERCEPTION'S TOTAL AVERAGE VALUE		2.08	3.23
• Economic Dimension Statements			
1.	The interventions occurred in the area have increased the merchants economic status.	1.55	3.61
2.	The developments of this historic quarter increased the jobs employment rates.	1.55	4.45
3.	The new interventions increased the tourists' flow.	2.15	3.53
4.	The developments of the historic quarter have flourished the business market.	1.75	3.24
5.	After the developments occurred more residents moved in the historic quarter.	1.75	2.61
6.	After the developments have occurred more shops were opened to serve the tourism industry.	2.20	2.61
7.	The change of business type/focus had returned with benefits on them.	1.85	2.80
PERCEPTION'S TOTAL AVERAGE VALUE		1.83	3.26
• Physical Dimension Statements			
1.	The developments have improved the area's accessibility.	2.40	2.18
2.	The developments have improved the area's character.	3.15	4.12
3.	More open public spaces have been developed.	2.40	3.14
4.	More green spaces have developed within the quarter.	2.70	2.53
5.	The preserved monuments are being appropriately reused to serve the businesses in the area.	1.60	1.76
6.	The conservation developments increased the retail business in the historic quarter.	1.80	2.82
7.	The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity).	3.30	4.37
8.	More rules have been applied for the monuments preservation.	3.15	3.45
9.	Policies of retail facades development have development their businesses.	2.10	2.92
10.	Policies of removing the small industries outside the area will decrease the area's pollution.	2.60	2.00
11.	All businesses should improve their merchandises to cope with the new investments.	2.65	2.00
PERCEPTION'S TOTAL AVERAGE VALUE		2.53	2.84

- Quantitative Results of Men-Residents Group Questionnaire

Revitalising Historic Cairo: Examining the Public Policy Formulation and Implementation		PARTICIPANTS CODE 6/G2 & 6/D2: Residents-Men	
Case Studies Surveys Results Comparative Analysis		Gamalia District	Darb Al Ahmar District
• Social Dimension Statements			
1.	The development of this historic quarter has developed the residents' life style.	3.33	3.73
2.	The local authorities provided educational and training services for the users.	2.00	3.87
3.	The users had participated in community consultation sessions with the local authorities and other agencies.	2.00	4.33
4.	The NGO's had participated in raising the community's preservation awareness toward the monuments.	3.25	3.77
5.	The local Authorities/NGO's have allowed users to participate in the development implementation.	1.42	3.10
6.	The interventions occurred in the historic quarter have increased the self of belonging to the area.	4.17	3.90
7.	The conservation interventions of the area are crucial.	3.58	4.37
8.	The users are willing to increase their voluntary work.	2.25	2.97
9.	The interventions implemented increased the social services in the area (schools, community halls, etc.).	3.50	3.03
10.	The development increased the safety factor within the area.	3.50	3.23
PERCEPTION'S TOTAL AVERAGE VALUE		2.90	3.63
• Economic Dimension Statements			
1.	The interventions occurred in the area have increased the community's economic status.	2.83	2.13
2.	The developments of this historic quarter increased the jobs employment rates.	1.58	4.03
3.	The new interventions increased the tourists' flow.	3.42	3.50
4.	The developments of the historic quarter have flourished the business market.	3.67	2.93
5.	After the developments occurred more residents moved in the historic quarter.	1.33	2.83
6.	After the developments have occurred more shops were opened to serve the tourism industry.	3.17	2.77
7.	After the developments occurred more shops have been opened to serve the families' daily needs.	2.00	2.30
PERCEPTION'S TOTAL AVERAGE VALUE		2.57	2.93
• Physical Dimension Statements			
1.	The developments have improved the area's accessibility.	3.58	2.03
2.	The developments have improved the area's character.	3.17	2.83
3.	More open public spaces have been developed.	2.92	3.77
4.	More green spaces have developed within the quarter.	1.50	4.50
5.	The preserved monuments are being appropriately reused to serve the community in the area.	1.92	4.03
6.	The conservation developments increased the housing potentiality.	3.67	3.40
7.	The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity).	3.58	3.43
8.	More rules have been applied for the monuments preservation.	3.58	2.03
PERCEPTION'S TOTAL AVERAGE VALUE		2.54	3.00

- Quantitative Results of Women-Residents Group Questionnaire

Revitalising Historic Cairo: Examining the Public Policy Formulation and Implementation		PARTICIPANTS CODE 6/G3 & 6/D3: Residents-Women	
Case Studies Surveys Results Comparative Analysis		Gamalia District	Darb Al Ahmar District
• Social Dimension Statements			
1.	The development of this historic quarter has developed the residents' life style.	1.33	2.79
2.	The local authorities provided educational and training services for the users.	1.00	3.64
3.	The users had participated in community consultation sessions with the local authorities and other agencies.	1.00	3.93
4.	The NGO's had participated in raising the community's preservation awareness toward the monuments.	1.17	3.29
5.	The local Authorities/NGO's have allowed users to participate in the development implementation.	1.00	2.79
6.	The development increased the women's safety factor.	3.17	2.21
7.	Monuments preservation is an important and crucial.	4.50	3.79
8.	The women are willing to increase their voluntary work.	2.50	3.86
9.	The interventions implemented increased the social services in the area (schools, community halls, etc.).	2.17	3.50
10.	Developments eased the children's mobility.	2.83	2.14
11.	Developments provided a better environment for children.	1.83	2.29
12.	Developments provided more family medical services.	3.50	3.14
13.	Developments improved the social cohesion between neighbours.	3.33	3.71
PERCEPTION'S TOTAL AVERAGE VALUE		2.26	3.16
• Economic Dimension Statements			
1.	The interventions occurred in the area have increased the community's economic status.	1.33	2.21
2.	The developments of this historic quarter increased the jobs employment rates.	1.00	3.43
3.	The new interventions increased the tourists' flow.	2.83	2.57
4.	The developments of the historic quarter have flourished the business market.	1.00	2.79
5.	After the developments occurred more residents moved in the historic quarter.	1.33	2.57
6.	After the developments occurred more shops have been opened to serve the families' daily needs.	1.00	3.00
PERCEPTION'S TOTAL AVERAGE VALUE		1.42	2.76
• Physical Dimension Statements			
1.	The developments have improved the area's accessibility.	3.50	1.93
2.	The developments have improved the area's character.	4.33	3.29
3.	More open public spaces have been developed.	1.83	2.64
4.	More green spaces have developed within the quarter.	1.17	2.29
5.	The preserved monuments are being appropriately reused to serve the community in the area.	1.50	3.93
6.	The conservation developments increased the housing potentiality.	1.50	2.21
7.	The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity).	3.83	3.71
8.	Policies of removing the small industries outside the area will decrease the area's pollution.	4.33	3.21
9.	All businesses should improve their merchandises to cope with the new investments.	2.33	4.00
10.	More rules have been applied for the monuments preservation.	3.00	2.71
PERCEPTION'S TOTAL AVERAGE VALUE		2.73	2.99

- Quantitative Results of Youth-Residents Group Questionnaire

Revitalising Historic Cairo: Examining the Public Policy Formulation and Implementation		PARTICIPANTS CODE 6/G4 & 6/D4: Residents-Youth	
Case Studies Surveys Results Comparative Analysis		Gamalia District	Darb Al Ahmar District
• Social Dimension Statements			
1.	The development of this historic quarter has developed the youth's life style.	1.76	3.51
2.	The local authorities provided educational and training services for the users.	1.71	3.70
3.	The youth had participated in community consultation sessions with the local authorities and other agencies.	1.29	3.30
4.	The NGO's had participated in raising the youth's preservation awareness toward the monuments.	1.94	3.23
5.	The local Authorities/NGO's have allowed youth to participate in the development implementation.	1.53	2.93
6.	The interventions occurred in the historic quarter have increased the self of belonging to the area.	2.18	2.44
7.	Monuments preservation is an important and crucial.	4.88	4.19
8.	The youth are willing to increase their voluntary work.	4.76	3.86
9.	The interventions implemented increased the social services in the area (schools, community halls, etc.).	2.18	2.93
10.	The developments encouraged more entertainments places for the youth.	2.35	2.19
11.	The development increased the safety factor within the area.	4.65	3.93
PERCEPTION'S TOTAL AVERAGE VALUE		2.66	3.29
• Economic Dimension Statements			
1.	The interventions occurred in the area have increased the youth's economic status.	1.59	3.65
2.	The developments of this historic quarter increased the jobs employment rates.	1.82	3.53
3.	The new interventions increased the tourists' flow.	4.47	2.95
4.	The developments of the historic quarter have flourished the business market.	2.12	2.86
5.	After the developments occurred more residents moved in the historic quarter.	1.94	2.07
6.	After the developments occurred more shops have been opened to serve the youth in particular.	2.71	2.07
PERCEPTION'S TOTAL AVERAGE VALUE		2.44	2.86
• Physical Dimension Statements			
1.	The developments have improved the area's accessibility.	3.35	2.07
2.	The developments have improved the area's character.	4.88	3.84
3.	More open public spaces have been developed.	4.12	3.86
4.	More green spaces have developed within the quarter.	2.35	2.65
5.	The preserved monuments are being appropriately reused to serve the area.	2.41	3.95
6.	The conservation developments increased the housing potentiality.	1.88	2.09
7.	The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity).	4.24	3.93
8.	More rules have been applied for the monuments preservation.	4.47	3.02
PERCEPTION'S TOTAL AVERAGE VALUE		3.46	3.18

- Quantitative Results of Elderly-Residents Group Questionnaire.

Revitalising Historic Cairo: Examining the Public Policy Formulation and Implementation		PARTICIPANTS CODE 6/G5 & 6/D5: Residents-Elderly	
Case Studies Surveys Results Comparative Analysis		Gamalia District	Darb Al Ahmar District
• Social Dimension Statements			
1.	The development of this historic quarter has developed the residents' life style.	2.25	3.00
2.	The local authorities provided educational and training services for the users.	1.25	3.38
3.	The users had participated in community consultation sessions with the local authorities and other agencies.	1.50	3.13
4.	The NGO's had participated in raising the community's preservation awareness toward the monuments.	1.25	3.88
5.	The local Authorities/NGO's have allowed users to participate in the development implementation.	1.25	2.38
6.	The interventions occurred in the historic quarter have increased the self of belonging to the area.	4.00	4.00
7.	The conservation interventions of the area are crucial.	4.75	4.38
8.	The users are willing to increase their voluntary work.	1.75	2.88
9.	The interventions implemented increased the social services in the area (schools, community halls, etc.).	2.25	2.63
PERCEPTION'S TOTAL AVERAGE VALUE		2.25	3.29
• Economic Dimension Statements			
1.	The interventions occurred in the area have increased the community's economic status.	4.25	2.63
2.	The developments of this historic quarter increased the jobs employment rates.	3.75	4.38
3.	The new interventions increased the tourists' flow.	4.25	2.50
4.	The developments of the historic quarter have flourished the business market.	3.25	3.00
5.	After the developments occurred more residents moved in the historic quarter.	3.25	2.88
6.	After the developments have occurred more shops were opened to serve the tourism industry.	4.50	2.25
PERCEPTION'S TOTAL AVERAGE VALUE		3.88	2.94
• Physical Dimension Statements			
1.	The developments have improved the area's accessibility in relation to the elderly.	4.50	1.63
2.	The developments have improved the area's character.	4.25	3.38
3.	More open public spaces have been developed for the elderly.	3.25	2.13
4.	More green spaces have developed within the quarter.	4.25	3.00
5.	The preserved monuments are being appropriately reused to serve the community in the area.	3.50	3.00
6.	The conservation developments increased the housing potentiality.	2.25	2.13
7.	The interventions implemented have upgraded the utilities infrastructure (water supply, sewage, & electricity).	3.50	3.63
8.	More rules have been applied for the monuments preservation.	3.75	3.13
PERCEPTION'S TOTAL AVERAGE VALUE		3.66	2.75

