

*The Arab Bureau for Design and Technical Consultations  
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## The Proposed Intervention

The Gamaliya area as a whole occupied some 340 hectares to the south-east of the Cairo Central Business District, extending from remnants of the old city wall in the north and tapering to a point just north of the Citadel Port Said Street (west), El-Qualia (south-west) and Salah Salem (south-east). Al-Azhar Street crosses the area from west to east. The area has a resident population of some 300,000. It contains numerous historical monuments, many in poor repair, and simple surveys have confirmed that the housing stock is in poor condition with dwelling collapse occasioning homelessness.

Traffic congestion in the narrow, organically-connected street is severe. The area, nevertheless, possesses a strong economic base given its concentration of entrepreneurial and artisanal skills, and is a major national tourism asset. Together, these elements combine to give Gamaliya a unique character. As well as ordinary workers, many craftsmen, tradesmen and merchants live in or near their place of business. Lower income families will particularly benefit from any up-grading intervention because they are the least served by urban services. The basic strategy to be adopted will therefore maintain the present population mix and improve the living conditions of lower income groups and will not allow a unique community to be de-

stroyed by enhancement of the interest of higher income groups.

In this context, the proposed intervention strategy emphasises seven points:

- 1) Rehabilitation and up-grading of the overall physical and socio-economic fabric of Gamaliya (exclusive of monuments) through an initial intervention in a target area or areas, but in the context of a systematic long-term plan.
- 2) Strengthening the economic base of the Gamaliya area utilising the area up-grading process as a model with wider application, with emphasis on a development process which would enhance land values, improve infrastructure, including access, to enhance touristic and commercial potential, and which would capture the value added of the improvements and use them to generate rehabilitation loans and other cross-subsidy mechanisms within the overall framework of cost-recovery and a self-sustaining development process.
- 3) Aiming at the consolidation of a distinct niche for Gamaliya within the wider urban and national economy taking into account the unique character and assets of the community.
- 4) Stimulating a rehabilitation process which would support the consolidation of Gamaliya in the context of Greater Cairo as a whole as an economic, social and cultural resource.

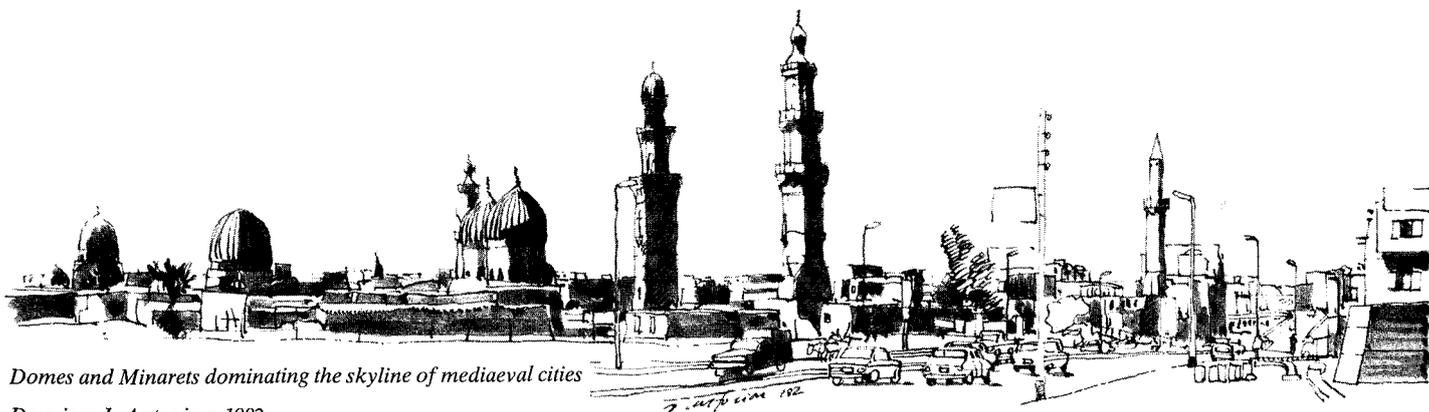
5) Providing housing to meet the present needs but also taking into account mixed use in a wider context.

6) Providing a viable institution-building component through the creation of a special development authority by a presidential decree which would have powers of eminent domain and other characteristics essential for development.

7) Integrating the foregoing components within a carefully-formulated economic and financial strategy.

## Time-table

The rehabilitation of the whole of Gamaliya is clearly a long-term project, probably extending for a decade and a half. One possible approach would be simultaneously to up-grade infrastructure over the whole of Gamaliya over a five-year period, beginning with a target area for intervention which would be up-graded as a demonstration model for investors. Following this activity would be the improvement of tourist facilities and phased introduction of integrated traffic management practices over a second five-year span. The completion of the project would be in the final five-year period when return on investment will begin to be realised and a self-sustaining economic development process will have been started.



*Domes and Minarets dominating the skyline of mediaeval cities*

*Drawing: J. Antoniou, 1982.*

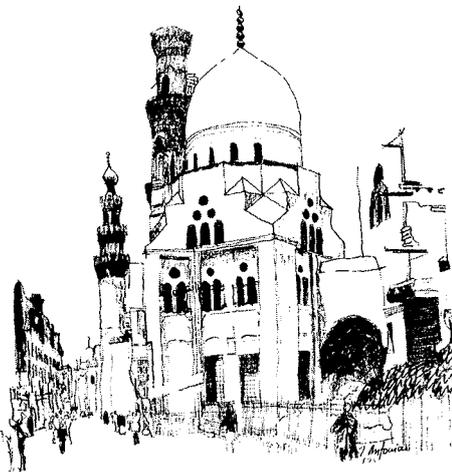
## Economic Aspects

The key to the economics of the improvement scheme is the capturing of land improvement values resulting, under the



Bulaq.

Drawing J Antoniou, 1982.



Mosque of Qaytbay

Drawing J Antoniou, 1982

aegis of the special development authority, from development and investment in new hotels, etc., and the use of the assets so accumulated to cross-subsidise rehabilitation through loans for individual improvements, thus leveraging the overall development process while assuring cost recovery and a firm basis for long-term self-financing.

Issues that have emerged to date include

- appropriateness of the proposed strategy both in Gamaliya and in the wider context of Egyptian national and urban development;
- institutional needs and capacities;
- feasibility of economic approach suggested within the wider strategy;
- specific next steps to be taken before the report is finalised and the Blue Ribbon Committee formed.

## The Philosophy of The Intervention

The rehabilitation strategy thus outlined should be seen as having as its basic philosophy a piecemeal formation of the essential structures of the Gamaliya community. This could take place from the grass-roots level through actions essentially controlled in the local community, under the aegis of a specially created development authority. Up-grading of infrastructure, public transport, main roads, learning and shopping are used to reinforce these local communities. Within these networks, a community-wide policy is introduced to control the character of the physical environment in such a way as to guarantee the formation of the traditional character of the Gamaliya community. In this way, the Gamaliya quarter would emerge as a distinct residential and artisanal centre and a special place for the sort of tourism which is geared to the life and spirit of the old city in its rehabilitated and productive form. The following patterns outline an overall image of the kind of development resulting from the rehabilitation of the Gamaliya. The patterns are arranged in twelve groups ranging from the general character of the

Gamaliya to the more specific level of the nature of housing, workshops and tourist facilities to be introduced. These twelve groups are:

1) *The Spirit of Gamaliya*. The overall development strategy should aim at regenerating the essential structure of Gamaliya, in physical, socio-cultural and economic terms, so that the spirit of Gamaliya becomes once more the real asset of the community. The spirit of Gamaliya is maintained in the following patterns:

- Mosaic of subcultures: each is integrated with the other and each is geared to one or more economic and productive activities.
- Scattered work throughout the community with a network of services and transportation which guarantees the continuity of work and movement.
- The spirit of Gamaliya itself, most noticeable in the dramatic shift of activities between day and night and in the intensity in different seasons of work and life throughout the year.
- Local transport areas: traditionally provided for each sector of the community. Each is organised around a hub of public transport, which receives the bulk of people and goods. Then a local transportation mode is introduced to distribute people and the goods throughout the community.

2) *Local Communities*. These larger patterns should be built from the grass-roots level through actions essentially controlled on two levels of local communities which exist in the Gamaliya and can be reinforced through the rehabilitation plan.

The Gamaliya quarter is traditionally formed by local communities where the size and activities are a function of localisation. Each local community has a character of its own and each bounds a number of smaller neighbourhoods — (*harrat*). These, exist within the traditional fabric and their size and activities reflect neighbourhood solidarity. In Gamaliya many *harrats* still exist in an intact form, and can work as a sound base for the development plan, both as a sample of analysis and as a

unit of planning and implementation.

3) *Networks*. The local communities can be strengthened by the introduction or the rehabilitation of main networks.

- A web of public transport, which serves and gives life to the scattered work and local communities yet leaves the spirit of the Gamaliya intact.
- A periphery road, formed around the old walls of the Gamaliya and define a pattern of outer roads from the north, east and west sides of the Gamaliya.
- Network of learning: small training workshops and learning centres can be introduced by weaving into the fabric of the existing buildings.
- Mini-buses: a local mode of transportation such as mini-buses can operate throughout the community and connect the different activities to outer peripheries and parking place and local transport areas.



Street scene along the Sharia Sultan Ahmad in Northern Cemetery.

Drawing J. Antoniou, 1982

4) *The Physical Character of the Local Community*. Given these networks which will be reinforced by the up-grading of the infrastructures, a community and neighbourhood policy should be established to help regulate and control the character of the physical environment according to the following principles:

- Four-storey limit for new buildings.
- Five per cent area for parking, provided via small scattered parking lots connected to the periphery road.
- Parallel roads: adjustment of the secondary roads to generate roads parallel to El-Moez and the Gamaliya streets to take off pressure from these two main spines.
- Sacred places: management of open spaces in such a way to capitalise on the meanings and possibilities of sacred places within the community.
- Access to water: rehabilitation of the existing drinking fountains in the community and/or initiating new ones.

5) *Centres of Action*. Both in the local communities and in the *harrat*, and along the boundaries of each, the rehabilitation plan should encourage the formation of local centres to help create

- concentric circles of development directed towards the major centres of the Gamaliya,
- density rings which regulate the density throughout the community in order to generate pockets of intense living and activities,
- activity nodes which revitalise the different sections and sub-cultures of the community.

6) *Housing Clusters*. Around these centres, the traditional fabric can be rehabilitated by providing for the growth of houses in the form of the traditional cluster which might suit the new trends.

7) *Work Communities*. Between the housing clusters and around the centres of action and especially in the boundary between local communities and the *harrat*, the rehabilitation plan should encourage the formation of work communities where community workshops are revitalised. Al-

Azhar University opens up again to the community: local community gathering places are created and a necklace of community projects can be initiated in relation to the rehabilitation plan. These projects will include among other activities health care centres, child care and projects for the elderly.

8) *Local Roads*. Between the housing clusters as they are now being redefined, the rehabilitation plan should allow local roads and path networks to grow and be adjusted informally and in a piecemeal fashion in such a way that the traditional pattern of the street can be reintroduced and validated.

9) *Public Land*. The open public land is crucial to the life of the people in Gamaliya not only for commercial and productive activities, but for all sorts of social actions. The rehabilitation plan should reintroduce to Gamaliya quarter places and qualities of public land where the rich cultural life of everyday gatherings as well as the seasonal and cyclical patterns of life in the Gamaliya can take place.

10) *Families and Social Structure*. Within the framework of each housing cluster and public land, the rehabilitation plan should encourage the transformation of the families and the social institutions now taking place in Gamaliya. Provisions for nuclear and small families, as well as accommodations for singles and couples, must be taken into consideration.

11) *Work Groups* including different kinds of shops and workshops, offices and other activities should be introduced.

12) *Tourists*. The character of the Gamaliya is the real asset of the community and can reappear again on most of the local levels if the rehabilitation plan directs its action towards the previously stated patterns. Provisions for tourism and its facilities can be naturally introduced in the local level along the following patterns: individually-owned and institutionally-aided enterprises, street cafes and restaurants, local markets, small inns, *hammans*, local festivals and others.



Mausoleum of Sultan Qala'un.

Drawing: J. Antoniou, 1980

## The Strategy

The strategy will combine new investments with the preservation of existing urban assets to bring about the economic rejuvenation of the Gamaliya community beginning with target project up-grading area(s) within the community and later encompassing Gamaliya as a whole. It will be designed to maintain the population mix within the target area(s). The community's economic vitality stems from a mix of entrepreneurial and artisanal skills. This might also be said to constitute the unique character of the Gamaliya. Up-grading will benefit lower income families to a greater extent than the others as they have least access to water, sewerage and services or to decent shelters. The strategy to be adopted should improve their incomes and standard of living and yet not destroy their community in order to enhance the interests of higher income groups.

The strategy for up-grading thus consists of the following procedures:

1) Weeding out activities that are unde-

sirable. The undesirable activities in the tightly-knit traditional environment are those which involve the access of large vehicles, e.g. aluminium working and paper recycling; and those which produce noxious gases and smells, e.g. paper recycling.

It is intended to displace these unsuitable activities to the fringes of the Gamaliya, or beyond it to the cleared areas to the north and east, or even to the new town projects nearby. Two forms of incentive would be provided the owners of such businesses:

- those who move out will receive the priority of private ownership of the land in their new places of location;
- they would retain a share in the interest of the property they have vacated in Gamaliya, a certain percentage of the profits accruing from improvement to go with them.

At the same time, as a persuasive measure, it is intended to propose the introduction of physical instrumentation to prevent the access of large trucks into the historic area. This has, in any case, an important benefit to conservation, as it will reduce the damage being increasingly done to the monuments by vibration.

2) Enhancing and improving the physical structure of the area involves the improvement of the infrastructure; rehabilitation and up-grading of properties; and demolition of buildings and redevelopment of sites where this is unavoidable.

The improvement of the infrastructure involves

- testing the water delivery system for leaks and repairing or replacing completely where necessary;
- introducing metred water connections;
- checking leaks in the sewerage and drainage system and replacing where necessary;
- repairing electric wiring, replacing where unsightly with underground cabling where monuments would be obstructed;
- improving telephone connection;
- improving street lighting;
- improving public transport availability and access.

This up-grading of the infrastructure will be carried out systematically, beginning with the project zone and continued throughout the whole area as quickly as possible. It is intended to be financed in the first instance by loans from multilateral or bilateral external funding agencies, and then recouped through connection charges, increased user charges and an improved levy on property taxation. In addition as much as possible will be recouped from the sale of public land, improved and unimproved, to cover the cost of improvement to the infrastructure.

As for the rehabilitation and up-grading of properties, although much of the building stock is in poor condition, part of the housing was well built, particularly during the nineteenth and early twentieth centuries, and a smaller part is post-war workers' housing, which can be retained and improved. It is estimated that the improvable stock constitutes 35 per cent of the built area, excluding monuments. As a matter of policy, it is intended that any building which is demonstrably more than 100 years old and in a reasonable state of repair should be retained.

Rehabilitation and up-grading will be carried out following a set of improvement guide-lines which will be adapted to the differing requirements of each specific case. It will be funded from loans provided the property owners for the purpose, obtained from a rehabilitation fund, made up of levies from a variety of sources combined with funds from development banks. Property owners will be given a chance to share the costs of up-grading with their tenants by a permitted increase in their rents. In this way, tenants and owners will become partners in the rehabilitation.

Finally, the remaining 65 per cent of the building stock, excluding monuments, must be regarded as ripe for redevelopment. Half of the building stock represents run-down properties which have either collapsed completely, so that they are now vacant sites obstructed with heaps of rubble or dangerous, half-collapsed walls or they have collapsed down to first floor

level, and now have merely squatters' hovels on their "roofs".

These buildings, together with 15 per cent of the taller housing buildings, are judged to be ready for demolition and redevelopment except in a few cases where the intrinsic architectural value or historic interest of the surviving fragment renders it worthy of retention. It is planned to rebuild trades, crafts and commercial shops with two to four stories of residential accommodation above them. Such new construction will ultimately represent 45 per cent of the building stock, exclusive of the monuments. Five per cent of the original area of built form will be cleared and retained as open space. Ten per cent of the built-up area is allocated for new public functions, and the remaining five per cent is allocated for improvements in the street pattern, traffic circulation, minibus access and parking.

Much of the rebuilding will be financed by private investors, encouraged by incentives provided by the rehabilitation authority. Certain restraints will be placed upon development in the form of rigid controls of the type and size of construction.

Municipal properties within the project will be handed over to the rehabilitation authority and by judicious sale or development of these properties and authority hopes to be able to finance some of the public area developments necessitated in the above proposals.

### Institutional Mechanism

The institutional mechanism to be utilised in implementing the proposed plan will be a key factor in ensuring its success. Given the range of authorities responsible for different aspects of Cairo's urban problem and given the fact that, though itself a distinct community, the Gamaliya itself extends into four of the Cairo Governorate's twelve quarters, it is proposed to create a single authority to address the needs of this area. In order to channel, guide and con-



*Street scene in the old city with the minaret of Sultan Baybars in the distance*

*Drawing J. Antoniou.*

control development activities in this unique area, this authority, tentatively called Gamaliya Development Agency (GDA), will be ceded control of all publicly-owned land in the Gamaliya area, beginning if necessary with the target area(s).

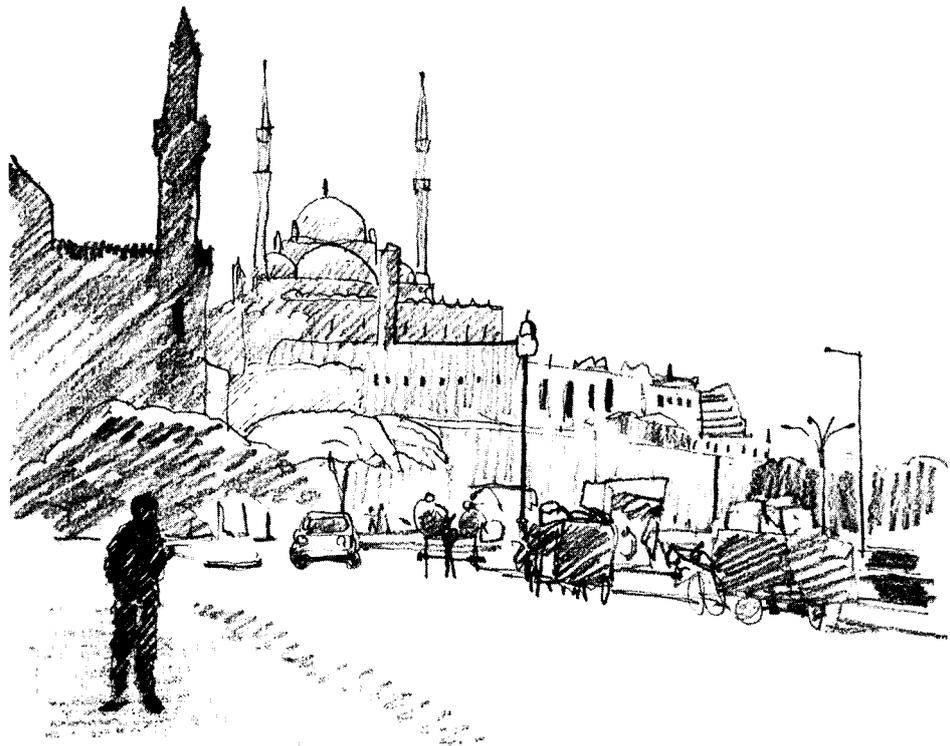
In the case of *waqf* lands, such parcels will be exchanged under the auspices of the government for other properties outside of the Gamaliya area, while the former *waqf* lands thus released within Gamaliya will also be formally ceded to the GDA.

With the capital base attained through the acquisition of these assets, the GDA will initiate the development process, expropriate other lands, fix levels of compensation, issue development regulations compatible with the objectives of the area and oversee all construction work required to further the development process, with the exception of the restoration work which will be carried out on recognised historical monuments by the Egyptian Antiquities Organisation (EAO).

Thus defined, the GDA will be a combined redevelopment authority (enhancing land and property values) and a national improvement trust (assuring that a cultural asset does not deteriorate) with an express mandate with respect to powers of eminent domain. It will be the first such agency operating in Egypt, although it will be structured in accordance with Egyptian legal requirements. Specifically, it will be a wholly publicly-owned company as defined by Law No. 43

The Governor of Cairo, on behalf of the Governorate, the primary institutional actor involved, would possess 51 per cent of the voting stock. Other voting stock would be pro-rated under an agreed formulation based on the estimated contribution of the parties involved to the development process, and the varying proportion of land ownership outside of the land owned by the GDA, that they respectively possessed.

The specific organisational arrangement of the GDA will be as follows. The President will be advised by an Advisory Board and



*Citadel of Salah ad-Din crowned by Mohammed Ali Mosque*

*Drawing J Antoniou, 1982*

will be supported by an Executive Secretariat, which may during the initial stages of organisational development of GDA incorporate technical consultant assistance in the area of management and operations. The GDA will operate through seven main departments, some of which will probably be combined at the early stages of organisational development.

The *Administrative Department* will perform all personnel functions, including payroll and records management, and will have normal budgetary administration and preparation functions for the GDA as a corporate entity.

The *Planning Department* will perform overall urban planning and development functions with specific reference to the integration of development activities with the physical and cultural heritage of Gama-

liya, and to the links that assure that the development of Gamaliya is properly integrated with that of the Cairo Governorate and the Greater Cairo Region as a whole, with particular reference to major infrastructure links and traffic planning.

The *Economic Development Department* will focus specifically on the implementation of planning strategies emerging from the Planning Department and will do so in close association with both Community Affairs, Investment and Marketing Departments.

The *Community Affairs Department* will perform all operations relating to housing, relocation and social welfare as they relate to development activities, and will maintain close links with other public agencies, especially the Districts involved, as well as with community groups and other local for-



*The Qaytbay mausoleum mosque*

*Drawing: J. Antoniou, 1982.*



*Bab Zuwayla.*

*Drawing J. Antoniou, 1980*

mal and informal associations. This Department will also be responsible for a multi-media public information campaign which will assure that local citizens and the wider community are constantly informed and educated as to GDA activities before such activities result in changes in the community. However, this will not be a one-way flow of information and decision-making. Every effort will be made to assure inputs from community associations and individuals, without whose assistance and support the GDA will be unable to function.

The *Investments and Marketing Department* will focus on all aspects of the investment process as they impinge on GDA activities.

The *Legal Department* will monitor all legal aspects of the development process, and do so in a systematic and co-ordinated fashion.

The *Project Operations Department* will have the specific responsibility for the management of all design and construction activities, including the monitoring of the performance of contractors as well as the final formulation of all bid packages and tender documents emerging as a result of overall activities of the Planning and Economic Department.

Approximately 50 staff members will be required as a nucleus for setting up this organisational structure according to the specifications for organisational development that will initially be determined by the Executive Secretariat. It is anticipated that the GDA will sub-contract out a substantial proportion of its design and engineering activities, and that the consultant budget required by the GDA would be a large one. All such sub-contracted activity would nevertheless be closely monitored and co-ordinated through the administrative arrangements detailed above.

It is important that the responsibilities of the GDA and their relationship to those of other agencies be specified at the outset. With respect to historic monuments, the GDA will take responsibility for all en-

vironmental aspects and assure that monuments are protected from further harmful incursions. Restoration work undertaken, however, would only be in consultation with, and under the auspices of, the Egyptian Antiquities Organisation. As for municipal services, these will in general continue to be provided by the Cairo Governorate and the Districts concerned. Within these perimeters, the GDA will have exclusive power to undertake contracts with all constructors, the power of eminent domain and the associated power needed for the purchase, sale and leasing of land and all attendant dealings with property owners, and the exclusive power to deal with all foreign investors concerned with the sale or lease of property or land or any other form of commercial or economic activity, including tourism development. Such an organisational arrangement will enable a strong institutional base to be developed through which to carry out the economic programme, and to meet the development objectives.