Ain Shams University
Egypt

University of Stuttgart
Germany

Understanding the gap between heritage conservation and local development in Egypt

Towards an integrated strategic model for Pompey's pillar and the Catacombs area in Alexandria

A Thesis submitted in the Partial Fulfillment for the Requirement of the Degree of Master of Science in Integrated Urbanism and Sustainable Design

by

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Associate Professor of Architecture and Urban Planning
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Disclaimer

This dissertation is submitted to Ain Shams University, Faculty of Engineering and University of Stuttgart, Faculty of Architecture and Urban Planning for the degree of Integrated Urbanism and Sustainable Design.
The work included in this thesis was carried out by the author in the Year 2014.

The candidate confirms that the work submitted is his own and that appropriate credit has been given where reference has been made to the work of others.

07/21/2014

Mohamed Aniss mohamed Abdelwahab ElGamal

Signature

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Abstract

For decades, Egypt has been facing many challenges in the fields of heritage conservation and local development. These challenges continue to increase due to rapid urbanization in historical cities thus resulting in complicated juxtaposed contexts of heritage resources and deteriorated dwellings, where slum areas are dotted with heritage structures. Nowadays, these complicated contexts are characterized by their severe deteriorated conditions as the majority of them lack of basic amenities and suffer from many socioeconomic problems. In parallel, many archaeological sites suffer from a continuous destruction due to the deteriorated conditions of their surroundings as well as the lack of a sustained maintenance. This situation reflects the conflict between heritage conservation and local development in Egypt. It further indicates the incapacity of different stakeholders including national and local Egyptian governments, NGOs, and the community to deal with the complexity of such urban contexts. In this regard, the thesis studies heritage conservation and local development aiming to understand the gap between both practices in Egypt. The main objective of the research is to develop an integrated strategy for archaeological sites and deteriorated areas in juxtaposed contexts in Egypt, and to introduce an integrated strategic model for the main case study area 'Pompey's pillar', the 'Catacombs' in Alexandria, Egypt.

First, the relationship between conservation and development is thoroughly examined and linked to wider literature reviews. This examination discusses their different definitions, approaches, perceptions as well as shifting agendas aiming to understand the evolution of their trajectories, highlights potentials to bridge the gap, and develops evaluation criteria to analyze related case studies. Afterwards, both practices are discussed in reference to a number of case studies in cities of the Global South, i.e. Porto Alegre, Brazil, Agra, and Mumbai. Profound analyses of these case studies are conducted aiming to investigate the main key aspects of success through cross case studies analysis (Matrix). This matrix could help create a delineation of an integrated strategy for future interventions in similar contexts, namely the case study of Alexandria, Egypt.

Afterwards, the research shifts to study the gap between conservation and development in Egypt by exploring its historical background. The study traces the gap through the modern history of Egypt from the second half of the nineteenth century, and studies the discourse between both practices. Furthermore, the Egyptian administrative system that manages archaeological sites and deteri-

orated areas is reviewed. The study contains analyses of laws and regulations regarding urban management and heritage conservation on national, regional and local levels. It further determines different governmental entities that manage the Egyptian urban context. In order to bring about a better understanding of the Egyptian context, the examination is discussed in reference to three case studies in Egypt, Ezbet Khyrallah, ElMatarya and Al-Drab Al-Ahmar, Cairo. Thus, the research highlights shortcomings that cause the gap in Egypt. It further examines applicability of the main key factors of success, which have been identified earlier, in the Egyptian context. Consequently, it builds the foundations upon which a properly integrated strategy will be developed in their regarding.

Subsequently, the thesis introduces the main case study in Alexandria, and provides profound analyses of its physical characteristics, socioeconomic patterns as well as different positions of actors and institutions involved in the area. Additionally, the study analyzes former interventions carried out by different entities in the area showing their impact on the welfare of residents. Ultimately, the research develops an integrated strategy for heritage conservation and local development in Egypt based on analyses of the gap and learning from successful case studies in the Global South. Furthermore, an integrated strategic model for the main case study in Alexandria is proposed based on the examination of the Egyptian context, analyses of successful case studies in similar contexts and analyses of the case study area.

Table of contents

List of figures XVI

List of tables.....XXI

List of abbriviations.....XXIII

Chapter one: Introduction.....1

1.1 Research scope: Problem identification, research aim and questions 1
1.2 The context of 'Pompey's pillar' and the 'Catacombs' case study area in Alexandria, Egypt.....3
1.3 The thesis outline.....3
1.4 The research methodology.....4

Chapter Two: The gap between conservation and development: Desire to preserve vs. desire to change, complementary or conflicting processes?**.....9**

2.1 Conservation vs. Development: Conceptual frameworks.....10
2.2 The Gap: why, when and where?.....12
2.3 Challenges in implementation of development and conservation projects.....14
2.4 Evaluated trajectories of development and conservation.....15
2.5 Conclusion.....17

Chapter Three: Success and failure of strategies applied in the Global South: Critical analyses of international case studies in India and Brazil....**21**

3.1 Heritage conservation versus local development: Conflict in practice, the case study of the Jogeshwari cave, Mumbai, India.....22
3.2 Overcoming the gap: successful strategies applied, the case studies of Taj Trapezium Zone (TTZ), Agra, India and Viva o Centro program, Porto Alegre, Brazil.....26
3.3 Cross case analyses (MATRIX): lessons learnt for future interven

tions.....31
3.4 Conclusion.....33
Chapter Four: The Gap between heritage conservation and local development in Egypt: Examination of the history of the gap and the administrative system that manages the Egyptian urban context nowadays.....**39**

4.1 Historical examination of the gap between heritage conservation and local development in Egypt.....40
4.2 Analyses of the Egyptian administrative system nowadays.....43
4.3 Examination of the Egyptian administrative system in regard to her itage conservation and local development: Areas of inefficiency in the system.....48
4.3.1 Multiple authorities and lack of coordination.....48
4.3.2 Extreme centralization, administrative and financial man agement.....53
4.3.3 Inefficient community participation.....54
4.4 Case study: ElMatarya, Cairo.....55
4.5 Revitalization and conservation of Al-Darb Al-Ahmar district, Cai ro.....59
4.6 Applicability of the key factors of success in the Egyptian context...64
4.7 Conclusion.....67

Chapter Five: The case study of Pompey's pillar, the Catacombs, and areas in their surroundings, Alexandria, Egypt 71

5.1 Descriptive analyses of the case study area.....72
5.1.1 The area in the city: location and connections.....72
5.1.2 The area's significance and physical characteristics.....72
5.1.3 Socioeconomic patterns in the area.....77
5.1.4 Role actors involved in the area.....78
5.2 Critical analyses of former interventions.....80
5.2.1 Heritage conservation schemes.....80
5.2.2 Local development projects: improving deteriorated areas.. 80
5.2.3 Integrated approach: EBDAA initiative's proposal.....83
5.3Conclusion.....86

Chapter Six: Conclusion: Towards an integrated strategy for heritage conservation and local development in Egypt: An integrtaed strategic model for Pompey's pillar, the Catacombs, and areas in their surroundings ...**89**

6.1 Drivers and motives of the proposed strategy.....90
6.2 The main concept of the strategy.....91
6.3 Strategy description.....93
6.3.1 Pilot interventions "kick-off actions".....93
6.3.2 Short term approaches: Local Development platforms LDPs.....100
6.3.3 Middle and long terms approaches: Regularity changes 102
6.4 An integrtaed strategic model: the case of Pompey's pillar and the Catacombs and areas in their surroundings, Alexandria, Egypt.....106
6.5Conclusion.....114
Bibliography.....116
Appendix 1: List of interviews**.....122**
Appendix 2: Paper abstract**.....123**

List of figures

Figure 1-1: The thesis outline (Source: Author).....6-7
Figure 3-1: Illegal buildings loom over Jogeshwari's colonnaded porch. (Source: Patel, 2007).....23
Figure 3-2: Graph demonstrating the situation of the Jogeshwari cave and its surroundings, starting from the enormous urbanization in Mumbai in 1950, till the current situation. The graph also traces the number of tour ists and slum dwellers in conjunction with the rapid urbanization pro cess in the area (Source: ElGamal, 2014).....24-25
Figure 3-3: Taj Trapezium Zone (TTZ), Agra, India (Source: Cities-Alliance, 2012).....28
Figure 3-4: Taj Ganj Heritage trail. The map shows different activities located on the trail such as traditional, touristic and economic activities (Source: Cities-Alliance, 2012).....29
Figure 3-5 Pictures show economic and culture events created in the Fair after intervention (Source: Porto-Alegre, 2013).....31
Figure 4-1: Haussmannization of Cairo starting from the regime of Khedive Isma'il (1863-1879). Paris city at the top left side, the city of Cairo at right side and bottom left side (Source: unknown).....41
Figure 4-2: Photographs of Aslam ElSelhdar mosque in Al-Darb Al-Ahmar district from 1882 (Left) to 2013 (Right) (Source: unknown).....42
Figure 4-3: Badly damaged 15th-century mausoleums are now surrounded by growing piles of trash in the Manshiet Nasser slum. Illegal high rise buildings appear in the background (source: Jones, 2014).....42
Figure 4-4: Photograph of the Great Pyramids of Giza from the surrounding informal settlement Nazlet Al-Seman (Source: unknown).....42
Figure 4-5: gives an overview picture of national, regional and local adminis tration systems in Egypt and shows authorities responsible in charge of heritage conservation and local development (source: Author).....45
Figure 4-6: Deterioration conditions of monuments in Ezbet Khyrallah. Esta bl Antar (Left), and Sabaa Banat (Right) (Source: Tadamun, 2013).....51
Figure 4-7: The three monuments Sabaa Banat, Establ Antar, and Pope Kiroles's mill within the urban fabric of Ezbet Khyrallah (Source: Tada mun, 2013).....52

Figure 4-8: Ezbet Khyrallah location in the intersection of the three districts of Dar El-Salam, Basatin, and El-Khalifa (Source: Tadamun, 2013).....52
Figure 4-9: Sesostris obelisk during conservation process, slum areas appear in the background of the picture (Source: Lambart, 2013).....57
Figure 4-10: The proposed trail, which links the three archeological sites in El-Matarya (Source: Author).....58
Figure 4-11: An aerial view of the project site shows the topography of the Azhar Park after master grading. The photo also shows one of the three water tanks, being integrated into the emerging new park topography. On the edge of the site is the uncovered Ayyubid city wall. To the right, the Darb al-Ahmar district appears (Source: AKTC, 2012).....60
Figure 4-12: Al-Darb al-Ahmar is located between the famous al-Azhar mosque (left) and the hills of the Azhar Park, visible in the background (Source: AKTC, 2012).....61
Figure 4-13: Left: Participatory discussions with local residents and shopkeep ers in front of a model of the Tablita Vegetable market, an area to be improved. Right: Women of Darb al-Ahmar meet in the courtyard of the community development office and take notes during a healthcare lecture (Source: AKTC, 2012).....61
Figure 4-14: Improvements of old houses along the historic wall. Left: schemat ic rendering of existing conditions in Atfet Assad. Right: schematic rendering of the integrated pilot project, showing improved conditions after selective removal of encroachments on top of the wall. Physical and social rehabilitation of housing goes hand in hand with the wall restoration (Source: AKTC, 2012).....63
Figure 4-15: Examples of deteriorated public open spaces of Al-Darb Al-Ahmar, Cairo (Source: AKTC, 2012).....64
Figure 5-1: The study case area's location in the city of Alexandria (Source: Author).....73
Figure 5-2: Examples of old factories and warehouses located along ElMahmo dia water canal (Source: author).....74
Figure 5-3: shot from ElSaa street shows circulation complexity in the area due to variety of transportation means and street vendors who occupy pave ments (Source: author).....75
Figure 5-4: The two archeological sites the 'Cata Comb' left, and 'Pompey's pil lar' right, economic housing blocks (governmental blocks) appear in the background of both scenes (Source: author).....75

Figure 5-5: The case study area's map shows main features and general land uses (Source: author).....75
Figure 5-6: Panoramic view for Pompey's pillar and its surroundings shows sky line of the area. High rise illegal buildings appear in the background reflect the distorted urban settings of the area (Source: author).....76
Figure 5-7: Deteriorated conditions of streets in the area (Source: author).....76
Figure 5-8: Deteriorated conditions of green areas along ElMahmodia water canal (Source: author).....76
Figure 5-9: Left: street market activities 'the textile market' in ElSaa Street. Right: economic activities in an alleyway, which is completely closed to motorized traffic due to shopping activities (Source: author).....79
Figure 5-10: Role actors involved in the case study area of Pompey's pillar, Alexandria (Source: author).....79
Figure 5-11: Tourist services (walkways, setting area, shade, fences) introduced in Pompey's pillar site during the development plan in 2009 carried out by SCA (Source: author).....82
Figure 5-12: Examples of neglected unique structures in the area (Source: author).....82
Figure 5-13: Left: Tobgeya housing blocks before demolishing illegal units in 2010. Right: deteriorated conditions of block number 3 in Tobgeya (Source: author).....82
Figure 5-14: The link between the two archeological sites after the development plans in 2006 carried out by TDA and Alexandria governorate (Source: author).....83
Figure 5-15: Community meetings directed by EBDAA in the case study area (Source: EBDAA, 2012).....85
Figure 5-16: Leather handcraft workshop for inhabitants (Source: EBDAA, 2012; Faculty of Fine Arts, 2012).....85
Figure 5-17: The final gallery of workshop's products organized in Bibliotheca Alexandrina (Source: EBDAA, 2012; Faculty of Fine Arts, 2012).....85
Figure 5-18: SWOT analyses of the case study area of Pompey's pillar (Source: Author).....87
Figure 6-1: Role actors who affect urban contexts of archeological sites and deteriorated areas in juxtaposed position (Source: Author).....92
Figure 6-2: The main approaches, objectives and expected out comes of the proposed strategy (Source: Author).....93

Figure 6-3: Proposals of kick off actions ,pilot interventions (source:Au thor).....96-99
Figure 6-4: Diagram shows different approaches of the strategy in short, midd le and long terms (source: Author).....104-105
Figure 6-5: Development scenario for the main case study area.....110-111
Figure 6-6: An integrated strategy model for "Pompey's pillar' , the 'Catacombs' and areas in their surroundings, Alexandria, Egypt (source: Au thor).....112-113

List of tables

Table 3-1 Cross case studies analyses MATRIX (Source: Author).....35-37
Table 4-1: Authorities in charge of urban development and heritage conservation according to Egyptian laws (source: Author).....46-47
Table 4-2: List of important terms regarding urban development and heritage conservation, which are defined according to the Egyptian laws 119/2008 and 117/1983 (source: Author).....49
Table 4-3: Examination of applicability of the key factors of success in the Egyptian context (source:Author).....65-66

Abbriviations

ABA	Alexandria Business Association
AKTC	Aga Khan Trust for Culture
ASI	The department of Archeological Survey of India
CBO	Community Based Organization
CURE	Center for Urban and Regional Excellence, India
CSUP	Citywide Slum Upgrading Plan for Agra, India
DPR	Development Plan Report
DUDA	District Urban Development Agency, India
EAO	Egyptian Antiquities Organization
EU	European Union
FDA	French Development Agency
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit; German Federal Enterprise for International Cooperation
GOPP	General Organization for Physical Planning, Egypt
ISDF	Informal Settlements Development Facility, Egypt
LDP	Local Development Platform
LED	Local Economic Development
NGO	Non Governmental Organization

NOUH	National Organization for Urban Harmony, Egypt
PLC	Popular Local Council
RAY	Rajiv Awas Yojana, the national governmental fund in India
SCA	Supreme Council for Antiquities, Egypt
SCPUD	Supreme Council for Planning and Urban Development, Egypt
TDA	Tourism Development Authority, Egypt
TTZ	Taj Trapezium Zone, India

Chapter one: Introduction

1.1 Research scope: Problem identification, Research aim and questions

Nowadays, many urban fabrics in historical cities, especially in Global South, witness a salient conflict between development and conservation. Many heritage structures have been surrounded by unplanned deteriorated areas that resulting from uncontrolled urbanization. Development and conservation are in an absolute conflict as the former aims to change while the latter tends to prevent or at least mitigate this change. The majority of international experiences throughout the history prove that the overwhelming desire of development was always stronger than arguments of conservation, thus resulted in the degradation of heritage structures in historical cities as seldomly both practices work in an integrated framework.

Many scholars have been increasingly aware of the importance of developing an integrated framework dealing with the gap between both practices. Although the discourse between development and conservation has historical roots dating back to the fifteenth century, the pressing challenge has been to dedicate more researches to deal with the gap nowadays. The majority of heritage structures in cities of the Global South widely suffer from fragility and deterioration as a result of passive policies that ignore the value of heritage and the incapacity to deal with deteriorated areas in their surroundings. In cities of the Global South, the majority of cases show the incapacity of national and local governments to deal with such contexts, however, few others managed to demonstrate how different levels of government can play complementary roles in the cooperation with national and international institutions as well as involve local communities to achieve an integrated strategy and overcome the challenge.

For many decades, consecutive Egyptian regimes have been approaching such contexts either by maintaining monuments or upgrading deteriorated areas in their surroundings. As many countries in the Global South, Egypt has been facing many challenges dealing with the gap between heritage conservation and local development. The lacks of coordination between the different levels of government, incapacity to involve different stakeholders, the weak public awareness of the community towards heritage significances as well as the lack of technical and financial resources are the main challenges that face the Egyptian government to bridge the gap and develop an integrated strategy dealing with complexity of such urban fabrics.

In cooperation with different stakeholders, national and local governments have the responsibility to do a fine balancing act, maintaining the value of heritage resources while simultaneously improving the quality of life of local inhabitants. It is essential to develop an integrated strategy to overcome the gap between heritage conservation and local development in Egypt, otherwise, archaeological sites are most likely to lose their significance, while areas in their surroundings would suffer more from physical and socioeconomic deterioration conditions.

The thesis aims to understand the gap in Egypt for the sake of developing an integrated strategy for heritage conservation and local development in Egypt, and further to formulate an integrated strategic model for the main case study area 'Pompey's pillar' and the 'Catacombs' in Alexandria, Egypt.

In this regard, the research touches on the following sub questions;

-Why is there a gap between conservation and development in theories and practices?
-What are potentials available to overcome the gap?
-What are the challenges facing countries of the Global South to over come the gap?
-How did some governments of the Global South manage to develop inte grated strategies to overcome the gap?

The research also attempts to answer the main critical questions;

-Why is there a gap between heritage conservation and local development in Egypt?
-How could a better policy be developed to overcome this gap in Egypt?

-How could an integrated strategic model be developed for the main case study area in Alexandria?

1.2 The context of 'Pompey's pillar' and the 'Catacombs' case study area in Alexandria, Egypt

The case study area 'Pompey's pillar' and the 'Catacombs' is located in the central zone of Alexandria, the second capital city of Egypt. Like the majority of deteriorated areas in Egypt, the area is a mixture of unsafe and unplanned areas that lack basic services and suffer from many socioeconomic challenges. The area is dotted with two of the most visited archaeological sites in the city, 'Pompey's pillar' and the 'Catacombs', additionally, the area contains many lesser-known historical buildings including housing units, factories and warehouses date back to the twenties. Nowadays, as a result of rapid urbanization and the absence of governmental superintendence, the area witnesses many illegal activities such as unlicensed constructions, demolitions and the unauthorized construction of additional floors in already occupied buildings. Consequently, the area is characterized by its deteriorated urban settings. Additionally, many historical buildings are threatened by illegal demolition activities. The area lacks any tourist services and the community lacks awareness towards the significance of the two archaeological sites, consequently, the two sites are physically fenced and economically, socially and culturally segregated, by means of, contribution in the development of their surroundings. Although the area faces many challenges that menace its significance, it has great potentials such as strong social cohesion, historical significance, active community and streets vitality. These potentials could help develop an integrated strategy for development and conservation. It is clear that without rapid action, the area may eventually lose its significance.

1.3 The thesis outline

Figure 1-1 gives an overall idea over the thesis outline including objectives and methods of each chapter. It further illustrates links between different parts of the thesis to achieve its main objective. As the diagram shows, the thesis is divided into six chapters. Chapter one introduces the thesis and sets different methodologies used in the research. Chapter two provides literature reviews on the gap between heritage conservation and local development with a special focus on contexts of the Global South. By the end of chapter two, the main challenges

that face overcoming the gap are identified, additionally, opportunities available to overcome the gap are illustrated. Chapter three examines success and failure of strategies applied in a number of cities in the Global South i.e. Agra, Mumbai and Porto Alegre. The main objective of this chapter is to determine the main key factors of success that could help delineate an integrated strategy in similar case studies. In chapter four, profound analyses are conducted to study the gap in Egypt through studying its historical background, in addition to examining the Egyptian administrative system that manages the Egyptian urban context nowadays. By the end of chapter four, an examination of applicability of the main key factors of success in the Egyptian context is conducted. Chapter five introduces the main case study area and provides detailed analyses of its physical characteristics, socioeconomic patterns as well as different positions of actors and institutions involved in the area. The chapter further contains profound analyses of former interventions applied in the area. Lastly, chapter six (conclusion) contains the developed integrated strategy for heritage conservation and local development in Egypt by which it introduces an integrated strategic model for the main case study area in Alexandria based on the outcomes of chapter three, and analyses of the Egyptian context in chapters four and five. The thesis is developed in a way that builds each chapter on the outcomes of the previous one, additionally, the last chapter is based on analyses and outcomes of all chapters two, three, four and Five.

1.4 Research methodology

Regarding methodologies applied in the thesis, chapter two discusses the gap between heritage conservation and local development in reference to a wider debate based on literature reviews of both practices including different definitions, approaches, perceptions as well as shifting agendas. The main aim of chapter three is to analyze similar case studies to the main case study in Alexandria, hence, the selection of case studies is based on their scale, scope of interest, complexity in urban context as well as national and local governmental frameworks in the country of study. In chapter four, beside literatures (former analyses of the Egyptian context) and Egyptian laws, the study is based on site observations, informal interviews with local inhabitants, and a range of interviews with governmental representatives, academics, and consultants from international organizations as well as members of NGOs, CBOs, and youth initiatives aiming to understand the gap in Egypt. This variety of empirical data helps to understand the status quo

in Egypt and to explore the gap between the Egyptian administrative system and the real situation on the ground. Additionally, the chapter contains analyses of three case studies in the Egyptian context aiming to bring about a better understanding of the Egyptian context. The three case studies have been undertaken by different stakeholders that showing their different roles and positions in Egypt. The criteria of choosing the main case study area in chapter five are based on its scale, historical significance, urban context complexity, potentials available, and history of development. Official statistics, site observations, interviews with various stakeholders, and former analyses of the area are the main methods applied to study the area. Ultimately, chapter six aims at developing an integrated strategy for heritage conservation and local development in Egypt, and further proposing an integrated strategic model for the main case study, based on the examination of the Egyptian context in chapter four, analyses of the main case study in chapter five and learning from successful case studies in similar contexts in the Global South discussed in chapter three.

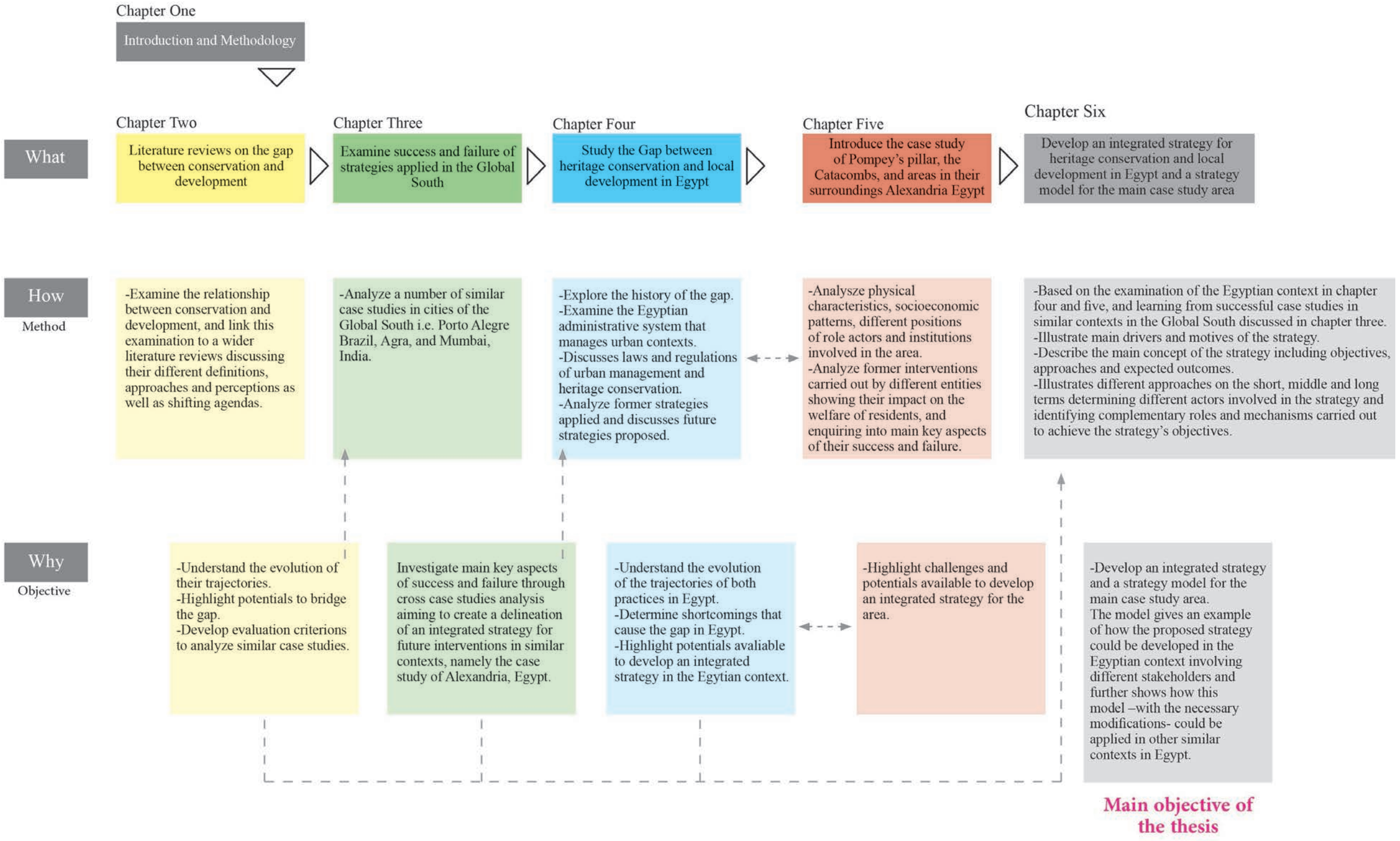

Figure 1-1: The thesis outline (Source: Author)

Chapter two
The gap between conservation and development

Desire to preserve vs. desire to change, complementary or conflicting processes?

Conflict, contradiction and challenge are the first words that come to mind when describing the relationship between conservation and development. While the former represents the desire to preserve, the latter is the desire to change. Although scholars have been increasingly aware of this challenge since the 1960s, this conflict has historical roots dating back to the industrial revolution. In the last six decades, the pressing challenge has been to initiate a dialogue in order to achieve an integrated framework. This chapter is structured around understanding the evolution of the trajectories of conservation and development. Furthermore, it explains the relationship between them by examining different definitions, approaches and perceptions as well as shifting agendas. The chapter touches on questions such as: Why is there a gap between conservation and development? When and how did this gap emerge? Where does this gap exist? Why is it important to study this gap? Are conservation and development complementary or conflicting processes? The main aim of this chapter is to highlight potentials to theoretically and practically bridge the gap between these contradictions. The results of this chapter will help develop evaluation criteria to analyze case studies in the next chapters.

2.1 Conservation vs. Development: Conceptual frameworks

In an attempt to study the relation between conservation and development, it is essential to study in depth conceptual frameworks of both practices. It is worth noting that the analytical focus of this study is not limited to define conservation and development per se, but to analyze multiple trajectories of both disciplines.

The notion of development has been widely discussed throughout modern history. However, 'A process of change' remains the most used words to describe it. During the colonial times, development meant the exploitation of natural resources in colonies, this notion did not agree with the concept of development of societies in these colonies. After the Second World War, development referred to activities by governments to improve life conditions. The framework of development has been developed to involve societies as an essential actor in the process of change (Ettlinger, 1999; Obeng-Odoom, 2013). Parallely, from the perspective of former colonies, which are labelled 'the Third World' nowadays, 'development' meant modernisation, industrialisation and even Westernisation (Arndt, 1989). These defintions give the impression that development is limited to the so called "First World" and consequently, countries of the so called "Third World" are seeking to apply models from developed countries to their developing contexts.

In light of these complexities, defining development is problematic. Development is sometimes wrongly confused with other definitions such as growth, which is defined as a quantitative increase in income, employment and so forth, while development is defined as a qualitative term, which refers to structural change to improve conditions in which people live (Flammang, 1979; Anell & Nygren, 1989; Ettlinger, 1999). Furthermore, definitions of development are changing from one epoch to another and further differentiate due to the diversity of multidimensional circumstances (Laurie, et al., 2005), additionally, they vary across various scales of governance (Pike, et al., 2014). International experiences prove that development is a multidimensional process and that "causes and solutions... are increasingly integrated across borders and disciplines, and revolve around common if differently experienced patterns of change and the capacity to control development" (Edwards, 2007 p3). Therefore, it is essential to contextualize the concept of development and to recognize the circumstances of the place, as recent well-known approaches reflect only the First World's perspective (Ettlinger, 1999). It is a mistake or, at minimum, misleading to treat different places through the same set of ideas and practices (Pike, et al., 2014).

Defining conservation is just as problematic as defining development. Although conservation is not an old notion like development, it emerged as a part of a wider debate making it difficult to generate a clear definition for it, as approaches of viewing the past from the present vary (Ashworth, 2011). Before defining conservation, it is axiomatic to address what is to be conserved. 'Culture' is the strongest assemblage of essences of conservation, it refers to those tangible and intangible values acquired by a community over time and that have an impact on activities occurring in cities, and which further represent its unique identity (Logan, 2005; Throsby, 2007). It could be argued that cultural heritage is part and parcel of nations' wealth and should be conserved for future generations. Tangible and intangible values are interdependent, on one hand, what determines what qualifies as heritage is the value inherited in it, on the other hand, if the physical structure is deteriorated and neglected, the flow of values will vanish (Snowball & Courtney, 2010; Peacock & Rizzo, 2008). Peacock & Rizzo (2008, p117) state, "what constitutes heritage is not an objective fact, but rather a social and cultural construct that is likely to change through time". All places on earth have a history, which reflects the significance of societies and has an impact on shaping their future. Therefore, a conservation-led development concept is applicable to all places on earth (Ashworth, 2011).

As mentioned above, there are different paradigms of viewing the past from the present, Ashworth (2011) discuses this critical discourse in his article "Preservation, Conservation and Heritage: Approaches to the Past in the Present through the Built Environment". The author introduces these paradigms as preservation, conservation and heritage. He argues that, unlike most academic fields, these paradigms did not replace one commonly accepted paradigm by another, but came in parallel, which resulted in creating a number of similarities, differences and even contradictions. The main focus of all paradigms is basically on the built environment, as buildings and sites are visible and accessible expressions of the past and they also represent the physical arena to developers, planners and decision makers, to intervene either by demolishing and replacing or preserving and adapting (Ashworth, 2011). This perception allows the past to play a significant role in shaping the present.

Ashworth (2011, p5) defines preservation as "a protective intervention to maintain the current condition of an artifact, building or ensemble". The critical difference between preservation and conservation is that the latter considers contemporary uses as an integral and sometimes even equal part of the decision to preserve (Ashworth, 2011; Pendlebury, 2002 Larkham, 1996). Thus, the

term 'conservation' was largely developed and applied by decision makers to deal with the built environment, to 'preserve purposelly' is the best description of conservation (Burke, 1976). Thus, many scholars throughout Western Europe and North America embraced the term 'adaptive reuse' in the processes of conservation of old buildings and districts (Tiesdell, et al., 1996). The heritage paradigm is concerned with conserving heritage assets only if they can accommodate new functions, hence, it is about creating something, not about preserving anything (Lowenthal, 1985). This understanding of the heritage paradigm shows that it has a significantly different, and maybe contradictive, perspective from preservation and conservation paradigms which preserve elements from the past in the present and to bequeath them to the future (Ashworth, 2011).

Based on different definitions, approaches and perceptions discussed above, the next section tries to answer the questions of Why is there a gap between conservation and development? When and how did this gap start? Where does this gap exist? The section further tries to illustrate different practices and shifting agendas that resulted in enlarging the gap between conservation and development throughout the history and consequently caused the formation of complicated urban contexts, where archaeological sites and deteriorated dwelling are juxtaposed nowadays in most historical cities of the Global South nowadays.

2.2 The Gap: why, when and where?

This section evaluates the relation between conservation and development within the theoretical framework based on the literature discussed drawing on Etlinger (1999), Obeng-Odoom (2013), and Ashworth (2011). Insofar the former discussion articulates that development is in salient conflict with preservation, which only focuses on the values of the heritage structure regardless of its function within the contemporary city. Moreover, in terms of their trajectories development and conservation are in contradiction. While the former aims to change, the latter seems to prevent this change, or at least, mitigate its effects (Pendlebury, 2002). Thus, the relationship could be described as a conflict. As far as development is concerned, conservation is considered at best irrelevant and at worst, an obstacle (Ashworth, 2011; Pendlebury, 2002). "Logically no compromise is possible between the two actions, as an increase in one inevitably causes a corresponding decrease in the other..... The slogan 'save by developing' is a contradiction" (Ashworth, 2011, p5).

The majority of international experiences throughout history reveal that the gap usually results in the defeat of either conservation or development but seldomly both work together in an integrated framework. Although the idea of the classic world has been recognized in the European culture during the fiftenth and sixtenth centuries, the survivng classical monuments were simultaneously used as just a quarry of building materials (Larkham, 1996). Following the same trend, in the sevententh century, when Napoleon III gave the task of re-planning Paris to Baron Haussmann who connected significant structures in the city, consequently, The 'Parvis Notre-Dame' was cleared of all houses and buildings including Saint Stephen's cathedral and cathedral Saint-Etienne, thus enlarging the area surrounding it to forty times its original size (Jordan, 1996). In the early eighteenth century, industrial revolution and concomitant rapid economic changes resulted in the replacement of many hitorical structures by new forms and spatial patterns (Ashworth, 2011).

Throughout the first half of the twentieth century, arguments for keeping urban heritage were weak, particularly in developing countries, while arguments for growth and progress were overwhelming (Ouf, 2008). Consequently, rapid urbanization and development were strong factors in the degradation of historic structures in cities, as these structures have a limited ability to accommodate modern uses, thus causing damage in the structures and conflict between users (Ashworth, 2011; OUF, 2008). Nowadays, half of the global population lives in urbanized areas. In many cities, especially in the Global South, slum dwellers represent nearly fifty percent of the total population. By 2020, at least a hundred million slum dwellers are expected to live in cities (UN-Habitat, 2013). In historical cities like Cairo, Delhi and Mumbai, the local population exceeds ten million inhabitants. As these cities grew, people settled near and eventually around heritage structures. Many cases show the negative implications of rapid urbanization on heritage structures, which widely suffer from fragility and deterioration (Sørensen & Evans, 2011).

In most cases, national governments tend to pay more attention to heritage structures than they do to slum areas. Well-known monuments are valued because of their importance as a source of national income while slum areas are removed, formalized or at best upgraded (Blessi, et al., 2012; Patel, 2009). Other less-known monuments are seen as an obstacle to development due to their inability to cope with rapid urban evolutions to accommodate modern city functioning (Ouf, 2008). Consequently, governments condoning any deterioration processes happening to them. This approach focuses on economic benefits within

conservation frameworks but ignores the negative socio-cultural impacts (Timothy & Boyd, 2006).

In the following, the section provides an overall picture of implementation of conservation and development projects with a special focus on those that have been undertacken in the Global South. The section identifies different positions of actors and institutions involved in such schemes, highlights challenges and shortcomings in formal adminstrative systems that hamper implementation of these projects, and further examines the level of integrations between both practices in implementation phases.

2.3 Challenges in implementation of development and conservation projects

Conservation and development have been facing many challenges in the translation form theory to implementation, which negatively affect the relation between them and consequently enlarge the gap. The landscape of heritage governance within local development plans is quite complicated, as it consists of an interconnection of various stakeholders ranging from central goverance to localities, from international organization to local interest groups and from governmental bodies to NGOs and community intiatives (Strange & Whitney, 2003). To better understand this gap, it is essential to illustrate responsibilities that belong to national and local governments towards heritage conservation and local development. National governments have the responsibility to lay down heritage policies, heritage conservation regulations as well as legal and institutional frameworks (Barillet, et al., 2006). At the local level, governments have the responsibility of setting up local development strategies, development of management tools and involving of different stakeholders in the process (Alliance, 2008).

Many conservation projects in the Global South experienced the shortage of local governments' capacities in heritage conservation management. On one hand, these cases address a number of difficulties that face local governments such as poor information, inedequate financing, insufficient training and lack of incentives to attract private sector and external experts as well as the incapacity to involve communities and local institutions within the process (Snowball & Courtney, 2010; Sørensen & Evans, 2011; Hampwaye, 2008; Steinberg, 1996). On the other hand, these cases show the communities' inability to act positivly in the process due to their lack of awareness, skills and capabilities (Sørensen & Evans, 2011). Scholars argue that the lack of coordination between the different

levels of government in the cooperation with different stakeholders is the main challenge that faces local governments in integrating heritage conservation as a part of local development plans (Elnokaly & Elseragy, 2013; Steinberg, 1996). Governments, especially in the Global South, fail to engage approaches adopted by the community with national politics. Political dynamics such as bureaucracy and centralization as well as the tendency to generalize international experiences of urbanization regardless of the national situation hampers the implementation of plans at the local level (Goodfellow, 2013).

Although the costs of conservation are easily determined, benefits are often less defined, hence, benefits are likely to be asymmetrically distributed between users, public and privat sectors. Furthermore, the research often focuses on the supply side, while the demand side is neglected (Ashworth, 2011; Snowball & Courtney, 2010). The questions of who pays?, who benefits? and who decides?, are critically centered in conservation plans. Relatively, funds allocated to conservation is limited compare to other areas of development such as education, infrastructure and healthcare (Snowball & Courtney, 2010).

As the examination of both practices has shown, conservation and development have been facing many challenges to intertwine in integrated frameworks. The remainder of this chapter studies evaluated trajectories of conservation and development to address potentials available to bridge the gap and involve heritage conservation in local development plans within sustainable development frameworks. It further helps determine main key aspects of success that should be considered when developing an integrated strategy for both practices.

2.4 Evaluated trajectories of development and conservation

In the context of globalization, sustainablity, urbanization and decentralization processes, national and local governments have the responsibility to do a fine balancing act, maintaining the value of heritage resources while simultaneously improving the quality of life of local inhabitants (Chirikure, 2013; Elnokaly & Elseragy, 2013; Logan, 2005; Bebbington, 2000; Mason, et al., 2000). The literature on the relationship between heritage conservation and local development is quite limited (Blessi, et al., 2012). In parallel, after a long history of modernization processes that stripped many cities of their heritage, questions, about how conservation could contribute in future urban frameworks and how conservation-led local development could be achieved, are assuming growing importance (Strange & Whitney, 2003). Professionals have to rethink their stand, if conser-

vation and development are to maintain their place in future interventions within the planning system (Townshend & Pendlebury, 1999).

Many scholars in each discipline would agree that enlarging their perspective to encompass various fields and stakeholders is indeed a necessity to survive within the planning system. Development should not only focus on economic aspects, it has to create an integrated approach based on a multi-disciplinary basis aiming to impact on social, cultural and environmental dimensions in a long term plan (Pike, et al., 2014; Blessi, et al., 2012). This perspective enhances diverse ways of understanding and eliminates the dominance of any single approach. De Paula and Dymski (2005, p23) in the introduction of their book 'Reimagining growth: Towards a renewal of development theory' state:

> *"Instead of relying on one or two organizing ideas, we recognize the need for many – for a thick theoretical approach – because of the diversity of circumstances and of the many divides that arise within the nations of the South. Indeed, these divides equally affect the nations of the North, and make development theory equally applicable to the 'advanced' nations as well."*

Development strategies have been markedly developed over the past fifteen years across developing countries. Consequently, the trend of decentralization through local economic development (LED) plans has emerged (Hampwaye, 2008). LED is defined as a process whereby various stakeholders such as local governments, NGOs, community based groups CBOs and private sector, establish partnerships to manage existing resources (Snowball & Courtney, 2010; Hampwaye, 2008). In addition to its economic potentials, this process would help pave the road to transfer responsibilities from central governments to the local level. Furthermore, it fosters the community's role in decision-making through a real participation mechanism. Many international cases prove that environmental resources (natural & built) are more likely to be maintained if local entities participate actively in the process (Sinclaira, 1998).

Conservation theorists, in turn, have increasingly become aware of the importance to embrace economic, social and environmental considerations in conservation frameworks, it has been salient that without meaningful integration with various disciplines and real involvement of stakeholders, heritage is endangered (Sørensen & Evans, 2011; Pendlebury, 2002). Prior to the 1990s, the role of heritage conservation in developing cities was often underestimated by urban plan-

ners and policy makers, who paid more attention to economic development. This understanding has shifted markedly over the past 30 years among scholars and major funding development entities such as the World Bank. This new understanding benefited from conservation by fostering local economy as well as reviving social networks and built environments instead of just preserving heritage structures. This would strongly allocate conservation in sustainable development frameworks (Blessi, et al., 2012; Evans, 2009; Logan, 2005; Strange & Whitney, 2003; Pendlebury, 2002). Evans & Shaw (2006, p2) state, "Put simply, culture is being seen by some policy makers and planners as an insurance policy against future decline, and by some investors (private and public) as a value-added distinction and as an accelerator of development." Moreover, in the context of globalization, heritage conservation is seen as a potential to capitalize local heritage and cultural identity towards establishing a unique position in the new hierarchy of global market (Blessi, et al., 2012; Logan 2005).

Conservation approaches have been transferred from focusing on saving physical heritage to improving urban quality including economic, social and cultural dimensions (Ouf, 2008). Even more, new trends of conservation such as 'post-conservation' and 'second wave of conservtion', have emerged (Strange & Whitney, 2003). In essence, all these trends created by scholars such as Townshend (1999), Pendlebury (2002), are calling for more creative ways of conservation to systematically integrate it with other fields and involve local entities. They argue that it would roll forward conservation to be widely accepted among policy and public spheres.

Former analyses have significantly fostered the promising combination between conservation and development within the planning system, with high expectations that heritage conservation will play a complementary role within local development plans. Extending the notion of conservation beyond just preserving historical structures to becoming a financial capital in the long run, would positvely enhance its postion in future interventions.

2.5 Conclusion

As the examination of conceptual frameworks of both practices has shown, on one hand, the notion of development have been widely developed and further changed in time due to many political, geographical, environmental and socioeconomic circumstances. On the other hand, the definition of conservation, which is considered a new notion compared with development, is sometimes wrongly

confused with other definitions such as preservation and heritage, consequently, defining development and conservation is a problematic. As analyses of different shifting agendas of both practices have shown, conservation and development are in conflict. Many international experiences reveal that seldomly both practices were involved in an integrated strategy. Therefore, historical cities, particularly in developing countries, have been facing many challenges to develop an integrated strategy dealing with archaeological sites and deteriorated areas in juxtaposed contexts. These challenges are; poor information, inadequate financing, lack of skilled personnel, the incapacity to involve communities within the process, and weak cooperation with different stakeholders as well as the lack of coordination between different levels of government (see section 2.3).

Former analyses show that despite the existing gap between conservation and development in theory and practice, there are potentials available to overcome this gap and come up with an integrated strategy, where the two approaches would work together in a complementary manner to deal with such contexts. The examination of evaluated trajectories of development and conservation shows that recently both practices have been enlarging their perspectives to encompass various fields and establish partnerships with different stakeholders (see section 2.4). These actions would help overcome centralization, foster coordination between different levels of government, and further increase financial resources as well as technical support. In the following chapter, a number of successful case studies in the Global South are discussed aiming to show how they succeeded to develop integrated strategies overcoming the identified challenges. These case studies will be analyzed due to evaluation criteria, which is developed based on analyses of the trajectories of both practices including challenges and potentials available that have been discussd in this chapter. The developed criteria consist of; main objectives of the strategy, situation before and after intervention, intervention approaches, the roles played by the different levels of governments, the integration of heritage conservation in local development plans, community participation, financial support, spatial activities, the execution of the project as well as partnerships with institutions, NGOs and the private sector.

Chapter Three*
Success and failure of strategies applied in the Global South

Critical analyses of international case studies in India and Brazil

** This chapter has been accepted as a paper entitled "Exploring the gap between heritage conservation and local development in the Global South: success and failure of strategies applied", in "Heritage 2014" 4th International Conference on Heritage and Sustainable Development Guimarães - Portugal, July 2014 (See paper abstract in appendix 2, page 123).*

This chapter aims to discuss heritage conservation and local development strategies in similar context to the main case study of the thesis in Alexandria, Egypt. The chapter discusses both practices in reference to a number of case studies in cities of the Global South, i.e. Porto Alegre, Agra, and Mumbai. First, the chapter introduces the case study of the Jogeshwari cave in Mumbai aiming to illustrate shortcomings that resulted in conflict between conservation and development. Afterwards, the chapter contains analyzes of Taj Trapezium Zone (TTZ), Agra, India and Viva o Centro program, Brazil case studies showing how these strategies succeeded in overcoming the gap. Ultimately, main key aspects of success and failure are investigated through cross case studies analysis (Matrix). This Matrix cross-examines the selected cases and provides a better understanding of them. It also illustrates the effect of different approaches on the final outcome of the project. This study could help create a delineation of an integrated strategy for undertaking future interventions in similar contexts and especially for the main case study in Alexandria Egypt.

3.1 Heritage conservation versus local development: Conflict in practice, the case study of the Jogeshwari cave, Mumbai, India

This part identifies the gap between heritage conservation and local development at the different levels of government and highlights missing links that have a negative influence on decision making for heritage conservation and local development schemes in the Global South. On one hand, heritage conservation professionals consider proliferating numbers of slum areas as a threat to heritage structures (Mason, et al., 2000). On the other hand, slum dwellers are not concerned with heritage conservation as they struggle to get their basic amenities in the place regardless of its history (Alliance, 2008). In many cases, national governments lay down heritage conservation regulations ignoring the fact that slum dwellers have been living around heritage structures for decades. Many countries in the Global South try to overcome this challenge by transitioning to the decentralized decision making system. As a result, many responsibilities were transferred to local governments such as managing local development plans but still this is not the case when it comes to heritage conservation (Barillet, et al., 2006). The negative implications of national heritage conservation regulations on slum dwellings are quite apparent in the case of the Jogeshwari cave in Mumbai.

The holy cave of Jogeshwari is located in the northern part of Mumbai city surrounded by densely populated slums. As a result of rapid urbanization and the absence of governmental superintendence, people settled near the cave and even built houses on top of the rocky outcrop (See figure 1-1 & 1-2). By the 1990s, the Jogeshwari cave was not accessible to visitors due to its deteriorated state, in addition to the dense slum dwellings in its surroundings (Alliance, 2008).The conflict between slums and heritage in the Jogeshwari cave was not noticeable before the year of 2005, when a public interest litigation group called Janhit Manch filed a suit on behalf of the Jogeshwari cave and three other neglected caves in the city. It was clear that without urgent intervention, the cave would eventually lose its significance (Patel, 2007). The high court dictated the formulation of a committee to study the situation of the Jogeshwari cave. Based on a report presented by the committee, the high court demanded the land within one hundred meter of Jogeshwari cave earmarked to be cleared of illegal buildings (Mahajani, 2013; Patel, 2007).The committee chaired by G.S.Narasimhan, head of the department of archeological survey of India in Mumbai (ASI), stated that the removal of illegal structures would be the second phase of their plan after immediate efforts to document, protect and maintain the site. One of the first actions to maintain

the cave was to remove tons of garbage from the top of the cave. In 2006, the houses located directly on top of the cave were demolished, the act which was widely resisted by the slum dwellers. “For two or three decades, people had been used to a certain type of usage of the monument, says Narasimhan (Patel, 2007). Education and interaction with the archaeologists, he stressed, are the only way to create a sense of responsibility” (Patel, 2007, p. 44). In August 2007, the high court ordered appropriate upgrading of slum dwellings surrounding the Jogeshwari cave. Since then, ASI Mumbai has identified 750 slum structures within the prohibited one hundred meter zone. Up to this moment, no negotiations have taken place (Alliance, 2008).

The Jogeshwari cave case study illustrates negative implications of unplanned rapid urbanization on archaeological sites, it further reflects the incapacity of national and local governments to deal with such contexts, and shows top down approaches and decision making processes carried out by formal authorities aiming to protect the archeological site but ignoring the slum dwellers. In the following, the research analyze two successful strategies aiming to illustrate how formal authorities in cooperation with different stakeholders succeeded to overcome challenges that faced development of the Jogeshwari cave.

Figure 3-1 Illegal buildings loom over Jogeshwari’s colonnaded porch (Source: Patel, 2007).

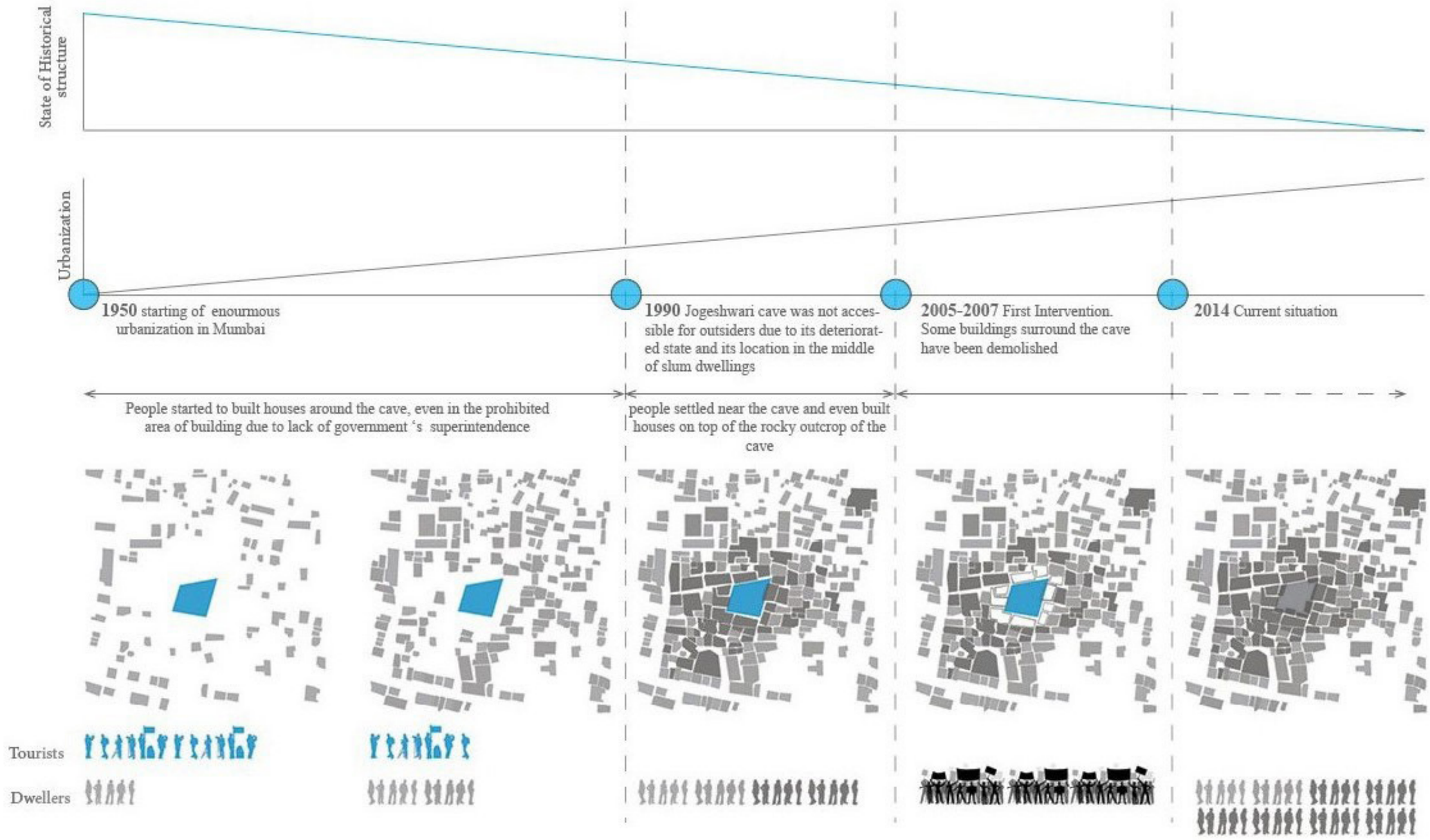

Figure 3-2 Graph demonstrating the situation of the Jogeshwari cave and its surroundings, starting from the enormous urbanization in Mumbai in 1950, till the current situation. The graph also traces the number of tourists and slum dwellers in conjunction with the rapid urbanization process in the area (Source: ElGamal, 2014)
Note: *This graph is not based on any numbers or collection of maps, it is just representative, its aim is to give a visual impression of the Jogeshwari cave.*

3.2 Overcoming the gap: successful strategies applied, the case studies of Taj Trapezium Zone (TTZ), Agra, India and Viva o Centro program, Porto Alegre, Brazil

Experiences presented below show how national and local governments overcame former challenges and succeeded in integrating heritage conservation in local development plans, they also highlight how governments dealt with a number of difficulties during implementation processes. Very often, local governments in the Global South do not have the skilled personnel necessary to integrate heritage conservation and urban development (Barillet, et al., 2006; Steinberg, 1996). Additionally, the lack of dialogue and trust between slum dwellers and their local governments further complicates the situation. After a long history of top-down strategies, which resulted in the displacement of dwellers from their sites, local governments need to gain the local community's trust and the inhabitants need to be involved in the development process to ensure that they get a fair deal. In the following, profound analyses of two cases illustrate successful frameworks regarding community participation, financial management, economic spatial activities, the execution of the project as well as possible partnerships with the private sector and international institutions. This section introduces two integrated strategies applied in cities of the Global South. First case study is the case of Taj Trapezium Zone, Agra, India, second case is Viva o Centro program with a special focus on 'Caminho dos Antiquarios' project in the city of Porto Alegre, Brazil.

Agra is a live example of a rapidly growing historical city. The city embraces one of the Seven Wonders of the World "Tajmahal", in addition to many well and lesser-known monuments embedded within its slums (MDP, 2006). The city is rich with its unique intangible heritage resources, which are represented in the culture of folklore inherited from the Mughal and Lodhi dynasties (ibid). By 2001, the local authority represented in the District Urban Development Agency (DUDA) listed 252 slums in Agra. This number increased to 378 in 2006, according to a map by an NGO called the Center for Urban and Regional Excellence (CURE). The 2011 mapping of slums undertaken by CURE identified 417 slums in the city (Cities-Alliance, 2012).

It was clear that the development of slums in Agra needed a comprehensive action. Rapid growth resulted in the formation of dense slums, which threaten tourism in the city and reduce the quality of life of its dwellers. In partnership with an international agency (City Alliance) as well as technical and financial cooperation with different local agencies, CURE supported DUDA in preparing

an inclusive citywide slum upgrading plan for Agra (CSUP), and implementing slum upgrading activities in selected slums. DUDA declared the area surrounding Tajmahal, which is called Taj Trapezium Zone (TTZ), as the highest priority for development in Agra, since it is the most visited area of Agra in addition to it being highly attractive to the private sector because of its immense business potential and high real state value (See figure 3-3). Accordingly, a detailed project report was prepared by CURE to get the national governmental fund Rajiv Awas Yojana (RAY), which is dedicated to creating sustainable housing for poor slum households (MHUPA, 2013).

While DUDA prepared a proposal for upgrading the physical infrastructure of TTZ, CURE decided to prepare a complementary proposal focusing on heritage conservation. The main objective of this proposal was to build sustainable livelihoods in cooperation with the local community and the private sector, through enhancing economic activities, fostering social infrastructure and preserving culture heritage (Cities-Alliance, 2012). The development plan report (DPR) of TZT intended to integrate the social infrastructure within the city's economy, especially tourism. The development plan introduced an initiative developed by CURE to establish a heritage trail to connect lesser-known monuments in the area (See figure 3-4). This trail aims to conserve heritage resources in the area as well as to foster its economic growth opportunity. Based on the holistic report done by DUDA and CURE, TTZ got the fund of RAY (ibid).

> *"The Taj Ganj Slum Upgrading DPR is designed to infill gaps in the TTZ DPR that was developed solely with the objective of providing main trunk infrastructure in the area. The Taj Ganj Slum Upgrading DPR shall access funds from the RAY and shall be implemented simultaneously with the TTZ DPR by DUDA. The purpose is to create complementarities and bring about greater synergy in slum development activities and enable mainstreaming of slum settlements with trunk services immediately rather than through intermediate measures and options. More importantly, this will help create new partnerships (between TTZ and DUDA) and ensure efficient and effective spend of government money." (ibid, p. 19).*

In addition to the complementary role played by national and local entities, the community played an essential role in developing the area. DPR TZT was developed and designed in cooperation with the community. In a series of community interactions, each community was involved with the development plan

starting from identifying priorities to listing possible solutions for issues highlighted. Various participatory tools have been developed by CURE in order to ensure that a real participatory process would take place. At street level, focus group meetings and discussions have been mobilized by CURE facilitators, at ward level, consultation committees were formed to discuss common concerns collected from small group meetings, these committees included several stakeholders besides the community representatives such as, the local agency staff, the department of archeological survey of India ASI, the Agra development authority and the project implementation unit. The process of community interactions led to the formation of six community based organization (CBOs), which worked with CURE and DUDA on implementation strategies. Furthermore, these CBOs were responsible for looking after the project outcomes (Cities-Alliance, 2012).

This case study shows complementary roles played by different level of government in the cooperation with national and international institutions as well as involving local communities to achieve an integrated strategy and overcome the challenge. It further shows the essential role played by the community represented by CBOs to guarantee the sustainability of the project. In the following, critical analyses of 'Viva o Centro' case study show another successful integrated strategy carries out in Brazil.

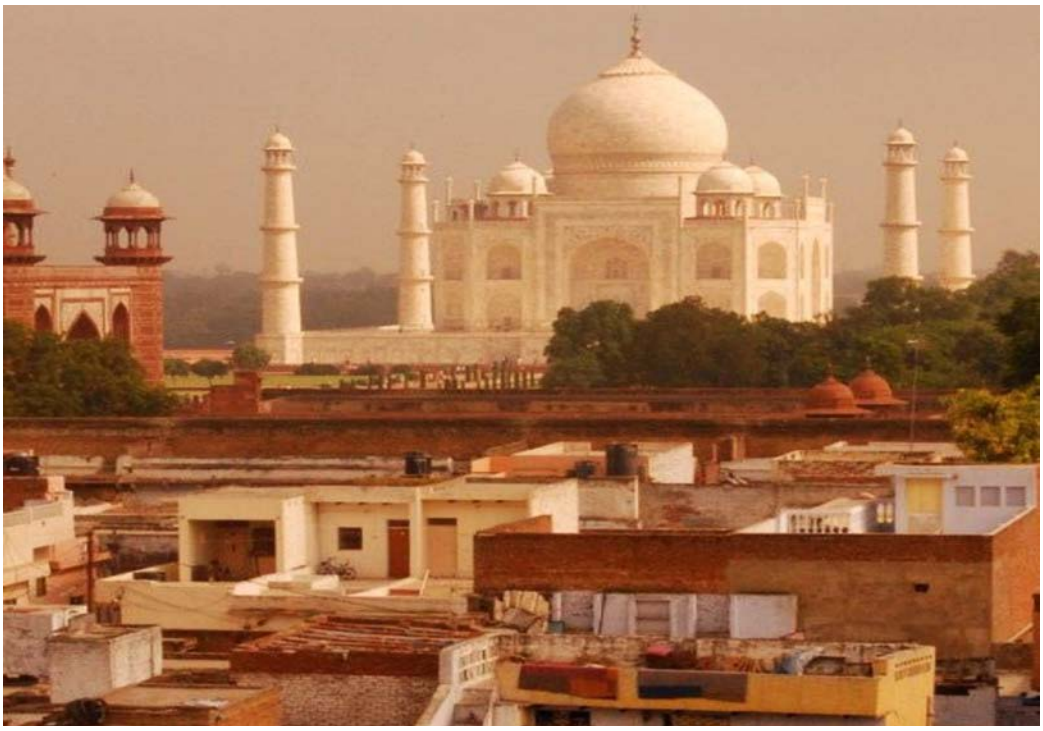

Figure 3-3: Taj Trapezium Zone (TTZ), Agra, India (Source: Cities-Alliance, 2012)

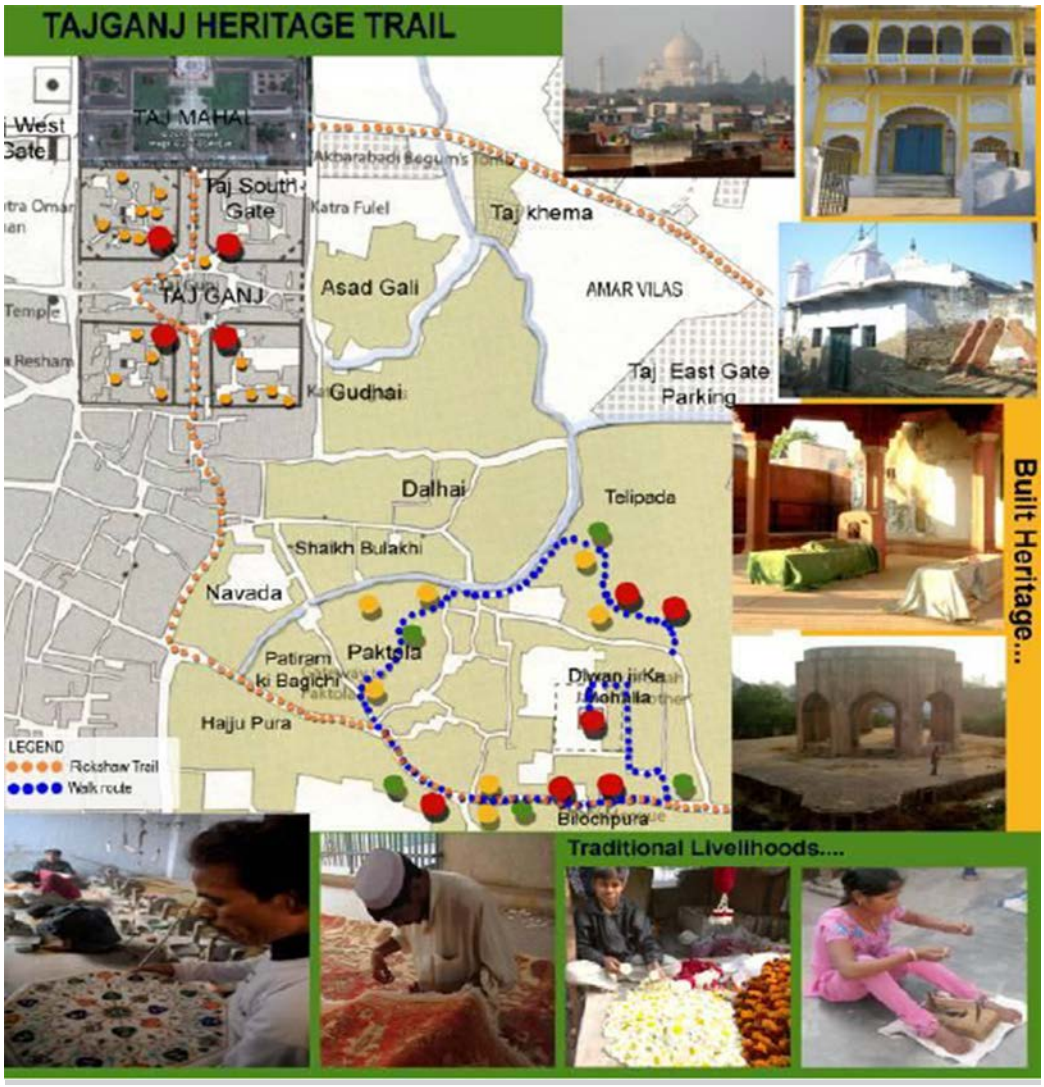

Figure 3-4: Taj Ganj Heritage trail. The map shows different activities located on the trail such as traditional, touristic and economic activities (Source: Cities-Alliance, 2012)

Another successful example in Brazil is the "Viva o Centro" program, which is one of the most representative examples of integrating heritage conservation in local development plans. The program serves as an interaction model for the different levels of governments, in parallel with the involvement of local communities and institutions. The Viva o Centro was one of 21 strategic programs, initiated by the Brazilian government. The main objective was the rehabilitation of downtown areas, through the improvement of urban tissue relating to the use of public spaces, social inclusion and the preservation of heritage resources (Bohrer, 2007). At the local level, Viva o Centro's principle was to integrate civil society in the planning processes and the implementation actions. The integrated ac-

tion plan carried out by the local government, started with a diagnosis phase, to identify the main problems of downtown areas, through open workshops carried out by community representatives and the technical staff of several municipal secretariats. Further workshops were held in order to identify acts, objectives, implementation plans and strategies, according to actors involved and resources available (ibid). The program was developed to provide local governments with conditions of cross-cutting action, by identifying possible partnerships with technical and financial institutions as well as measuring the results of the program and creating opportunities for the civil society to take part in the execution process (ibid).

"Caminho dos Antiquarios" is prescribed as the "best practice" for the "Viva o Centro" program. The antique Fair is located in the downtown area contains more than twenty five antique stores, which are considered a valuable heritage resource in the downtown area (Bello, 2006). The Fair was suffering from negative implications of the rapid urbanization in the city, hence, it was declared as a potential case for the implementation of "Viva o Centro". "Since the 1970s there has been very little interest in investing in the city centre or in any specific public space. With the fall in interest for the centre, most of the building stock, streets and parks have fallen into disrepair" (Dall'Igna, 2012, p. 11).The idea was to initiate cultural events in the Fair and to enhance economic development as well as enhance the physical urban fabric by maintaining the antique stores (Alegre, 2013). The local government acted as a facilitator by improving the road paving, closing it to traffic on Saturdays and allowing storeowners to display their products in the street. City Hall initiated cultural events and dance performances in the Fair to attract outsiders (See figure 3-5) (Bohrer, 2007). These events were advertised about in City Hall and cultural centers (ibid). The program achieved its objective after one year of the implementation. "Caminho dos Antiquarios" is now an important destination on the cultural map of the city, which registers about 1500 visitors per month. Additionally, the project is self-managed through a local association, which was created by storeowners and exhibitors (ibid).

> *"The Association pays for the electricity and, most of the time, for the organization of the events. The Association hires tourist guides for the downtown area, and some events are organized by the City Hall and are free. The Association also made a DVD to show the needs of the Dançando Na Praça (Dancing in the Square) Programme, which has already more than one hundred members" (ibid, p. 32).*

Figure 3-5 Pictures show economic and culture events created in the Fair after intervention (Source: Porto-Alegre, 2013)

3.3 Cross case analyses (MATRIX): lessons learnt for future interventions

This part aims to identify key aspects of success and failure of the case studies that have been investigated above. The method adopted for this study is a cross case analysis Matrix (See table 3-1). Vertically, the analyses discuss each case study regarding the main objective of the strategy, the situation before and after intervention, the intervention approach, the roles played by the different levels of governments, the integration of heritage conservation in local development plans, community participation, financial support, spatial activities, the execution of the project as well as partnerships with institutions, NGOs and the private sector (See section 2.5). Horizontally, the comparative analyses illustrate different acts carried out in each case according to the identified aspects and reflect that on the final outcome of each intervention.

The case of the Jogeshwari cave reflects the absence of coordination between the different levels of government whether by eliminating local governments totally from the decision making process or by neglecting the coordination between national policies and local development plans. Conversely, the Taj Ganj slum upgrading project and the Viva o Centro program both succeeded to interlink different levels of policies by integrating heritage conservation as an essential feature of national and local policies. In these cases, the integration has been identified as a prerequisite for local governments to apply for national funds, the step which assured the strong interaction between different levels of policies. By doing so, the national governments encouraged local authorities to integrate heritage conservation within their development plans. The last two cases prove that the complementary roles played by national and local governments and the coordination between the different levels of government are considered important pillars of success.

Developing management tools is as important as setting up development strategies. The majority of local governments in the Global South suffer from the lack of skilled personnel to manage development projects in complicated urban contexts. Accordingly, it is essential to create partnerships with local and international qualified expertise in order to unite competencies to cover this lack of skills and promote the management process. In parallel, local governments should reinforce competences and skills within their associations. It is worth mentioning that the management of projects should be left to local agencies in cooperation with local inhabitants. Additionally, international agencies should only introduce the advice and information in fields of heritage conservation and local development, not apply the strategies implemented in the Global North.

The Taj Ganj case shows how an NGO 'CURE', in cooperation with an international agency 'City Alliance', played an essential role in complementing the proposal presented by the local authority 'DUDA'. On account of the analogue report of CURE, the proposal got the national fund 'RAY'. This example further reflects the importance of community participation in the process. Groups at street and ward levels as well as six CBOs were valuable partners for local authorities in all phases of the development process, their independent status allowed them to transmit the needs of the community, they played also a substantial role in raising the awareness towards the project. The Viva o Centro case also reveals the role of the 'City Hall' and other culture centers in the cooperation with local association -created by storeowners and exhibitors- to organize cultural events. This type of initiatives plays a vital role in attracting visitors to the place, which results in flourishing the economic activities. The roles played by international, national and local partners are not limited to the diagnosis and implementation phases, the two former cases witnessed the role played by these partners in the execution of the projects and looking after their outcomes.

The tourism sector benefits largely from the implementation of heritage related activities. The Private sector would benefit more if these activities were further developed. So, the Private sector is a valuable partner in the development process. These partnerships introduce an additional source of fund which would assure sustainability of projects. The setting up of national fund programs is a positive step to tap into private and corporate resources of funding. Incentives should be created to establish strong partnerships, for example, contributors to these programs could be eligible for tax benefits.

Creating spatial activities is an important step towards boosting local development plans. The Local government has the responsibility to create spatial activi-

ties, which aim to create a common ground between local inhabitants and visitors of heritage structures. Local authorities have to identify landscapes, buildings, heritage structures, economic activities and events that expose the culture of a district. This process helps local governments to carry out urban development plans by integrating important elements of heritage, the urban identity and the general atmosphere of the district. It further helps to set up proper regulations, which respect the value of heritage as well as the wellbeing of community surrounding. Benefiting the local inhabitants should be a prerequisite in heritage conservation strategies, which would help change some negative perceptions towards heritage conservation strategies in the Global South. In order to achieve that, governments are required to ensure the maintenance of public services such as markets, the restoration of culture and economic activities within the district as well as setting up financial incentives for local inhabitants.

In the Viva o Centro project, the local governments played the role of the facilitator, by allowing storeowners to display their products in the street and closing it to traffic on Saturdays, Additionally the City Hall introduced some art and music activities in order to revitalize the Fair. In Taj Ganj, CURA and DUDA proposed the establishment of a heritage trail to connect lesser-known monuments in the area, which aims to conserve heritage resources in addition to fostering economic growth of stores located on this trail. Therefore, it is important to do a balancing act between maintaining the value of heritage structures and ensuring the quality of life of the communities residing in their surroundings.

3.4 Conclusion

The challenge of bridging the gap between heritage conservation and local development has socioeconomic dimensions. Moreover, it reflects the negative impact of centralized systems and top-down approaches applied in the Global South. As analyses of the Jogeshwari cave has shown, governments of the Global South have been focusing only on the most profitable projects, which have tourism potentials. Accordingly, community residents have been ignored or pushed out from the areas surrounding historical structures. If this trend continues, historical cities will lose their heritage significance, only fragments of their heritage structures will remain. Additionally, preserved structures will be isolated and without impact on their surroundings. Heritage conservation strategies should avoid the idea of static preservation, which only focuses on preserving the monument and should instead widen their scope to include the surroundings of the monuments.

As the discussion of TTZ and Viva o Centro case studies has shown, successful strategies require a new attitude, which must be fostered within local community and different levels of governments. Furthermore, governments of the Global South should work on changing the perspective of decision makers and professionals towards heritage structures and deteriorated areas in juxtaposed contexts. The two case studies further show that challenges that have been identified in section 2.5 could be overcome through creating an integrated administrative environment among different levels of government. They further show that governments have to enhance institutional frameworks, consider socioeconomic conditions within heritage conservation schemes as well as develop implementation and administrative tools for managing the development process through establishing cooperation with various stakeholders. Furthermore, local entities should work on raising the public awareness of the community as well as attracting governmental bodies, international agencies and the private sector to participate in related development projects. Consequently, a challenges of the lack of financial resources and the lack of skilled personnel as well as the incapacity to involve different stakeholders in the process would be overcome. TTZ and Viva o Centro succeeded in overcoming the challenge of the incapacity to involve communities through empowering the existing civil entities and involving them in all stages of the process. Analyses show that the existing CBOs played essential roles managing the project's outcomes that guaranteed sustainability of these projects.

The cross case studies analysis (Matrix) has concluded the main key factors of success as follows; foster coordination among different levels of governments, integrate heritage conservation within local development plans, foster spatial activities, increase financial resources, empower community participation, initiate partnerships with the private sector, NGOs, civil entities as well as national and international organizations. Few strategies applied in the Global South enlighten the dark discouraging picture of today. These strategies have succeeded in doing a balancing act between heritage conservation and local development. Such integrated strategies remain hindered by many challenges such as centralized governmental administrations, financial obstacles, the lack of management expertise as well as the lack of awareness towards heritage, if anything is to be learnt from the successful strategies applied in similar contexts, it is that these challenges can and must be overcome. However it is going to be a lengthy and arduous process, and these complicated contexts are running out of time.

	Conservation of Jogeshwari Caves, Mumbai, India	Taj Ganj Slum Housing Upgrading Project. Agra, India	The Viva o Centro program in the City of Porto Alegre, Brazil -"Caminho dos Antiquarios"
Purpose and scope/ Main Objective	The conservation of the Jogeshwari cave and three other neglected caves in Mumbai.	The main objective was to build a sustainable livelihood and preserve culture heritage in cooperation with the local community and private sector.	The main objective was the rehabilitation of downtown areas, through i urban tissue improvement, relating to use of public spaces, social inclusion and preservation of heritage resources.
Situation before intervention	-The cave was surrounded by slum dwellings, which were built on top of the rocky outcrop of the cave thus in addition to sanitation water that filled the cave, threaten its structural stability. -The cave was filled by tons of trash and waste. -The site has not been accessible to visitors since 1990 due to its deteriorated state.	-Tajmahal is surrounded by 15 slum areas, which suffer from the lack of basic amenities. -Many neglected monuments are embedded within these slums.	The antiques Fair is located in the downtown area and contains more than 25 antique stores. The Fair remarked as a potential to foster economic activities in parallel with conserve antique stores, which are considered a valuable heritage resource in the downtown area.
Intervention approach	-Non-integrated approach. In 2005, a public interest litigation group filed a suit on behalf of Jogeshwari cave. - The high court ordered the formulation of committee to study the situation of the cave. Based on a report presented by the committee, the high court demanded the land within 100 meter of the cave earmarked to be cleared of illegal buildings.	-Integrated approach. In the partnership with City Alliance (international agency) as well as technical and financial cooperation with different local agencies and CURE (NGO), supported District Urban Development Agency (DUDA) to prepare an inclusive Citywide Slum Upgrading Plan for Agra (CSUP) and get the national fund of RAY.	-Integrated approach. The program serves an interaction model for different levels of governments, in parallel with the involvement of local communities and institutions.

National and Local Governments' role	-National authority represented in the High Court laid down conservation regulation, regardless of the slum dwellings in the cave's surroundings -ASI Mumbai as a local authority had the responsibility to upgrade slums.	-The Indian government initiated a national governmental fund program Rajiv Awas Yojana (RAY), which aimed to create sustainable housing for poor slum households. -The local authority represented in DUDA developed the CSUP in the cooperation with CURE to get RAY fund.	-The Brazilian government initiated 21 programs with integrated action carried out by the local government. Localities started to identify main problems of downtown areas, through open workshops carried out by community representatives and technical staff .Further workshops were held in order to identify acts, objectives, implementation plans and strategies, according to actors involved and resources available.
Integrate Heritage conservation	The government focused on conservation of the cave regardless of the surrounding fabric and vice verse, Heritage conservation was not part of the local development plans.	-Integrated, as the area defined to implement the project TTZ is chosen because of its heritage value. The proposal invented solutions considering urban conservation and slum development	-Heritage conservation has been involved within the main objective of the program. -The idea was to initiate culture events in the Fair and to enhance economic development as well as preserve physical urban fabric by maintaining antique stores.
Community participation	The community was not involved within the process.	TZT was developed in cooperation with the community, which was involved starting from identifying priorities to listing possible solutions for issues highlighted. CBOs worked with CURE and DUDA on the project.	Community was involved within the process starting from diagnosis phase to identify main objective and further in design and implementation phases and finally in the execution of the project by forming a local association created by storeowners and exhibiters.
Partnerships with NGOs, private sector	No partnerships were took place in the process.	The proposed strategy has been developed in partnerships with City Alliance (International association), CURA (Local NGO) and DUDA (local governmental institution).	-At local level: City hall in the cooperation with culture centers had the responsibility to organize many culture events. -After one year of implementation, local association which is responsible to execute the project started to attract the Private sector.

Spatial activities	-Demolition of illegal houses and displacement of their dwellers. -No economic activities were created.	The development plan introduced an initiative developed by CURE to establishing heritage trail to connect lesser-known monuments in the area. This trail aimed to conserve heritage resources and foster its economic growth.	-Enhance the economic activities of the Fair and especially the antique stores. -Introduce music and dance events in the Fair and the square near by it. -The local government acted as a facilitator by improving road paving, closing it to traffic on Saturdays and allowing storeowners to display their products in the street. City Hall initiated culture events and dance performances in the Fair to attract outsiders.
Financial support	The Indian government and ASI Mumbai.	RAY fund, local agencies and the private sector.	The Brazilian government and the local government, which organized events for free. After the implementation, a local association in cooperation with the private sector had the responsibility to fund the project.
Execution of the project	The Indian government and ASI Mumbai.	CURE and DUDA in the cooperation with six CBOs.	The project was self-managed through local association, which created by storeowners and exhibitors.
Final outcome	In 2006, the houses located directly to top of the cave were demolished. In August 2007, the high court ordered appropriate upgrading of slum dwellers surrounding the cave. Since then, ASI Mumbai identifies 750 structures within the prohibited 100 meter zone. Up to this moment, no negotiations have taken place.	-Fostering economic activities in the area and preserving tangible and intangible heritage. -Improve the quality of life for slum areas in TTZ. -Formation of six community based organization (CBOs).	The program achieved its objective, after one year of the implementation. “Caminho dos Antiquarios” is now an important destination on the cultural map of the city. Additionally, the project is self-managed through the local association.

Table 3-1 Cross case studies analyses MATRIX (Source: Author)

Chapter four
The gap between heritage conservation and local development in Egypt

Examination of the history of the gap and the administrative system that manages the Egyptian urban context nowadays

This chapter aims at studying the gap between heritage conservation and local development in Egypt by exploring the history of the gap and further examining the Egyptian administrative system that manages archaeological sites and deteriorated areas in juxtaposed contexts nowadays. Firstly, the research traces the gap through the modern history of Egypt from the second half of the nineteenth century, and discusses the discourse between conservation and development aiming to understand the evolution of their trajectories in Egypt. Secondly, the chapter contains an examination of the administrative system of Egypt including a deep discussion about laws and regulations in relation to urban management and heritage conservation on the national, regional and local levels as well as different governmental entities that manage the Egyptian urban context. The main aim of this part is not to draw an exhaustive picture of the administrative system, but rather to highlight shortcomings that cause the gap by examining the level of compatibility and integration between decision-making mechanisms and policies applied for both practices. Analyses are supported by a number of case studies in Egypt that help to further investigate the current situation on the ground. Critical analyses are dedicated to studying ElMatarya and Al-Darb Al-Ahmar, case stuies in Cairo, the study analyzes former strategies applied and discusses future strategies proposed. Lastly, the research examines applicability of the key factors of success -that have been identified in section 3.4- in the Egyptian context. The results of this chapter will help to develop a properly integrated strategy for the Egyptian context in chapter six.

4.1 Historical examination of the gap between heritage conservation and local development in Egypt

In order to understand the Egyptian administrative system that manage archaeological sites and deteriorated areas in juxtaposed contexts nowadays, it is essential to examine history of the gap between heritage conservation and local development. This section provides an overall background of the history of this gap through Egypt's modern history starting from the second half of the nineteenth century, when Egypt experienced a great urban expansion as a result of economic and social transformations, led by Khedive Isma'il (1863-1879). Isma'il was inspired by Haussmann's work, and decided to transform Cairo into 'Paris on the Nile' (Arnaud, 1993). Consequently, Ali Mubarak, the minister of public works led major urban projects that had same features mimicked Haussmann' Paris such as major axes, straight and wide streets, and in the process, a great number of old buildings was either destroyed or appropriated (See figure 4-1) (Sanders, 2008). Following the British occupation in 1882, Egypt witnessed a great industrial boom that peaked from 1890 till the end of the century. Industrialization had a great impact on the built environment, which witnessed the destruction of a considerable number of old buildings (Ibrahim, 2009).

In response to that, the notion of conservation emerged in Egypt in 1881, when Khedive Tawfiq ordered the founding of the '*Comité de Conservation des Monuments de l'Art Arabe*', aiming to preserve Islamic monuments in Egypt. Due to its limited budget, the Comité dedicated its efforts to surveying and documenting individual monuments. The Comité recorded monuments suitable for preservation, and documented their current status using photographs and drawings (Sanders, 2008). Ibrahim (2009) argues that the ideological backgrounds and practices of both the Comité and Ali Mubarak were the real start of the discourse between conservation and development that is still continuing up to this moment in Egypt. As such, Egypt witnessed two parallel movements during its modern history; the first is conservation that focused on documenting individual buildings ignoring their surrounding urban fabric, the second is the overwhelming desire of development, which focused on the modernization of cities regardless of individual monuments or historic urban fabric.

The Comité continued its activities till the revolution of 1952, similar to many revolutionary movements at that period, the Egyptian revolution had aspirations of development and modernity (Ibrahim, 2009). The new regime paid little attention to conservation, consequently, activities of the Comité ceased. The major-

Figure 4-1: Haussmannization of Cairo starting from the regime of Khedive Isma'il (1863-1879). Paris city at the top left side, the city of Cairo at right side and bottom left side (Source: unknown)

ity of available state resources were directed to build factories and economic residential projects for law and middle emerging classes (Ibrahim, 2009). This trend continued to increase till the sixties, planners overlooked the significance of historic fabrics, and dedicated their efforts to innovating smart plans for land use and traffic problems. Their plans entailed the demolition of some heritage resources (Abada, 2000).

In 1971 the Comité was renamed the Egyptian Antiquities Organization (EAO), and in 1994 it became the 'Supreme Council of Antiquities SCA', under the ministry of culture (Ibrahim, 2009), and finally after the revolution of 2011, the prime minister decided to convert the SCA into an independent ministry of Antiquities. During the last three decades of the twentieth century, the majority of monuments in Egyptian cities became surrounded by informal settlements and unplanned areas as a result of the population explosion and rapid urbani-

zation. Nowadays, the Egyptian context is full of areas where archeological sites and deteriorated areas are juxtaposed, i.e. The Great pyramids of Giza, Aslam ElSelhdar mosque in Al-Darb Al-Ahmar district, and 15th-century mausoleums in the Manshiet Nasser slum (See figures 4-2, 4-3 & 4-4). Modernization plans carried out by consecutive regimes, in addition to market forces and social transformations radically changed the original fabric of Egyptian cities while ignoring their heritage resources. As a result, the division between conservation practices and those of development still remains.

Figure 4-2: Photographs of Aslam ElSelhdar mosque in Al-Darb Al-Ahmar district from 1882 to 2013 (Source: unknown)

Figure 4-3: Badly damaged 15th-century mausoleums are now surrounded by growing piles of trash in the Manshiet Nasser slum. Illegal high rise buildings appear in the background (source: Jones, 2014)

Figure 4-4: Photograph of the Great Pyramids of Giza from the surrounding informal settlement Nazlet Al-Seman (Source: unknown)

4.2 Analyses of the Egyptian administrative system nowadays

The process of urban management seems complicated when it comes to the urban fabric of archeological sites and deteriorated dwellings in juxtaposed context. In Egypt, the complexity is not limited to the physical fabric, but extends to the administration system that manages it. This section aims at investigating the Egyptian adminstrative system nowadays in regard to conservation and development policies, analyzing the system at different governmental levels, and studying legal frameworks that govern the urban complex of Egypt. Furthermore, it illustrates roles played by national and local governments, and presents a number of crucial questions such as, who decides to develop at the local level? Who lays down laws and regulations? Is there coordination between different authorities? Is community participation considered in decision making? What is the role of NGOs in such interventions? What are the different financial resources available for such projects? In the following sections, detailed description of the whole system is provided according to laws 119/2008, 43/1979, and 117/1983 (see figure 4-5).

The hierarchy of the administrative system in Egypt at the national level consists of the president, the prime minister, the different ministries and then their correspondent councils and authorities. The president appoints the Prime Minister, who in turn heads and appoints the cabinet ministers. The Prime minister heads the 'Council of Ministers and Governors' which convene regularly to discuss and set the general policy of the state, lay down policies, and propose mechanisms of implementation at different levels. The different ministries act through their administrative arms to fulfill their responsibilities. Additionally, each ministry is represented at the local level by autonomous directorates in charge of governorate-level services. Furthermore, the Prime minister chairs a number of supreme councils and facilities such as the Informal Settlements Development Facility (ISDF), which is also represented at the local level (See table 4-1).

The coordination between the ministries and the governorates is managed by the 'High council of Local administration', which is headed by the prime minister and consists of the minister of local administration, governors, members of local councils and ministers. It convenes only with the members concerned with the issue under discussion. This council aims to enhance the coordination and resolve the conflicts between different authorities, set rules and propose laws that affect the local community as well as support and develop the local administration system. Moreover, the ministers of local administration and planning have the responsibility of coordinating between the different national and local authorities.

On the local level, the president directly appoints the governor, who answers to the prime minister and is the key person in the local system as he has the same power as that of a minister, and has the presidential power at the local level. At the regional level, the 'High council for regional planning', composed of governors of the region, heads of regional planning authority, members of local councils and ministries' representatives, aims to coordinate between governorates of the region, and determine priorities in reference to available budgets as well as propose development projects for the whole region.

The governor has the responsibility to run the governorate according to general state policies, he oversees the application of these policies among different local authorities, and supervises the presidents of urban districts. The governor also heads the Council of Functionaries, which consists of the secretary general of the governorate, the presidents of the districts, members of the local district council, and heads of directorates. The council puts administrative and financial plans of the governorate, lays down regulations at local level, and prepares local plans relying on recommendations of members of local district councils and Popular Local Councils (PLCs). The council further aims to support the cooperation between local entities to serve the local community. The governor integrates recommendations of members of PLCs and local councils as well as proposals of different directorates with the strategic plan of the governorate and sends it to the minister of local administration, who in turn reports it to higher national entities such as, the Ministers Cabinet to get approval.

Local districts administrations are responsible for putting administrative and financial plans for the district. Additionally they oversee the implementation of rules and regulations laid down by formal entities. In cooperation with different directorates, local districts overseeing the implementation, approve and authenticate projects proposed by the directorates. Moreover, following up the application of policies and strategies laid out by national and local authorities falls under the responsibility of the 'local district council' which represents community inhabitants, conveys their needs to the governor. The elected PLC manages the same responsibilities of the local district council but at the district level.

In the following section, an examination of the Egyptian administrative system in provided based on analyses discussed above. It examines relationships between different stakeholders in the system as well as discusses different laws, regulation and decision making mechanisms applied for conservation and development aiming to examine the level of integration between both practices and highlight shortcomings that cause the gap between them in Egypt.

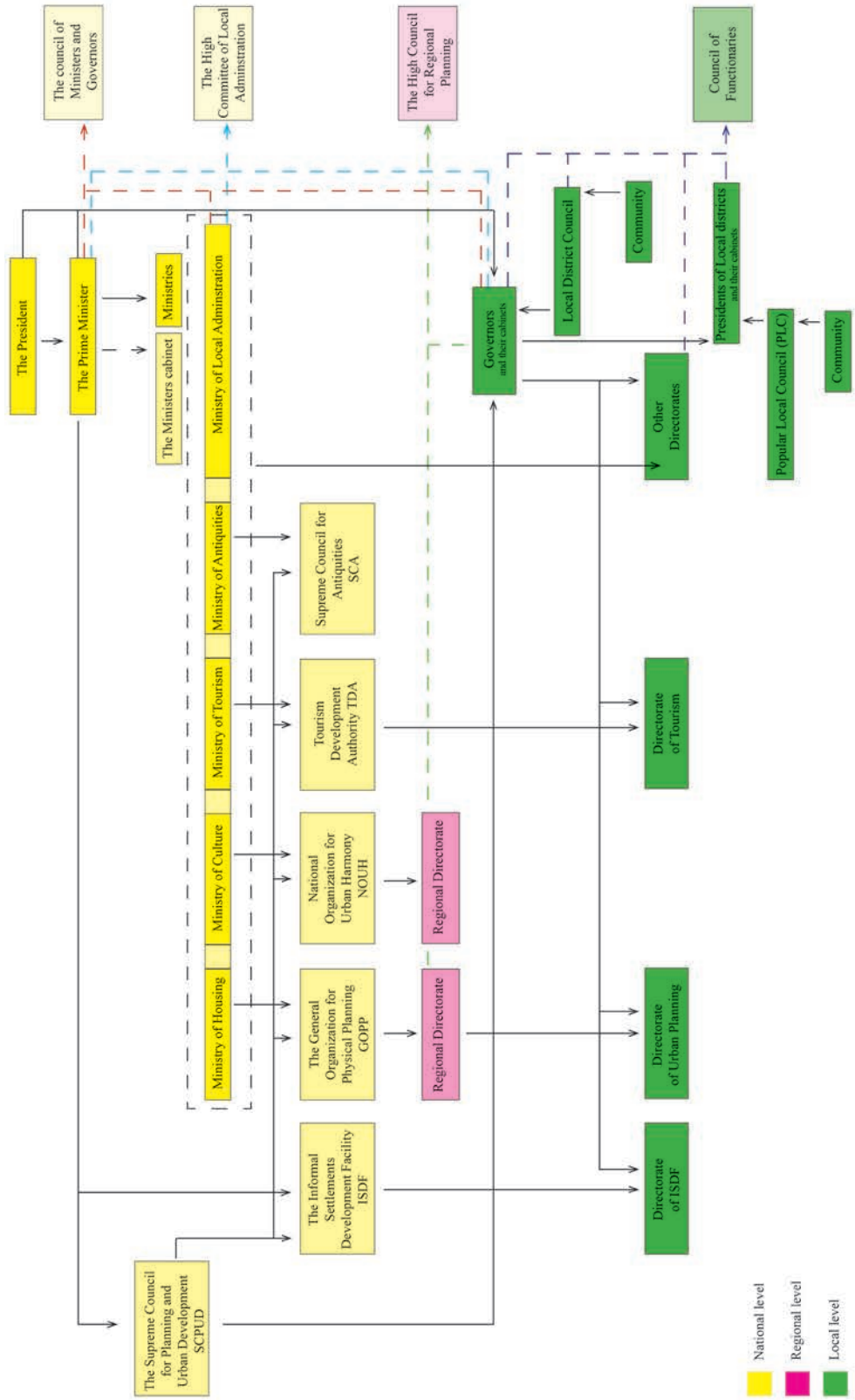

Figure 4-5: gives an overview picture of national, regional and local administration systems in Egypt and shows authorities responsible in charge of heritage conservation and local development (source: Author).

Authority	Abbreviation	Affiliation	Mission	Notes
The Supreme Council for Planning and Urban Development	SCPUD	The Prime Minister	-Endorse main goals and policies of planning and urban development at the national level. -Coordinate between all ministries and authorities in this field and empowers different stakeholders to positively participate in development processes. -It plays a key role as a consultant to approve or amend laws related to its responsibilities. -Set rules and regulation regarding buildings and urban fabric taking into consideration suggestions of different entities such as GOPP, NOUH, SCA and The Public Authority for Touristic development. Afterwards, the council sends general rules and regulations to all ministries and governorates to be applied at different levels.	Chaired by the Prime Minister and consisting of ministers in charge of planning and urban development, heads of local administrative units, heads of the ISDF, the GOPP and the NOUH as well as ten experts in the field.
The Informal Settlements Development Facility	ISDF	The Prime Minister	-The main objective of the ISDF is to determine and categorize slum areas in Egypt and propose suitable approaches to develop these areas, especially unsafe areas, and provide them with basic amenities such as water, electricity and sewage. -Put the general policy of slums development, and cooperate with different ministries and local authorities, which in turn provide it with information needed to hit its objective. - Responsible for encouraging local community and the private sector to support and participate in development processes.	-The ISDF is represented by directorates in each governorate. - In 2008, the Egyptian president issued a decree number 305 to establish the Informal Settlements Development facility ISDF which answers directly to the Prime Minister. The decision 305/2008 assigned an independent budget for ISDF from the central government.
The General Organization for Physical Planning	GOPP	The Ministry of Housing	-Propose main policies, elaborate study analyses, set urban fabric regulations , and prepare drawings for planning and urban development projects at the national, regional and local levels including unplanned areas, re-planned areas and areas of unique significance. -Set special rules for areas of unique significance, such as archeological sites, aiming to preserve them. -Revise and approve projects and detailed plans, which prepared by directorates of urban planning in different governorates. -GOPP directorates prepare detailed plans and projects in the cooperation with different stakeholders such as local authorities, local community and technical support of consultant offices and experts.	-The GOPP is represented by directorates in each governorate.

National Organization for Urban Harmony	NOUH	The Ministry of Culture	-The organization is concerned with the works which fulfill the aesthetic values of buildings' exterior, urban spaces and archeological sites (urban and archeological spaces) and set the foundations of the visual fabric and the architectural and urban style of all urban areas of the nation while preserving natural elements and sites. -The organization has the responsibly to propose the general policy of urban harmony and to prepare plans, detailed programs and study analyses in cooperation with different authorities to get the final approval from SCPUD.	In 2001, the Egyptian president issued a decree number 37 to establish the National organization for Urban Harmony which answers directly to the minister of culture.
Tourism Development Authority	TDA	The Ministry of Tourism	-Prepare detailed plans for touristic areas. - In cooperation with the ministry of Tourism represented in the directorate of tourism, governorates determine touristic places and provide support the touristic sector and supervise archaeological sites by raising awareness of citizens, supporting local products, and establishing information centers to serve tourists.	
Supreme Council for Antiquities	SCA	Ministry of Antiquities	-The principal mission is to protect and promote the cultural heritage of Egypt, both independently and in cooperation with national and international organizations. To achieve its goals, it formulates and implements all policies concerned with antiquities; issues guidelines and permits for the excavation, restoration, conservation, documentation, and study of sites and monuments. -the SCA has the authority to supervise all monuments in Egypt as well as determine and approve –according to general regulations laid down by the SCPUD- different activities 'cultural, entertainment or commercial' and constructions 'buildings or landscape' inside monument borders and areas surrounding monuments as well. - The SCA is the only authority responsible for maintaining and preserving monuments in Egypt. It gives permits to local and international organization to work under its supervision. -In cooperation with governors, the minister of antiques has the power to remove any encroachments in monuments borders. Local authorities have the responsibility to execute the demolition decision.	

Table 4-1: Authorities in charge of urban development and heritage conservation according to Egyptian laws (source: Author).

4.3 Examination of the Egyptian administrative system in regard to heritage conservation and local development: Areas of inefficiency in the system

4.3.1 Multiple authorities and lack of coordination

The local administrative system in Egypt causes several conflicts and entails multiple authorities. For example, concerning archeological sites and deteriorated areas in juxtaposed contexts, a long list of governmental authorities and organizations are involved in the development of such areas. At the national level, the list includes national organizations, the SCPUD and the ISDF, ministries of Housing, Antiquities, Culture, and Tourism represented by their operational arms; the GOPP, the SCA, the NOUH and the TDA, and at the local level, it includes governorates represented by local districts as well as different directorates in charge of governorate-level services.

According to the law of monuments protection 117/1983, monuments, archaeological sites and historical buildings should be considered in all strategic plans of cities and districts. The SCA has to give its feedback and comments on the new plans to the responsible planning authorities such as the GOPP and the NOUH. Furthermore, the SCPUD, based on a proposal presented by the minister of antiquities, sets special regulations for areas of unique significance (see table 4-2), to protect the monuments within their borders and their surrounding urban fabric as well as preserve their aesthetics. Thus, four organizations, the GOPP, the SCA, the NOUH and the TDA are responsible for setting the regulations regarding buildings and urban fabric in such areas (see table 4-1). The SCPUD is supposed to reconcile these regulations and create a new set of general rules to be applied at the different administrative levels (Law 119/2008). However, the SCPUD's reconciliation attempts rarely succeed and these general rules are almost never implemented (Ben-Néfissa, 2009). Thus, umbrella organizations in charge of national, regional and local urban such as the SCPUD and the GOPP have the power to generate proposals and set regulations but do not coordinate between them and do not have the power to implement them.

Similarly, while the GOPP is responsible for proposing projects relating to the urban realm in general including unsafe areas, unplanned areas and re-planning areas (see table 4-2), the ISDF, which has an autonomous budget directly from the Ministers Cabinet, is concerned with the development of informal set-

Term	Law	Definition
Unplanned areas	119/2008	Areas established illegally against housing and urban regulations. Based on the suggestion of the governorate, the Supreme Council for Planning and Urban Development takes these areas into consideration in the strategic plans as well as the detailed plans. These areas' most urgent needs and priorities are determined by the directorate of urban planning in cooperation with the different stakeholders.
Re-planning areas	119/2008	Highly dense areas that lack basic amenities such as water and electricity, additionally all or the majority of their dwellings are deteriorated. These areas take priority within the strategic plans of governorates, which approach it either by full or partial displacement and rehabilitation Plans.
Strategic plan of the governorate	119/2008	A general plan which includes main goals, policies, and development programs of the governorate within the general plan of the whole region indicating unplanned areas, re-planning areas, touristic areas and areas of unique significance. It further shows implementation mechanisms as well as indicates the roles of different authorities and local entities in the implementation stages.
Areas of a unique significance	119/2008	-Areas which have significant urban, architectural, historical, heritage or natural elements and features, and need holistic and integrated approaches to be developed and preserved. The national organization for urban harmony is the responsible entity for outlining these areas and setting foundations to preserve it. -According to the law 119/2008, construction and demolition processes in these areas and their urban fabric should be approved by the organization and the Supreme Council for Planning and Urban Development.
Monument borders	117/1983	A designated area surrounding the monument which aims to protect it and preserve its aesthetics. According to the law, this area is considered part of the monument.

Table 4-2: Important terms regarding urban development and heritage conservation, which are defined according to the Egyptian laws 119/2008 and 117/1983 (source: Author).

tlements. The responsibility of developing informal settlements is obscure, as reported in an interview with Abo-Emira (2014) head of urban planning directorate in Alexandria governorate, the coordination between the urban planning directorate and the ISDF directorate is weak, she emphasized, each directorate works in its isolated island.

At the local level, each entity reports to and gets approval from a different authority. Furthermore, central authorities represented in different directorates in charge of governorate-level services, are autonomous organizations. Although, according to local system law 43/1979, directorates come under the governor's supervision and their respective ministries' guardianship, they have independent authority, administratively and financially, for executing their projects. It is worth noting that some ministries do not have directorates at the local level such as the ministry of Antiquities (Interview: Shaat 2014; Interview: Abo-Emira 2014). The rules governing this system are obscure and conflicting, contradictory frameworks impede the work of different authorities and prevent them from accomplishing their tasks and responsibilities, which are rarely clearly outlined. This complicates the situation more and makes it difficult to determine which governmental entities are responsible to solve local problems, furthermore, it prevents national and local entities from carrying out an integrated approach as a result of the conflicting responsibilities and complexity of financial management. In this way, local authorities are more likely to interfere with than complement the execution of integrated approaches in the city (Ben-Néfissa, 2009).

The problem of multiple authorities also causes conflicts regarding ownership. Khalil Shaat (Interview: 2014), Cairo governor advisor, contract administrator and senior policy advisor at GIZ, mentioned Ezbet Khyrallah as one of the most prominent examples in this regard. In 1974, a presidential decree was made to entrust the 450 acres in Ezbet Khyrallah to a governmental construction company to build a residential compound. The area has potentials as it is located on the top of a hill with a magnificent view on Pyramids, the Nile, large gardens and old Cairo. Once the company started its activities on site, the SCA filed a suit on behalf of monuments in the area (see figure 4-6), according to the law 117/1983, the ministry of antiquities owns monuments and the area within their borders. As a result, a legal dispute has been ongoing ever since about the ownership of the area, consequently, the construction was stopped. As a result of rapid urbanization in the city, the area is now an informal settlement, with 750 thousand inhabitants and no public services, and the monuments are still suffering from deterioration (see figure 4-7). Administratively, the development of the area falls

under the responsibility of three local districts which further complicates the situation making it difficult to achieve an integrated strategy (see figure 4-8). “The ministry of antiquities is a weak ministry, it had the authority to stop the project, but it did not have the ability to protect the monuments in the area. This scenario is repeated everywhere in Egypt” (Interview: Shaat 2014).

As for the coordination between national and local entities, it falls under the responsibility of the minister of local administration, who rarely manages this process successfully (Ben-Néfissa, 2009). This lack of coordination extends to the high council of local administration, which, according to the law 43/1979, should convene at least once a year, but its members did not meet at all in 2004 (Ben-Néfissa, 2009). At the local level, the governor is rarely successful in coordinating between local districts, directorates and PLCs. According to the local system, local districts are responsible for the coordination between different authorities to guarantee the implementation of the project, but in reality, nothing is happening. “On the ground nothing is happening, coordination between local district and other local authorities is missing” (interview: Darwish 2014).

As reported in interviews with Ahmed Fawzy (Interview 2014) head of El-Matarya local district Cairo, Assem Hanafy (Interview 2014) professor in Alexandria University, Ahmed Mostafa (Interview 2014), co-founder of Save Alex initiative, and Shaat (Interview 2014), multiple authorities become involved in such development projects, thus resulting in ownership and administrative conflicts. All interviewees agreed that presidential decrees are the only available solution with the political power to resolve such conflicts. Hanafy (Interview 2014) added, financial and implementation problems are also easily solved if a political will is recognized.

Figure 4-6: Deterioration conditions of monuments in Ezbet Khyrallah. Establ Antar (Left), and Sabaa Banat (Right) (Source: Tadamun, 2013).

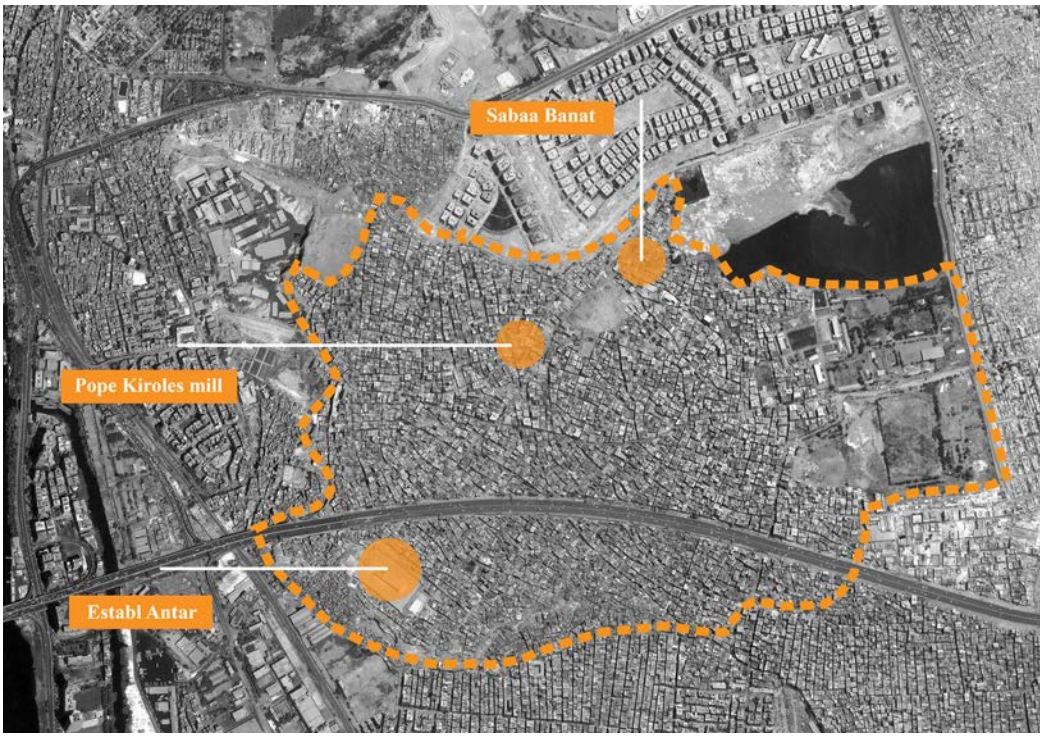

Figure 4-7: The three monuments Sabaa Banat, Establ Antar, and Pope Kiroles's mill within the urban fabric of Ezbet Khyrallah (Source: Tadamun, 2013)

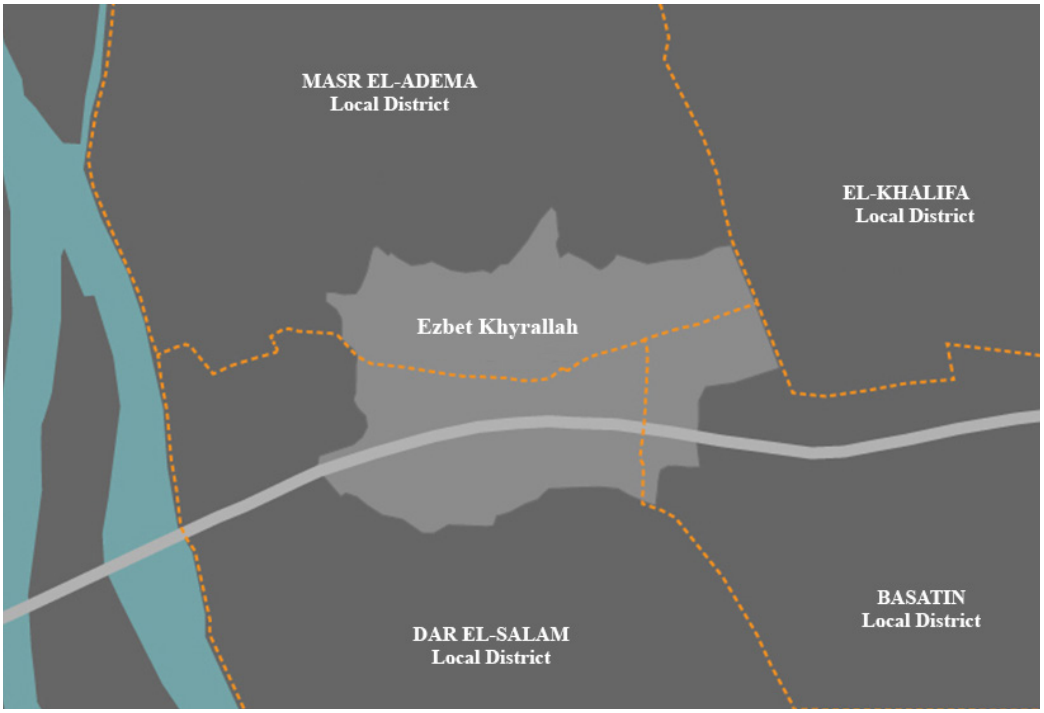

Figure 4-8: Ezbet Khyrallah location in the intersection of the three districts of Dar El-Salam, Basatin, and El-Khalifa (Source: Tadamun, 2013)

4.3.2 Extreme centralization, administrative and financial management

At the local level, decision making mechanisms are characterized by extreme centralization. The governor, as the key factor in this system, has the absolute authority to decide which projects to be conducted to higher formal levels. For example, the GOPP prepares a plan for the district taking into consideration the needs of local districts and the strategic plan of governorate, and sends it to the urban planning directorate to prepare detailed plans for the project and presents it in a feedback session including citizens, PLC members and public authorities. Afterwards, the directorate reports it to the general secretary of governorate, who in turn presents it to the council of functionaries to discuss the project and vote on it. In case of approval, the urban planning directorate prepares a final proposal and presents it to the governor to authenticate it and send it to national authorities. Regional center of GOPP revise project and report it to the GOPP to get the final approval from the SCPUD. Finally the supreme council sends the final project to the governorate for implementation. It is worth noting that, due to the lack of skilled personnel, law 119/2008 allows different national and local entities to appoint experts and consultant offices to help them accomplish their missions. This procedure applies to all development projects at the local level (law 43/1979). According to the law 43/1979, to change or amend any part of a project, the whole process should be revisited. In this complex system, the opportunity of developing an integrated strategy is rare. Decision-making mechanisms are centralized as they basically depend on the governor, who usually makes sure his decisions respect the general policy of the state. “Local governments only focus on projects that have a direct influence on public opinion” (Interview: Hanafy 2014).

Centralization is also present in the financial management of the administration system of Egypt. According to law 43/1979, the minister of local administration is responsible for distributing the budget and the different financial resources into governorates. Moreover, according to law 43/1979, grants and donations from national and international entities should be accepted by the Prime Minister. More than 70% of financial resources of governorates come from the national budget (Ben-Néfissa, 2009). For example, the budget required for maintaining electricity cables in a district comes from the ministry of electricity. Furthermore, the returns of a project on the local level go to the corresponding national authority, which in turn allocates it as it sees fit, which is not necessarily to the same

project or the same district. So for example, the returns of a certain monument go to the ministry of antiquities, who could then allocate it to develop a different monument in a different city or district.

Governorates are only responsible for covering services that do not belong to directorates such as solid waste collection, street paving, organizing festivals and sports events as well as establishing public markets and local exhibitions. Any extra funds needed for a project at the local level should be approved by the central government. Generally, the Egyptian government lacks the necessary funds to cover all areas of development. In the last few years, in response, the central government asked governors to enable and support the Egyptian private sector and local organizations to take over different areas of development that the state cannot cover (Ben-Néfissa, 2009). To summarize, financial procedures take a long time and in the end, governorates usually obtain only part of the fund required depending on the political support for the project (Interview: Shaat 2014). Decisions regarding the management of financial resources come from the top down (Ben-Néfissa, 2009). As a result, local authorities do not have the power to formulate budgets or propose strategies.

4.3.3 Inefficient community participation

In 2005, a survey done by the information and decision support center, reported that fifty two percent of the members of PLCs, were absent during the year. It is rare, especially in cities like Cairo and Alexandria, to find a citizen who knows the name of the district administrator in his neighborhood. The local councils are relatively weak entities in the administrative system. For example, in 2000, the Egyptian national parliament accepted 6,344 out of 66.979 recommendations made by PLCs in all of Egypt, the rest were rejected due to either voting or lack of funds (Ben-Néfissa, 2009). Many scholars argue that absence of real participation in Egypt is a joint responsibility between centralized government and weak civil organizations, which lack the necessary skills and awareness to communicate their needs.

Ben Nefissa (2009) argues that the Egyptian government refuses to empower citizen participation, thus resulting in a complex trend toward informal decentralization. NGOs and youth initiatives are taking over roles either ignored or previously fulfilled by the state. As a result, these local bodies have gained a new power on the ground that enables them to intervene in public decisions. These organizations take the role of PLCs, which lack the power to communicate the

needs of the inhabitants. It is worth noting that both PLCs activities ceased after the revolution in 2011(Interview: Shaat 2014) Quite generally, NGOs in middle and upper social strata districts focus on environmental issues and recently on heritage protection. In poor districts, they try to provide urgent basic amenities such as healthcare, shelter and education (Ben Nefissa, 2009).

Informal decentralization organizations are more likely to be overlooked or rejected by the state as they do not fall under regulations of the formal framework of civil society. From the state's point of view, these organizations, despite the fact that they supposedly represent a nongovernmental entity, need formal recognition, hence, they are domesticated by the governmental system (Ibrahim, 2009). As reported in an interview with Ahmed Mostafa (Interview 2014), co-founder of the Save Alex initiative, which is concerned with protecting heritage in Alexandria, the legalization of any NGO converts it to a governmental entity; consequently, it has to adhere to the rules of the local administration system that would limit its effects and impede its activities. As such, Save Alex has decided to remain an informal entity to avoid any restricting rules, which would in turn weaken its power. Mostafa (Interview 2014) stated "Being an informal entity offers more freedom than being a legalized entity".

In order to bring about a better understanding of analyses discussed above, the following section contains critical analyses of the case study of ElMatarya, Cairo aiming to show the impact of shortcomings of the system on urban contexts on the ground. The section includes analyses of former strategies that have been undertaken and future strategies proposed to develop the area.

4.4 Case study: ElMatarya, Cairo

El-Matarya district, the eastern part Cairo is one example of many complicated fabrics in Egypt where archeological sites and deteriorated areas are juxtaposed. El-Matarya is one of the densest settlements in the city, like the majority of deteriorated areas in Cairo, El-Matarya settlements are a mixture of unsafe and unplanned areas which lack basic services (Interview: Shaat 2014). Deteriorated dwellings of El-Matarya are dotted a variety of Pharaonic and Coptic monuments such as the old Heliopolis city, the tree of the Virgin Mary and the archaeological site of Sesostris obelisk, which is considered one of the most important Pharaonic archaeological sites in Cairo as it contains ruins of Heliopolis temple, which was the central temple of all Egyptian priests date back to 1908-1875 BCE (GOPP, 2012). The area of 54 acres surrounding the obelisk witnesses an excavation pro-

ject carried out by the German archaeological institute in cooperation with the ministry of antiquities.

As reported in an interview with Heba Abouelfadl (Interview 2014), an expert who worked in ElMatarya development project prepared by the GOPP, the SCA attempted to conserve the Sesostris obelisk and other archeological sites but the conservation projects focused on the technical maintenance of the monuments and ignored their surroundings. Up to this moment, the obelisk is not accessible by visitors due to the deteriorated state of its surroundings. Monuments have been fenced for additional protection from their outer context (see figure 4-9). Local inhabitants, who need more space to live, have frequently attempted to occupy the land of 54 acres. In their last attempt, following the revolution of 25th January, military forces prevented them from occupying the land. It was clear that El-Matarya needs an integrated strategy to overcome its prominent challenges.

For a long time, El-Matarya remained on the top of the list of priorities for Cairo governors. In 2011, based on the area's state and significance, the ISDF directorate in Cairo governorate made a proposal of developing the area and presented it to the governor, who in turn discussed the proposal in the council of functionaries. After the proposal was accepted on the local level, the governor reported it to the high formal authority GOPP to get approval. Based on the proposal and relying on main guidelines of strategic plan of Cairo 2050, a comprehensive strategy and detailed plan were elaborated by GOPP in cooperation with a number of national experts and two experts from the UN-Habitat, which were interested in developing El-Matarya (Interview: Shaat 2014; Interview: Fawzy 2014, Interview: Abouelfadl 2014).

It was agreed among different authorities that El-Matarya needs an integrated approach involving different national and local entities to deal with its complexity, hence, ministries of antiquities and endowments as well as active local entities, community leaders and political activists were involved in the process. Furthermore, a range of site walks and on site interviews with inhabitants were organized to understand the situation on the ground and identify pressing needs of the area. Additionally, negotiations with the Prime minister to dedicate part of European Union EU grants for implementation took place and the GIZ was expected to participate in the implementation phases (Interview: Shaat2014; Interview: Abouelfadl 2014).

The GOPP report addresses a number of general objectives of the project such as fostering economic sector, preserving monuments, developing touristic

activities, improving basic infrastructure, decreasing density, reusing deteriorated buildings, as well as encouraging local entities and the private sector to invest in the area. The report also states that the obelisk and areas in its surroundings represent a main pillar of development for the whole district. A number of challenges were mentioned regarding development of the area such as high rise illegal buildings, which block visual axes for the obelisk, narrow streets that prevent establishing a physical approach for the obelisk, deteriorated areas surrounding the obelisk, complexity in land uses, and the lack of financial resources.

The report figures out potentials available in El-Matarya as follows, the vacant 54 acres surrounding the obelisk, the physical axe that links the obelisk with two archeological sites the tree of the Virgin Mary and old Heliopolis city, the deteriorated dwellings that could be demolished, and plenty of unused commercial buildings. Thus, the GOPP proposed four main areas of development, firstly, to use the 54 acres as a touristic area including commercial and entertainment activities as well as establish a wide physical approaches to the monument, secondly, to develop the trail between the archeological sites in the area (see figure 4-10), thirdly to encourage local handcraft industries and establish bazaars and touristic cafeterias to promote touristic activities in the area, and finally to temporarily evacuate inhabitants of deteriorated settlements as part of a displacement and rehabilitation plan (GOPP, 2012).

Figure 4-9: Sesostris obelisk during conservation process, slum areas appear in the background of the picture (Source: Lambart, 2013)

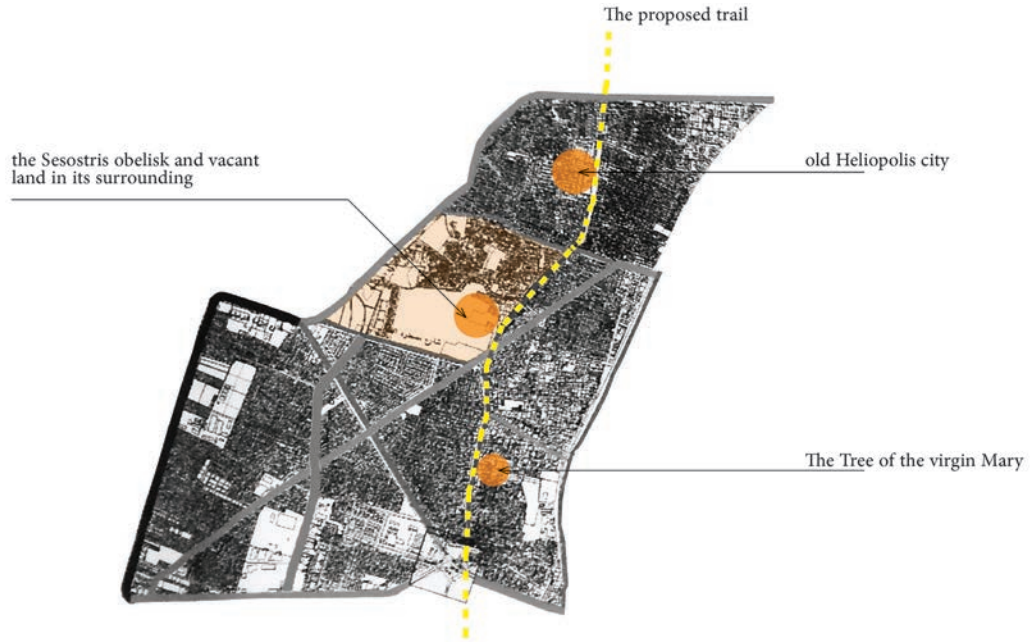

Figure 4-10: The proposed trail, which links the three archeological sites in El-Matarya (Source: Author)

While El-Matarya case study reflects sides of success such as the coordination between different levels of government, community involvement, the cooperation with international agencies, and formal recognition of integrated strategies, it also reflects a number of failures. The ownership conflict on the area of 54 acres surrounding the obelisk is considered the main obstacle in the implementation of the project. The ministry of endowments Awqaf, which owns the land, refuses to relinquish it to the executive bodies. Although intensive negotiations have been ongoing since 2011 to resolve this conflict, nothing changed yet. Abouelfadl (Interview 2014) stated that the representative of the ministry of antiquities was not eligible to make a decision during meetings which negatively affected the negotiations.

Shaat (Interview 2014) and Abouelfadl (Interview 2014) argued that the centralized administrative management is also challenging, on one hand, Cairo governorate had three governors in the last three years, so the administration process had to be revisited with each governor, additionally, that resulted in conflicting decisions made by different governors. On the other hand, coordination with other directorates such as electricity and water supply is still absent. Due to the lack of financial resources, these directorates cannot cope with the project's requirements. Abouelfadl (Interview 2014) added, lack of skilled personnel is one of the most prominent challenges that face local authorities. El-Matarya local district did not have the skilled personal needed to understand the detailed

plans prepared by the GOPP. Furthermore, the GOPP report lacked any implementation mechanisms, and some of its suggestions could be described as ambitious. For example, while the GOPP proposed a wide axe in front of the obelisk, they neglected that there is a building in this proposed axe. The report does not show how to deal with this building on the ground, it also ignores mechanisms of community participation in the development projects.

In the following section, the case study of Al-Darb Al-Ahmar, Cairo is presented in order to show how an integrated strategy could be developed in Egypt. The case study further illustrates how the project team succeeded in overcoming challenges that embedded in the administrative system and achieve sustainable developments.

4.5 Revitalization and conservation of Al-Darb Al-Ahmar district, Cairo, Egypt

In 1984, the Aga Khan attended the international seminar entitled "Architectural transformation in the Islamic world" in Cairo. The seminar focused on discussing the influence of population shifts into Cairo as well as the resultant deteriorations of its historic core and urban settings. During his visit, the Aga Khan offered to build and operate a public park as a gift for Cairo's inhabitants and visitors. His Highness entrusted the 'Aga Khan Trust for Culture' AKTC to finance and develop the park (O'Reilly, 2004). Soon thereafter, a thirty hectare site attached to the historic core of Cairo located on Al-Darassa hills was proposed for the project. The project aimed to improve the quality of urban life and to introduce a platform for viewing the historic Islamic core of Cairo (AKTC, 2010).

The site was owned by Cairo governorate, which made an agreement with the AKTC to define the project scope. The two parties agreed to establish an Egyptian company under the umbrella of the AKTC to moderate the implementation, operations and planning matters concerning the park (O'Reilly, 2004). Furthermore, Cairo governorate acted as a coordinator between the AKTC and the general organization for greater Cairo water supply, which was going to build three large water tanks in the site. Therefore, the AKTC developed a proposal to integrate the water tanks as part of the park design (see figure 4-11) (O'Reilly, 2004).

In 1996, Cairo governorate handed over the site to the AKTC. After the discovery of the historical Ayyubid city wall during early excavations in the site, the AKTC decided to include revitalization of the adjacent Al-Darb Al-Ahmar district in the project (O'Reilly, 2004; Bianca, 2001). Al-Darb Al-Ahmar is a high dense

district of historic Cairo, the district is dotted with sixty-five registered monuments and several hundred historic buildings (see figure 4-12). Although the area has been suffering from poverty, lack of community services and poor infrastructure, it is characterized by a strong social cohesion, historical significance, active community and vitality with many artisans and small enterprises. The area had high potentials of development, additionally, the new park represented a catalyst for development and further enhanced opportunities available for rehabilitation efforts in Al-Darb Al-Ahmar (Bianca, 2001; Siravo, 2004; AKTC, 2010).

The AKTC put an integrated strategy to revitalize Al-Darb Al-Ahmar. In the long term, the strategy aimed at upgrading physical urban settings of the area and developing socioeconomic conditions of the community. Heritage conservation was perceived as an integral part of the strategy that envisioned the area in which a stable residential core is developed and sustained by providing basic infrastructure, community services and economic activities as well as well-maintained monuments and public spaces. Furthermore, the strategy aimed to strengthen local institutions and civic groups hand in hand with physical and socioeconomic development aiming to sustain future actions in the area (Siravo, 2004; AKTC, 2010).

Figure 4-11: An aerial view of the project site shows the topography of the Azhar Park after master grading. The photo also shows one of the three water tanks, being integrated into the emerging new park topography. On the edge of the site is the uncovered Ayyubid city wall. To the right, the Darb al-Ahmar district appears (Source: AKTC, 2012).

The AKTC recognized the main objective of the strategy through the implementation of a series of pilot projects that took advantages of opportunities available in the area. In his article "Urban rehabilitation and community development in Al-Darb Al-Ahmar", Francesco Siravo (2004, p 180), senior project officer, states "These projects offer an opportunity to investigate key conservation and development issues and help identify policies and solutions for physical improvements that can then be applied throughout the district". The proposed pilot projects focused on creating win-win situations between different stakeholders and involving the community of Al-Darb Al-Ahmar (see figure 4-13) (Bianca, 2001; Siravo, 2004). In the following some of these projects are discussed.

Figure 4-12: Darb al-Ahmar is located between the famous al-Azhar mosque (left) and the hills of the Azhar Park, visible in the background (Source: AKTC, 2012).

Figure 4-13: Left: Participatory discussions with local residents and shopkeepers in front of a model of the Tablita Vegetable market, an area to be improved. Right: Women of Darb al-Ahmar meet in the courtyard of the community development office and take notes during a healthcare lecture (Source: AKTC, 2012).

Regarding socioeconomic development, the AKTC established a community development agency called 'Al-Darb Al-Ahmar agency' that mobilized community resources according to challenges, needs and priorities of the district. By establishing this agency, the AKTC aimed to involve residents in decision making processes and to foster self-reliance of Al-Darb Al-Ahmar community, which would have the responsibility for developing the district in the future (Siravo, 2004; AKTC, 2010).

Aiming to foster economic activities, the AKTC connected inhabitants with existing job opportunities in the area. Project staff encouraged inhabitants to apply for employment opportunities in the Egyptian company, which manage the project under the AKTC. Additionally, the project staff recognized that developing handcraft skills and revitalizing traditional crafts are highly relevant to the rehabilitation of Al-Darb Al-Ahmar and further led to long-term job opportunities. With this in mind, the AKTC made agreements with handcraft workshops in the area to train young people, additionally, all restoration projects in Al-Darb Al-Ahmar included training sessions and provided job opportunities for local craftsmen. Siravo (2004, p 181) states "direct apprenticeships on AKTC restoration sites have led to the development of skills and employment prospects for residents of the district". Furthermore, in cooperation with funding partners, the World museum fund, the Egyptian Swiss Fund for development and the Ford Foundation, the AKTC initiated a micro-credit program aiming to engage local inhabitants in economic activities and help them to improve their income (Siravo, 2004; AKTC, 2010).

As for heritage conservation, the Trust obtained a partial disclaimer from the SCA to deactivate demolition orders concerning the traditional houses near the historic wall. The AKTC envisioned the rehabilitation of these houses to allow inhabitants to live and the wall to be maintained within its living urban fabric (Siravo, 2004) (see figure 4-14). Regarding the registered monuments in the area, the AKTC adopted the concept of reusing these monuments to provide public facilities for the community of Al-Darb Al-Ahmar. For example, the mosque and madrasa of Umm al-Sultan Shaaban was redesigned to house community activities within socioeconomic development programs initiated by the AKTC. The redesigned building included offices, classrooms and meeting rooms, additionally, the courtyard was dedicated to be used for open door community events (Siravo, 2004; AKTC, 2010).

The AKTC introduced pilot interventions to upgrade physical settings of the area by improving public open spaces and rehabilitating housing (see fig-

ure 4-15). These interventions aimed to provide better living conditions for local inhabitants to achieve stable neighborhoods, where tenure is secured and monuments are considered and preserved. The private sector was encouraged to provide low-interest loans for inhabitants to emerge private developments including housing units and economic activities in vacant lands and clusters of ruins. The AKTC acted as a coordinator between the two parties and further provided technical assistance programs for low and middle-income households (Siravo, 2004; AKTC, 2010).

In conclusion, pilot projects and action plans carried out in Al-Darb Al-Ahmar prove that many of the key aspects of success that have been identified in chapter three (see section 3.4) could be applied in the Egyptian context only if an integrated strategy is recognized. The case study provides sustainable solutions to overcome the challenge of dealing with archaeological sites and deteriorated areas in juxtaposed contexts. It further provides valuable examples of win-win solution for similar case studies in Egypt. The following section examines applicability of the main factors of success for heritage conservation and local development in the Egyptian context.

Figure 4-14: Improvements of old houses along the historic wall. Left: schematic rendering of existing conditions in Atfet Assad. Right: schematic rendering of the integrated pilot project, showing improved conditions after selective removal of encroachments on top of the wall. Physical and social rehabilitation of housing goes hand in hand with the wall restoration (Source: AKTC, 2012).

Figure 4-15: Examples of deteriorated public open saces in Al-Darb Al-Ahmar (Source: AKTC, 2012).

4.6 Applicability of the key factors of success in the Egyptian context

Aiming to further understand the gap in the Egyptian context, this section examines the applicability of these factors in Egypt. It furher illustrates how these factors could be achieved in the Egyptian context. As the examination of successful case studies in the Global South has shown (See section 3.4), the main key factors of success could be listed as follows; foster coordination among different levels of government, integrate heritage conservation within local development plans, create spatial activities, increase financial resources, establish partnerships with national and international organizations as well as empower community participation and foster cooperation with civil entities and NGOs.

The study is based on the examination of the Egyptian administrative system and analyses of case studies in Cairo that are carried out in the former sections. Results of this section would help determining the factors of success that could be recognized in the Egyptian context and others that need further action plans and interventions in short, middle and long terms to be applied.

Key factors of success	Applicability (Current state, potentials and challenges)	Could be achieved in the Egyptian context through…..
Foster coordination among different levels of government	-As the examination of the Egyptian administrative system has shown, multiple authorities, extreme centralization and lack of coordination between different authorities are main shortcomings that hinder the coordination among different levels of government. As analyses carried out in subsections 4.3.1 and 4.3.2 have shown, presidential decrees and a strong political will are the only available solutions to deal with challenges that have been caused due to the lack of coordination between among the administrative system. -El-Matarya case study shows how the ISDF succeeded to prepare a development plan in the cooperation with the GOPP as well as a number of national and international experts. However, the ownership conflict between the ministry of antiquities and the ministry of endowments still exists. - In Al-Darb Al-Ahmar revitalization project, Cairo governorate acted as a facilitator between the AKTC and the general organization for greater Cairo water supply to integrate the establishment of three large water tanks as part of the park design.	Key stakeholders who foster the coordination either internal (the ISDF-governorates) or external bodies (international agencies).
Integrate heritage conservation within local development plans	-As for integrating heritage conservation within local development plans, multiple authorities, extreme centralization and lack of coordination between different authorities threaten achieving an integrated strategy for both practices. -However, the AKTC carried out a number of pilot projects in Al-Darb Al-Ahmar such as introduce community services and socioeconomic activities within conservation schemes of historical buildings in the area. These pilot interventions reflect opportunities available and potentials to integrate conservation within local development plans and further proof that both practices could work together in an integrated strategy in Egypt.	-Short term: Initiating pilot projects that contain introducing community services and socioeconomic activities within rehabilitation of historical buildings. -Long term: Initiating national fund programs that require local governments to integrate heritage conservation as an integral part in their development plans.
Create spatial activities	-Although many of formal local development plans overlook the improvement of socioeconomic conditions, many pilot projects carried out by international agencies, NGOs and youth initiatives consider socioeconomic patterns as a paramount feature of development at the local level in Egypt. -In El-Matarya, the GOPP proposed to create a touristic trail to connect the monuments and to foster economic conditions through introducing spatial activities along the trail. However, the GOPP report lacked any implementation mechanisms to achieve this objective. Another example, the AKTC aimed at revitalizing traditional crafts in Al-Darb Al-Ahmar through providing training programs, job opportunities and microcredit programs aiming to help local inhabitants to improve their economic conditions and to foster spatial activities in the area.	-Key stakeholders such as NGOs, youth initiatives and international agencies to create micro loans programs and training sessions. -Local governments to foster mechanisms of creating socioeconomic activities and to administratively facilitate activities carried out by key stakeholders.

Establish partnerships with national and international agencies	Analyses of El-Matarya and Al-Darb Al-Ahmar case studies show that the Egyptian context is rich with many international agencies and organizations that are concerned with local development and heritage conservation. These organizations provide technical and financial support and cooperate with different stakeholders to carry out development schemes.	-Fostering the cooperation with existing national and international partners and attracting them to fulfill the most prominent needs of development plans. -Local authorities to facilitate their works with different stakeholders on the ground.
Empower community participation and foster cooperation with civil entities i.e. NGOs	-As analyses carried out in subsection 4.3.3 has shown, the Egyptian government refuses to empower citizen participation, additionally, the state overlook or reject informal decentralization organizations (NGOs and youth initiatives). Furthermore, PLCs are weak entities that do not conduct real needs of the community to higher national entities. Quite generally, formal authorities fail in involving the community within local development projects. However, some pilot projects in the Egyptian context succeeded in involving local inhabitants in decision making processes and all stages of development projects. -In Al-Darb Al-Ahmar, the AKTC established a community development agency that mobilized community resources according to challenges, needs and priorities of the district. Thus, self-reliance of the community would be fostered and residents felt responsible for developing their district.	-Mobilizing inhabitants to manage their districts by establishing community development agencies as a kick-off action in the short term. - In the long term, allocate these agencies and NGOs in the administrative system to have a key role in decision making mechanisms on the local level.
Increase financial resources	-In general, Egypt does not have the necessary funds to cover all areas of development. Furthermore, heritage conservation is perceived as it burdens the national budget and not as a tool of development. Thus, the budget allocated for heritage conservation is limited. -The private sector is encouraged to participate in development schemes and to take over different areas of development that formal authorities cannot cover. For example, in Al-Darb Al-Ahmar case study, the private sector played a key role in securing tenure and foster economic activities when it provided low-interest loans for inhabitants to emerge private developments including housing units as well as private shops and workshops. -Many international agencies participate as funding partners in development and heritage conservation schemes in Egypt i.e. the EU in ElMatarya case study, and the AKTC, the World museum fund, the Egyptian Swiss Fund for development as well as the Ford Foundation in Al-Darb Al-Ahmar revitalization and conservation project.	-National and local governments to encourage the private sector participating in development projects by providing tax exemption and financial incentives. -Attract international funding partners to this area of development (conservation and local development) by showing its importance to the community.

Table 4-3:Examination of applicability of the key factors of success in the Egyptian context (source: Author)

4.7 Conclusion

As the examination of Egypt's modern history has shown, the gap between heritage conservation and local development date back to Khedive Ismail's regime (1863-1879). During their long history starting from Ismail's regime passing by the British occupation in 1882 and the revolution of 1952 down to the end of the twentieth century and beginning of the twenty-first century, the desire of development have been overwhelming compared with conservation practices, which have been only focusing on documenting individual old historical buildings ignoring their surrounding urban fabric. Consequently, a great number of old buildings was destroyed. In the last few decades, rapid urbanization, market forces and social transformations radically changed the urban fabric of Egyptian cities and resulted in the formation of complicated urban contexts, where archaeological sites and deteriorated areas are juxtaposed.

Nowadays, the Egyptian administrative system that manages and governors these contexts on different governmental levels is ineligible to deal with their complexity. As analyses of the system have shown, it is characterized by immoderate centralization, multiple authorities, bureaucracy as well as the incapacity of involving the community in the process of decision-making. Furthermore, multiple authorities lead to a dilution of responsibility, an extremely inefficient system and dissipation of national financial resources. The case study of Ezbet-Khyrallah shows how multiple authorities and conflicting decisions resulted in the deterioration of its urban fabric including monuments and dwellings. Therefore, the enormous problems plaguing the Egyptian urban realm are caused by failures of different administration systems that govern the urban process. Instead of enhancing decentralization, and empowering the community by amending the laws managing the urban realm, national and local authorities make either weak and nonintegrated attempts or hypercontrolled interventions for selected areas. As a result, this system tries to solve problems that it caused in the first place.

Former experiences in the Egyptian context reflect the fragile relationship between different stakeholders involved in conservation and development schemes. Abo-Emira (Interview 2014) stated that there is no integrated system which considers issues of both conservation and development. The clear conflict in roles played by different governmental entities, who rarely seek to cooperate to narrow down the distance between conservation and development practices, caused in the formation of the complicated context where heritage resources are surrounded by deteriorated urban fabrics i.e. the Great pyramids of Giza, Aslam ElSelhdar

mosque in Al-Darb Al-Ahmar district, and 15th-century mausoleums in the Manshiet Nasser slum. As reported in a range of interviews, a strong political will is the only way to overcome areas of inefficiency in the administrative system.

Between high national authorities that propose ambitious plans, abstract concepts and regulations, which do not relate to the everyday life, and the local administration with its short-sighted agendas and its inability to implement them on the one hand, and civil society entities that are largely excluded from the decision making process, and local inhabitants who are seeking to cover their basic needs on the other hand, Egypt's heritage struggles in the face of the overwhelming development aspiration. While governmental authorities argue that they control the built environment, on the ground market forces and local residents are the key factors, which shape the Egyptian urban fabric. Socioeconomic changes and a rapid real-estate market prove that they have a bigger impact on Egyptian cities than any development or conservation schemes prepared by authorities (Ibrahim, 2009).

Despite the significant number of laws which aim to protect the Egyptian heritage, destruction and deterioration problems have not been solved (Ibrahim, 2009). While laws 114/2006 and 117/1983 aim to protect significant historical buildings and monuments, both ignore the urban fabric surrounding heritage structures, furthermore, they did not introduce any economic, social or institutional mechanism to successfully manage the process. As such, integrated approaches at the local level, by means of complementary roles played by different authorities and real participation, hardly exist. (Interview: Darwish 2014) stated "there are no clear plans of development at the local level, issues discussed in media or highlighted by a responsible person, community mass, or an NGO, are more likely to be considered". Ben Nefissa, (2009) argues that the Egyptian press plays a key role in conveying population needs to public authorities.

Analyses carried out in section 4.6 (See table 4-3) show that although there are many challenges that hinder achieving an integrated strategy for heritage conservation and local development in Egypt, pilot projects carried out either by formal entities or international agencies show the possibility to recognize successful strategies in the Egyptian context. These pilot projects aimed to create mutual benefit situations for different stakeholders aiming to encourage them to build their future together. Action plans and pilot interventions that have been undertaken in El-Matarya and Al-Darb Al-Ahmar reflect applicability some of the key factors of success in Egypt, such as; increase financial resources, create spatial activities as well as establish partnerships with national and international

agencies. Although pilot interventions also succeeded to achieve the other key factors, analyses show that these factors need regulatory changes in the long term to be recognized. These factors are; foster coordination among different levels of government, integrate conservation within local development plans, empower community participation, and strengthen cooperation with NGOs and civil entities.

However, analyses show that although successful pilot projects proved the possibility to achieve integrated strategies in Egypt, these actions are hampered by many challenges that threaten their sustainability since they are only scattered attempts that are not embedded in the formal system. Therefore, the question of how to embed these successful interventions in the formal system remains unanswered.

Chapter five
The case study of Pompey's pillar, the Catacombs, and areas in their surroundings, Alexandria, Egypt

This chapter introduces the main case study 'Pompey's pillar', the 'Catacombs', and areas in their surroundings in Alexandria, Egypt. First, the chapter provides profound analyses of physical characteristics, socioeconomic patterns as well as different positions of role actors and institutions involved in the area. Second, the chapter discusses former approaches that have been undertaken regarding heritage conservation and local development in the area. The research identifies different stakeholders involved in these approaches, and further examines relationships between them aiming to investigate their roles in achieving strategies' objectives. Analyses of former approaches aim to examine coordination and integration between heritage conservation and local development practices carried out by different stakeholders in the area, investigate their impact on the welfare of residents, and enquire into main key aspects of success and failure of strategies applied. Ultimately, challenges and opportunities available for developing the area are highlighted, thus an integrated strategy could be developed for it in reference to the whole Egyptian context in the next chapter.

5.1 Descriptive analyses of the case study area

5.1.1 The area in the city: location and connections

The area is located in the central zone of Alexandria, namely in 'Gharb' local district, 'Mena El-Basal' section, and subsections 'El-Amoud and Kom El-Shoqafa' (See figure 5-1). To the west, a significant number of old factories and warehouses stand in the area between the case study area and the Alexandria western seaport. These warehouses continue along the southern boundaries across 'ElMahmodia water canal' leading to 'Lake Mariout' (See figure 5-2). East of the area, there is a significant number of unplanned districts. The streets to the north link the case study area to some of the oldest districts of the city 'AlAttarin and El-Manshia' leading to Alexandria Cornish. The three main streets surrounding the case study area 'Shrief, ElSaa, and ElMahmodia,' make it well-connected to the city. In addition to tramways, there is a variety of transportation means such as public buses, group taxies, private taxies, private cars, and carts. However, main streets especially ElSaa, are highly congested because of street vendors who illegally occupy the streets' sides and pavements (See figure 5-3).

5.1.2 The area's significance and physical characteristics

The area contains two of the most significant monuments in Alexandria, 'Pompey's pillar', which was erected to honor the roman emperor 'Diocletain' in 300 AD, and the 'Catacombs', the cemetery that contains a unique collection of ancient Egyptian and Greco-Roman tombs, which were built in the end of the first century (Aref,1998; Kadous, 2007). In addition to Pompey's pillar, the first site contains the remains of one of the oldest Ptolemaic temples in the Middle East 'Serapis' (Kadous, 2007). Both monuments have a unique history which makes the area an attractive destination for tourists. According to the ministry of tourism bureau in Alexandria, the 'Catacombs' and the 'Pompey's pillar' ranked second and fourth among the most visited monuments in the city in 2010. Furthermore, the comprehensive master plans of Alexandria 2005, 2017 and 2032 stated that the area had a high potential for development. Additionally, both archeological sites were included in proposed tourist trails in Alexandria.

To the east, Pompey's pillar is located directly on the main street 'ElSaa', and bordered by a cemetery from the north. The pillar is linked with the Catacombs, located west of the area, by two pedestrian streets 'Abu-Mandor' and 'ElNasrya' (See figure 5-4). Both archeological sites are surrounded by deteriorated residen-

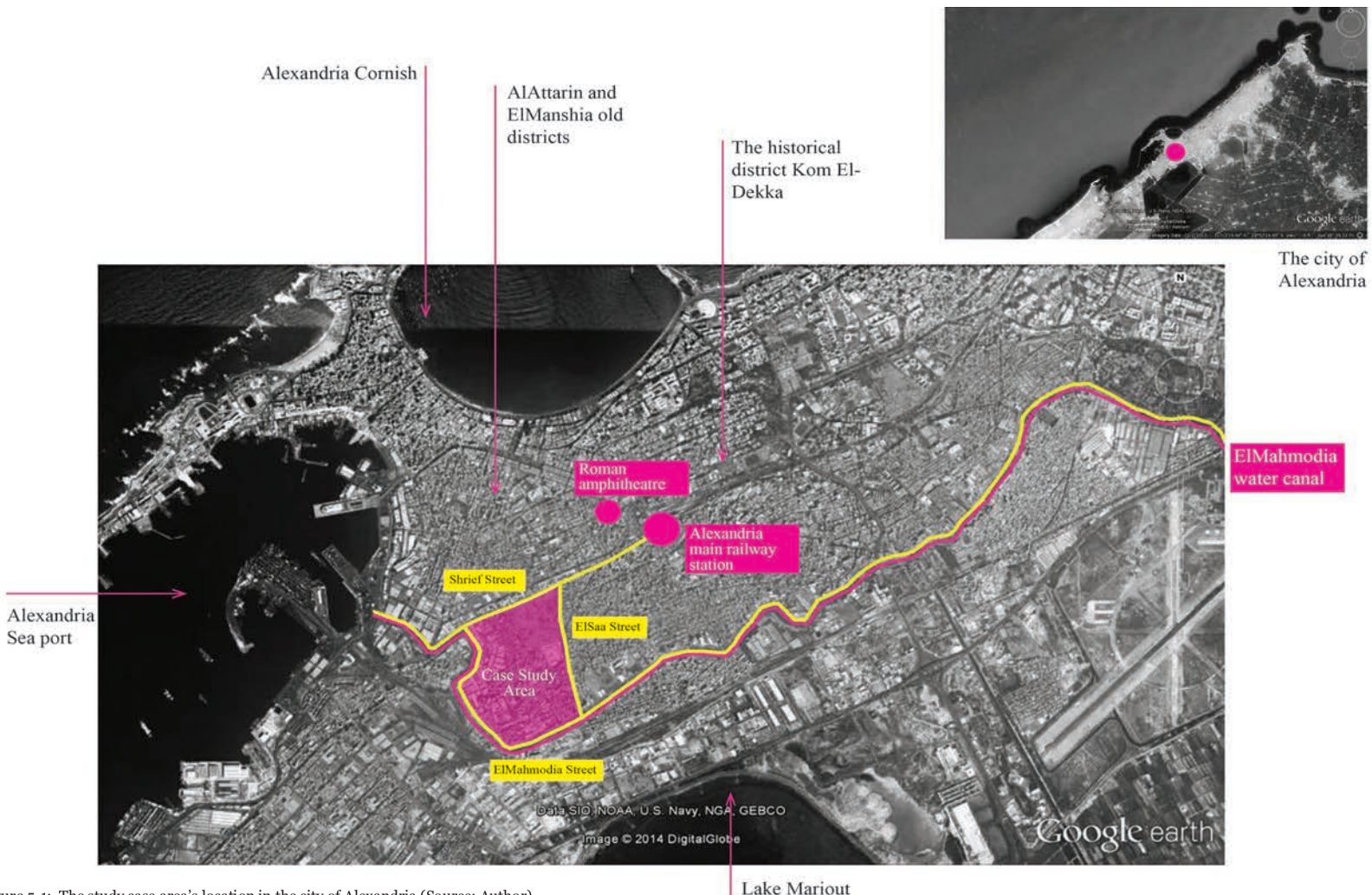

Figure 5-1: The study case area's location in the city of Alexandria (Source: Author).

tial buildings dating back to the fifties and sixties. Some of these buildings were built by the Egyptian government after the revolution of 1952, others owned by individuals. Buildings of this time period do not have a distinguishable architectural style. At that time, the main objective of the Egyptian government was to produce the maximum number of possible of economic housing units for workers and the emerging middle class, regardless of the surrounding context (see section 4.1 paragraph 3). The Egyptian government designed a unified model, called 'governmental blocks', and repeated it all over Egypt, hence, these blocks were heterogeneously attached to the monuments in the area.

The two archeological sites, the cemetery, the public buildings as well as the warehouses and factories represent a considerable percentage of land use in the area (see figure 5-5). The majority of the residential buildings are four to six floors high but some buildings exceed the permissible heights. In the last two decades and especially after the revolution of 25th of January, many residents illegally demolished a significant number of old buildings replacing them with high rise buildings ignoring the general rules of urban harmony, thus, the urban setting of the area has become distorted (see figure 5-6). Generally, ground floors are used for commercial activities, mainly serving the residents of the area, while some private offices and clinics are integrated within the residential upper floors.

Basic infrastructure services such as water, swage, and electricity are provided in the area, however, the proliferating number of illegal commercial and residential activities increase the load on the existing infrastructure, additionally, the lack of regular maintenance decrease its efficiency. Except the link between the Pompey's pillar and the Catacombs, all streets and alleyways are in deteriorated conditions. The majority of them are not paved, and side streets lack lighting units, additionally, solid waste is accumulated around street corners (see figure 5-7). In parallel, the area lack public spaces and green areas except those along the water canal 'ElMahmodia', but these green areas are not used due to theirs deteriorated conditions (see figure 5-8).

Figure 5-2: Examples of old factories and warehouses located along ElMahmodia water canal (Source: author).

Figure 5-3: shot from ElSaa street shows circulation complexity in the area due to variety of transportation means and street vendors who occupy pavements (Source: author).

Figure 5-4: The two archeological sites, the 'Cata Comb' left, and 'Pompey's pillar' right, economic housing blocks (governmental blocks) appear in the background of both scenes (Source: author).

Figure 5-5: The case study area's map shows main features and general land uses (Source: author).

Figure 5-6: Panoramic view for Pompey's pillar and its surroundings shows skyline of the area. High rise illegal buildings appear in the background reflect the distorted urban settings of the area (Source: author).

Figure 5-7: Deteriorated conditions of streets in the area (Source: author).

Figure 5-8: Deteriorated conditions of green areas along ElMahmodia water canal (Source: author).

5.1.3 Socioeconomic patterns in the area

Like the majority of deteriorated areas in Egypt, the area faces many socioeconomic challenges such as unemployment, poverty as well as poor healthcare and social services. According to the statistics department in Gharb local district, only 14939 out of 133944 residents are registered as employees in 2014 in the section of 'Mena El-Basal', additionally, only 10 governmental job opportunities were offered for residents in the same year.

Regarding economic activities, street markets are the most prominent commercial activity in the area. In ElSaa street, there is a city-wide well-known textile market, where merchants display their goods illegally on the pavement in front of their shops (see figure 5-9 left). This is also the case in the majority of the streets and nodes in the area, where vendors display their goods in the streets. It is worth noting that some streets are completely closed to motorized traffic because of these shopping activities (see figure 5-9 right).

Although tourism is supposed to be an essential pillar of the economy in such areas, where important archeological sites are located, tourism activities are weak in the area. According to interviews with officials at the two sites, the total time spent in the area ranges from one to two hours. In organized guided tours, tourists visit Pompey's pillar then go by bus to the Catacombs, although the distance between the two sites is less than 500 meter. A small number of individual tourists visit the area, however, they do not interact with residents due to the lack of touristic facilities. A tourist stated "people are friendly, but sometimes their attitude is annoying". Consequently, tourists neither wander outside the sites nor stay in the area after the two monuments close. From the above, revenues generated from the two archeological sites are limited to admission fees. According to the centralized financial system in Egypt (see section 4.3.2 paragraph 3), these revenues go to the central government, which in turn redistribute them according to the government's financial plan. As such, the income is not directed to develop the sites and their surroundings.

Regarding social services, the area has a limited number of schools, hospitals, and youth centers, the majority of them are in deteriorated conditions. As reported in interviews with residents, formal basic services are weak, and as such, the majority of residents would rather depend on services offered by community based associations (see section 4.3.3 paragraph 2). According to official statistics, there are five associations concerned with the development of the local community, and offer economic and social services for residents in the area. One of the

oldest associations in the area is 'Tobgeya housing development organization' established in 1966. The association offers healthcare services, school classes, entertainment programs for the youth in the area. In 1995, the UNICEF in cooperation with Tobgeya organization and Gharb local district initiated a socioeconomic development project for the 'Tobgeya' blocks. The project aimed to upgrade the economic, educational, and living standards of residents, and further improve the urban environment. The project offered handcrafts classes and loans with low interest rate for qualified people to start their private projects (Aref, 1998).

5.1.4 Role actors involved in the area

The area involves many stakeholders vary between national and local authorities, youth initiatives and NGOs, local inhabitants represented by civil entities as well as national and international organizations (See figure 5-10). On one hand, regarding deteriorated areas surrounding the archeological sites, the list of stakeholders contains Alexandria governorate, Gharb local district and ISDF directorate, in addition to civil entities represented in five community based organizations i.e. (Tobgeya housing development organization) as well as local charities i.e. (RIADA charitable organization). On the other hand, the SCA under the ministry of antiquities and the TDA under the ministry of tourism are the formal authorities responsible for the two archaeological sites. In addition active youth initiatives i.e. (Save Alex) and NGOs i.e. (Revival Alexandrian heritage under the Swedish institute Alexandria), are interested in saving archaeological sites in the city. It is worth noting that the ministry of antiquities is not represented on the local level in Alexandria. Lastly, in regard to the whole area, the GOPP represented in urban planning directorate and the NOUH are the formal entities, which accountable to prepare development plans for the area to improve its urban settings considering the two archaeological sites. Additionally, NGOs and youth initiatives i.e. Godran and EBDAA are concerning with development in Alexandria in general and specially the case study area. These NGOs and youth initiatives usually cooperate with national and local entities such as Bibliotheca Alexandrina, the faculty of engineering and the faculty of Fine Arts, Alexandria university, to carry out their development schemes. They further success in attracting funds from the private sector as well as national and international agencies such as the French Development Agency (FDA), which provide funds organized in cooperation with Bibliotheca Alexandrina aiming at developing 13 areas in the city of Alexandria.

Figure 5-9: Left: street market activities 'the textile market' in ElSaa Street. Right: economic activities in an alleyway, which is completely closed to motorized traffic due to shopping activities (Source: author).

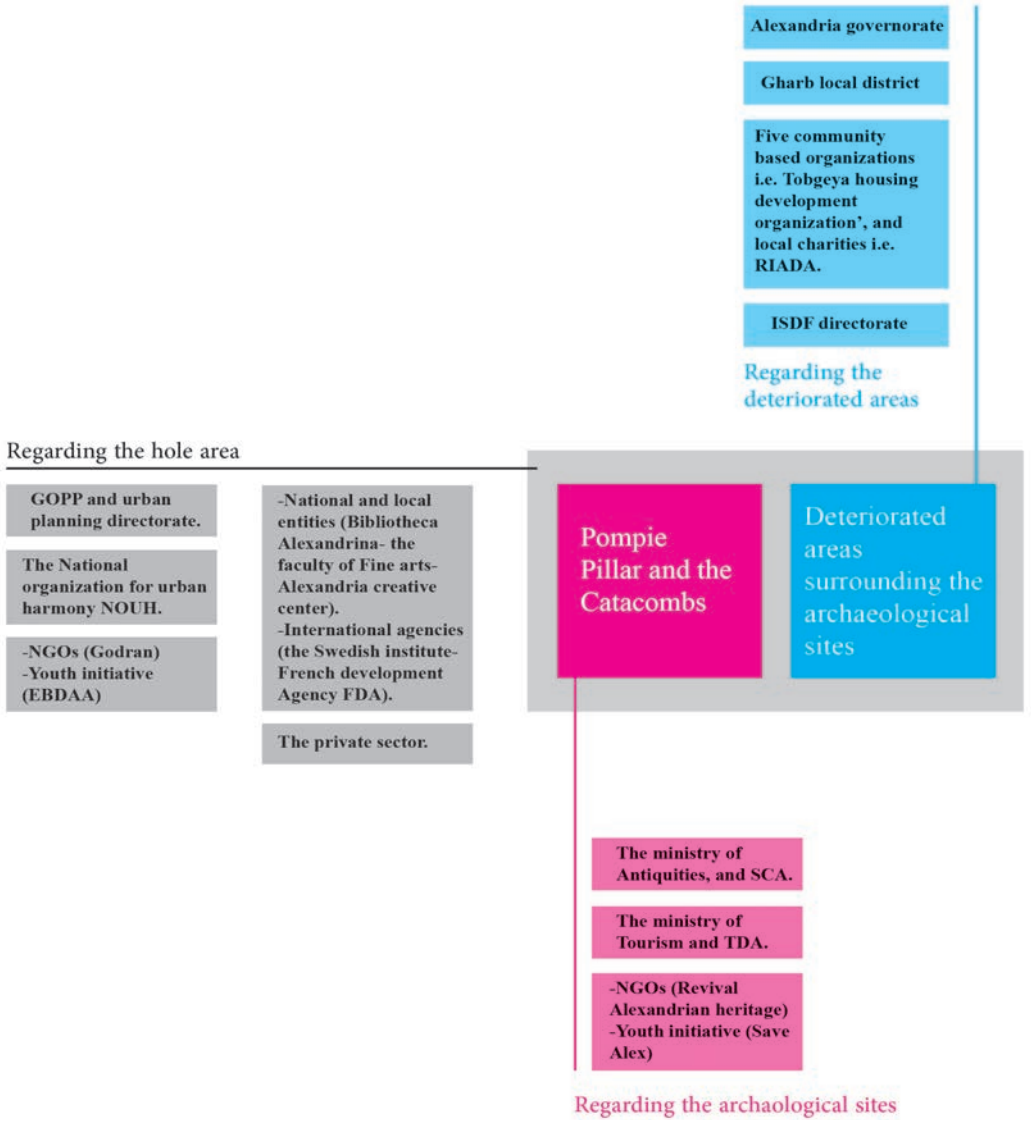

Figure 5-10: Role actors involved in the case study area of Pompey's pillar, Alexandria (Source: author)

5.2 Critical analyses of former interventions

5.2.1 Heritage conservation schemes

According to the law of antiquities protection 117/1983, the two monuments and the areas within their borders are listed for protection, and fall under the responsibility of the SCA and the ministry of antiquities (See table 4-2). During the last two decades, the SCA and the ministry of tourism carried out a number of preservation schemes for both monuments. These schemes focused on technical maintenance for the monuments, protecting them from subsoil water, building fences to protect both monuments from their surroundings. In 2009, the SCA introduced some touristic services in the two sites such as shaded setting areas, parking lots, water closets, and way finding maps (see figure 5-11), only one bazaar was introduced in Pompey's pillar, but no cafeterias or restaurants were established. All the projects carried out by the SCA were limited to the archeological sites, while totally ignored their surroundings, which administratively fall under the responsibility of Alexandria governorate and Gharb local district. Additionally, they ignored the cultural, economic and social development for the community, which interact with the tourists. Moreover, there are some unique buildings and urban forms located in the area dating back to the beginning of the twentieth century especially in 'Al-Imam Al-Azam' street parallel to the link between the two archeological sites, but these buildings are neglected and ignored due to the fact that they are not listed as monuments(see figure 5-12).

5.2.2 Local development projects: improving deteriorated areas

According to the law 43/1979, local authorities have been continuously trying to eliminate illegal markets and housing units, but alternatives were always absent (see section 4.2.2 paragraph 1). Local authorities usually eliminate encroachments but do not offer an alternative for residents ignoring the fact that people need at least a place to live in and a daily income. In 2009, residents of Tobgeya blocks, which are located next to the Pompey's pillar demonstrated in front of Alexandria governorate and Gharb local district, are asking for their right to safe housing. The issue was highlighted in the media (see section 4.5), consequently, the area got some attention. In the following, two development projects carried out by different authorities are presented.

The First project is presented based on a personal interview with Assem Hanafy (2014), a professor at the Faculty of Engineering at Alexandria Universi-

ty, who participated as an expert in the project. In 2010, the ISDF directorate in Alexandria governorate in cooperation with all local districts targeted 13 informal settlements in Alexandria for development. The area surrounding Pompey's pillar, especially Tobgeya, was categorized as an unsafe area (see table 7, chapter 4) due to the deteriorated conditions of its buildings and illegal extensions in its surroundings. The Alexandria governorate decided to demolish 600 illegal housing units and displace their residents to another district in the city. Hanafy (2014) stated "residents widely welcomed the project, because it assured them a safe place to live" (see figure 5-13).

The team responsible for managing the project proposed to exploit vacant lands to prevent inhabitants from re-occupying it. The team suggested a playing area for kids to improve social interaction in the area, additionally, bazaars and kiosks were proposed to foster economic activities and serve tourism as well, but these proposals have not been realized, and the project stopped after the displacement process. Hanafy argued that there was no will to further develop the area. From his point of view, the local government focused on projects that have a direct influence on public opinion. Although the project solved one of the problems in the area, an integrated development was not achieved. The project dismissed socioeconomic aspects and ignored the influence of the archeological site on the area.

The second project started in 2006, in cooperation with the Alexandria governorate, the TDA under the ministry of tourism, initiated and funded a development project for the link between the two archeological sites and housing blocks of Tobgeya. The TDA prepared detailed plans for the project, which contained landscape, electricity works and a rain water drainage network as well as the paving of the link between the two sites and painting buildings facades along this link. Due to the lack of financial resources, no works have been carried out in the housing blocks of Tobgeya. Additionally, rain water drainage works did not even start as the governorate could not obtain the required permissions from the ministry of irrigation and its local directorate (Alexandria-Governorate, 2007) (see figure 5-14).

This project is a representative case of the multiplicity of authorities, while preparing detailed plans for the urban development project is the responsibility of urban planning directorate, the TDA prepared it. Additionally, the project reflects the lack of financial resources, the extreme centralization of decision-making, and the lack of coordination between the TDA and the ministry of irrigation (see section 4.3.1).

Figure 5-11: Tourist services (walkways, setting area, shade, fences) introduced in Pompey's pillar site during the development plan in 2009 carried out by SCA (Source: author).

Figure 5-12: Examples of neglected unique structures in the area (Source: author).

Figure 5-13: Left: Tobgeya housing blocks before demolishing illegal units in 2010. Right: deteriorated conditions of block number 3 in Tobgeya (Source: author).

Figure 5-14: The link between the two archeological sites after the development plans in 2006 carried out by TDA and Alexandria governorate (Source: author).

5.2.3 Integrated approach: EBDAA initiative's proposal

Although the EBDAA youth initiative stopped working in 2012 due to the political situation in Egypt, it is worth discussing as it presents an integrated approach to develop the area. The description of this project is based on a personal interview with Dina Gohar (interview: 2014), archeologist, co-founder of EBDAA initiative, which is concerned with cultural, environmental, and touristic development in Alexandria. The initiative started its activities following the revolution of 25th January under the umbrella of Bibliotheca Alexandrina.

In a conference hosted by Bibliotheca Alexandrina to discuss problems face the Egyptian community, EBDAA proposed a project to foster touristic activities in Alexandria aiming to overcome the economic challenges that face citizens. The area surrounding Pompey's pillar and the Catacombs was chosen as a starting point for the project due to its historic significance and its high development potentials. In parallel, Alexandria's governor opened a call for youth to propose different projects to develop the city. EBDAA presented the project to the governor, who welcomed the idea and supported it. The main objective of the proposal was to achieve an integrated approach to protect the area and its archeological sites, and improve its urban context by providing basic amenities, increasing tourism activities, and fostering socioeconomic services.

EBDAA started with limited funds consisting of grants from the private sector and local charities in Alexandria. Afterwards, the initiative sent its proposal to the UNESCO, which in turn offered funds during the first two years of the primary stage. Additionally, the initiative established cooperation with a local charity RIADA, which played a significant role in facilitating administrational processes with the local authorities, and helping to approach the community, as it had for-

mer experiences in the area. EBDAA in cooperation with RIADA organized cloths fairs at nominal prices to attract residents to the initiative.

EBDAA approached the community to change their perspective towards the monuments. The first step was to present the proposal to community leaders and well-educated youth to get primary feedback, secondly, to organize lectures aiming to raise the awareness of the community towards the importance of conservation and its potentials to improve the social and economic conditions of the area (See figure 5-15). Gohar (interview, 10.04.2014), stated "the development of the area needs joint efforts carried out by local authorities and inhabitants", she added "raising awareness is an essential step to guarantee that the community will oversee the project, in this way the development will achieve long lasting results". Lectures were held in the main mosque after Friday's prayer as all people would be already in the same place. In addition, members of the initiative approached people in small groups in the streets to further introduce the proposal.

In parallel, EBDAA identified different national and local authorities involved in the area, additionally it presented their proposal and asked each authority to contribute in the project. In cooperation with the Alexandria governorate, Gharb local district increased the number of trash bins in the link between the two archeological sites, and maintained the paving and vegetation in the street.

With the aim of fostering economic activities, EBDAA, in cooperation with the faculty of fine arts in Alexandria, organized workshops to teach residents handmade crafts such as leather and glass aiming to offer new job opportunities (See figure 5-16). Workshops were held in the faculty and funded by the private sector, and residents were encouraged to participate for free. A gallery was organized in Bibliotheca Alexandrina to present the final products of the workshops (See figure 5-17). Gohar (interview, 10.04.2014) stated "The gallery was successful and helped to attract more sponsors to the project. Additionally, a considerable number of items were sold out". The income of the gallery was directed to organize other workshops. The Alexandria governorate offered kiosks at financial facilitations for youth to display their goods for tourists in the link between the two monuments. Furthermore, the shops' owners were encouraged to develop their shops and convert them into bazaars and stylish cafeterias for tourists.

Concerning the protection of the two archeological sites, the ministry of Antiquities organized two workshops in the Catacombs site which aimed to explain the importance of the monuments to the community. The ministry also approved a proposal by EBDAA to organize an annual folkloric festival in the Catacombs site to attract more visitors to the area.

Although the initiative overcame some challenges such as the lack of financial resources, the lack of coordination between different authorities, and succeeded in involving different stakeholders and local inhabitants in the process, extreme centralization and bureaucracy remained the main obstacles that faced the project. Gohar (interview, 10.04.2014), stated "we were forced to revisit many administrative processes when the governor was replaced. Furthermore, many administrative restrictions disrupt the process" Gohar emphasized "such obstacles took a long time to be overcome but it worked out."

Figure 5-15: Community meetings directed by EBDAA in the case study area (Source: EBDAA, 2012)

Figure 5-16: Leather handcraft workshop for inhabitants (Source: EBDAA, 2012; Faculty of Fine Arts, 2012)

Figure 5-17: The final gallery of workshop's products organized in Bibliotheca Alexandrina (Source: EBDAA, 2012; Faculty of Fine Arts, 2012).

5.3 Conclusion

The overall picture at 'Pompey's pillar', the 'Catacombs', and areas in their surroundings, is discouraging. The area is ignored by local authorities, it also suffers from the deterioration of its urban settings and the lack of basic amenities and formal socioeconomic services. As a result of the absence of governmental superintendence, on one hand many old building have been illegally demolished and inhabitants built illegal high rise buildings regardless of general regulations of urban harmony. On the other hand street vendors occupy pavements that cause high traffic congestion in main streets of the area. Furthermore, the two archeological sites are physically fenced and economically, socially, culturally segregated, by means of, contribution in the development of the surrounding urban realm and economic development of the area. These poor conditions reflect the incapacity of local authorities to overlook the area. Gharb local district under Alexandria governorate lacks skilled personal and financial resources needed for developing the area. Many local inhabitants mentioned that they usually report their problems to local authorities but the authorities do not act, the residents added, PLCs do not communicate their needs to the formal authorities (See section 4.3.3).

However, the examination of the case study area shows that it has strengths that make it a high potential of development. Regarding physical characteristics, in addition to its central location in the city, the area has a unique historical significance as it contains two of the most visited archaeological sites in the city in addition to a considerable number of historical buildings. Moreover, the examination of socioeconomic patterns of the area indicates potentials of fostering economic activities as the area witnesses vivid street market activities represented in street vendors activities and the city-wide textile market in ElSaa Street. Furthermore, interviews with local inhabitants reflect a coherent social network in the area and the community's will to develop their district. Due to formal statistics, the number of well-educated youth is proliferating, that empowers the community and further raises awareness towards conservation and development. Analyses further indicate many active civil entities, youth initiatives and NGOs, which are working in the area and have potentials of participating in development schemes in cooperation with different stakeholders including the private sector as well as national and international organization, which provide technical and financial support.

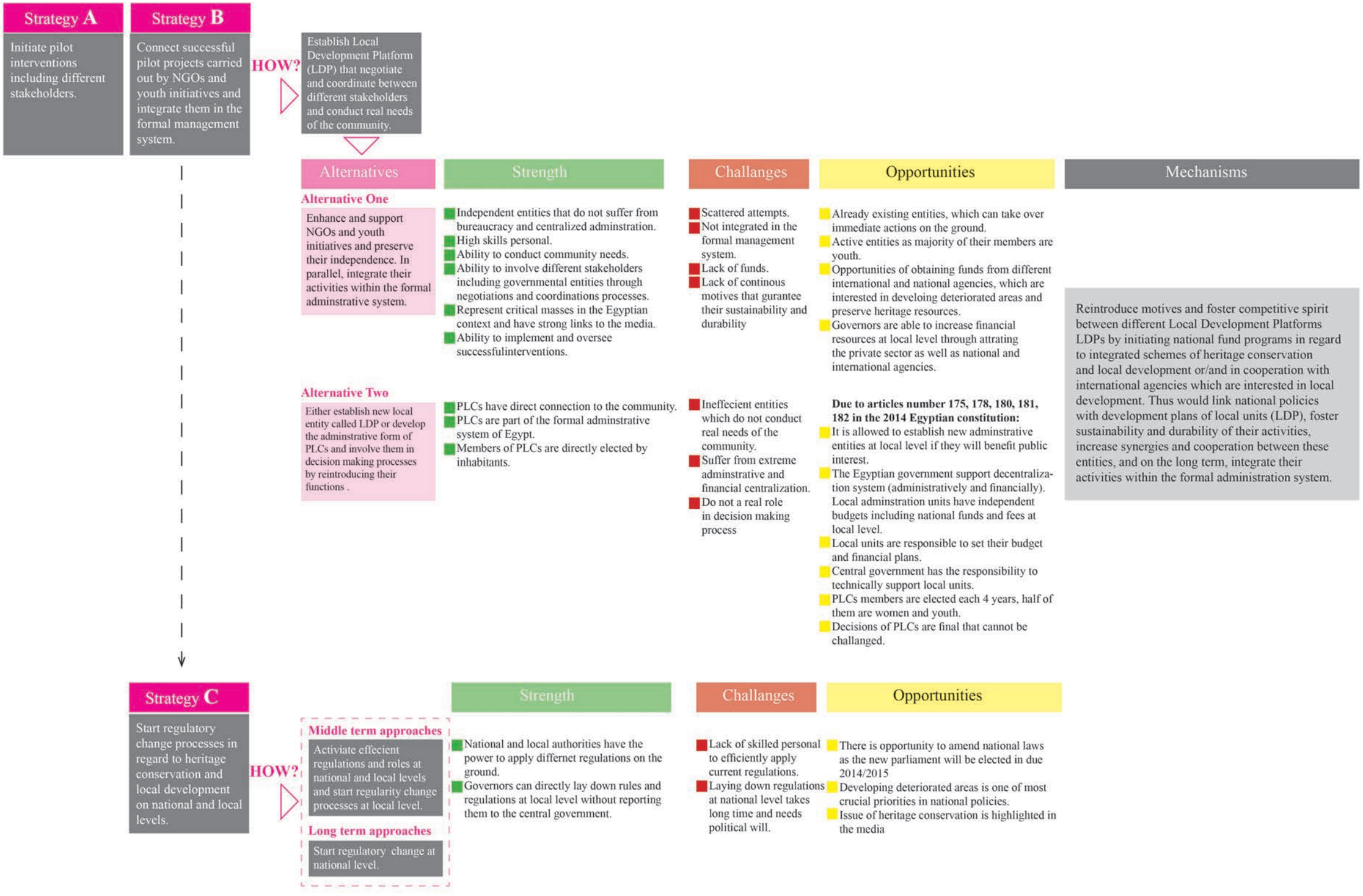

Figure 6-4: Diagram shows different approaches of the strategy in short, middle and long terms (source: Author).

6.4 An integrated strategic model: the case of Pompey's pillar and the Catacombs and areas in their surroundings, Alexandria, Egypt

This section aims to illustrate how the proposed strategy could be applied in the Egyptian context. It introduces an integrated strategic model for the case study of 'Pompey's pillar', the 'Catacombs' and areas in their surroundings in Alexandria, Egypt. As analyses of the case study area have shown, the area has high potentials that could help develop an integrated strategy for local development and heritage conservation (See figure 5.18). The proposed strategic model does not present an exhaustive detailed action plan of activities which should be carried out in the area, but rather gives examples of development actions illustrating how LDPs and formal authorities in cooperation with different stakeholders could play complementary roles to achieve an integrated strategy. The model further determines responsibilities of different actors involved in the process, and shows different mechanisms carried out in the short, middle and long terms in order to achieve the strategy's objectives.

The main objectives of the strategic model are to enhance coordination between local and national policies, integrate heritage conservation in local development plans, enhance socioeconomic activities, improve the urban realm and preserve the urban identity of the area as well as empower LDPs to achieve self management to guarantee the sustainability of the project. The first step to apply the strategy is to initiate a number of pilot interventions aiming to foster synergies between different stakeholders and further to encourage them participating in the process of development. Therefore, different stakeholders would participate in next steps of the strategy in short, middle and long terms, as they would recognize that it will pool in their benefit. These pilot interventions do not require administrative or institutional systems to change, but rather they based on opportunities available aiming to create tangible outcomes that will eventually help to change the system in middle and long terms.

Figure 6-5 illustrates a possible scenario for developing the case study area. The proposed scenario presents a series of kick off actions that could be undertaken as a starting point to achieve an integrated strategy for the area in the long term. Foremost, the scenario makes use of existing programs that aims to raise culture awareness of the community in Alexandria. These programs would help approach the community in early stages of the intervention in parallel with meetings with local residents at street, ward and district levels aiming to show the significance and potentials of the area and further to introduce development

strategies to the community. First program that carried by 'Revival Alexandrian Heritage' youth initiative, which aims to raise public awareness towards the historical sites of Alexandria. The second is initiated by the Goethe institute in Alexandria, the program aims to raise culture awareness of kids in the city through introducing a mobile library that approach kids in many areas of the city. The main aim of this step is to attract local inhabitants to participate in the proposed strategy showing how they would benefit from it.

The proposed integrated strategy based on three main lines of development, these are socioeconomic development, urban realm development and heritage conservation. As analyses of the case study area have shown, the link between the two archaeological sites 'Pompey's pillar' and the 'Catacombs', has high potentials of development as it links between two of the most visited archaeological sites in the city, furthermore, many historical unregistered buildings are located along it. The link ends at the western side by a considerable number of old factories and warehouses that are located directly on ElMahmodia water canal. Moreover, it is a car free street that provides a safe pedestrian axe for residents and visitors (See subsection 5.1.2). Therefore, pilot interventions are proposed to be implemented in this link as a first stage of the strategy. A micro credit program is proposed aiming to foster micro and small enterprises in the link on one hand, and to rehabilitate old housing buildings on the other hand. The micro credit program is expected to be carried out by the ABA 'Alexandria Business Association', which provides financial support to the neediest people in the society. Further funds could be attracted from the private sector and the FDA 'French Development Agency' that provides funds for local development plans at the city level.

Figure 6-5 presents a number of economic activities that could take place in the link. These activities are inspired from interviews with local inhabitants in the area. For example, since ground floors along the link are used for commercial activities, it is proposed to develop shops to embrace tourist activities such as bazaars, cafeterias and restaurants. As reported in interviews with inhabitants of old buildings, they welcomed the idea of hosting tourists in their houses. Therefore, parts of these buildings could be designed as rest areas, where tourists have drinks and talk to local inhabitants in the area. Furthermore, boatmen could organize boat trips in ElMahmodia water canal.

Aiming to further foster the development of the link, two kick off actions are proposed to be undertaken in parallel with the micro loan program. First, in cooperation with Gudran NGO and civil entities (five working CBOs), local authorities (Gharb local district and Alexandria governorate) are required to im

prove street paving and develop open spaces along the link introducing setting areas, shades and trash boxes. Furthermore, they are required to immediately stop illegal construction and demolition activities in the area. Second, handcraft workshops would be funded by the private sector and organized by faculty of fine arts and Bibliotheca Alexandrina, aiming to improve handcraft skills and further to provide job opportunities in the long term.

Former kick off actions would achieve tangible outcomes on the ground that pave the road to start the second stage of the scenario. The first stage would lead to engage local inhabitants in economic activities and consequently help them to improve their income. Furthermore, the proposed tourist activities would gradually attract more visitors to the area. Thus the revenues of the two archaeological sites will increase. Furthermore, old housing blocks will be preserved, additionally, economic activities (bazaars and rest houses) that serve tourists and improve income of inhabitants will be an integral part of conservation schemes. In general, the community is expected to be more aware of the importance of the two archaeological sites, and recognize that they pool in its benefit. Thus, inhabitants would be ready to manage the site in the second stage of the strategy.

In the second stage, it is proposed to establish a community development agency that aims to involve residents in decision making processes and further to foster self-reliance of the community. Another suggestion is to allocate a percentage of the revenues of the archaeological sites to develop areas in their surroundings. Thus, the two sites will be connected to their surroundings, by means of, contribution in the development of the area. The proposed agency is expected to lead a number of kick of actions in cooperation with different stakeholders to further develop the area. For example, the agency in cooperation with the private sector, the SCA as well as initiatives and NGOs (Save Alex and Gudran), would initiate a pilot project that aims to preserve old and historical vacant warehouses, which are located along the water canal. Furthermore, these structures could be reused to embrace community services such as schools, youth centers and art galleries or tourist facilities such as inns and boutique hotels. Additionally, periodical cultural events could be organized in these structures aiming to attract visitors. Thus, the street along the water canal would be the new development spin in the second stage of the development action. In the long term, this spin has high potentials as it is considered a main axe of development in the comprehensive master plans of Alexandria 2032.

In short and middle terms, after achieving tangible outcomes from the proposed kick off actions, the strategy proposes establishing a LDP unit called

"Pompey's pillar and the Catacombs LDP" based on the community development agency that has been proposed previously. The LDP is consisting of members of active NGOs and youth initiatives as well as active and qualified community residents. With the aim to empower the proposed LDP, the strategy proposes raising the awareness of the community towards LDPs through workshops and media outlets in the short term. It is also essential to organize meetings and workshops with the community negotiating future development plans. Another suggestion is to give inhabitants the responsibility to manage the site and receive some of profits that the site generates within the LDP's framework. Thus, LDPs will mobilize community resources according to challenges, needs and priorities of the district. Residents will be involved within decision making processes, additionally, self-reliance of the community will be fostered. In the long term, the community would have the responsibility of developing the district in the future.

The strategy proposes giving the LDP the opportunity to apply to development funds offered by the French Development Agency (FDA), an international organization which is currently providing funds to develop 13 districts in Alexandria in collaboration with bibliotheca Alexandrina. In the middle and long term, the strategy suggests integrating the LDP unit to the formal administration system through initiating a national fund program where LDPs are required to adopt their plans with main guidelines of these programs, hence, the coordination between national and local plans would be enhanced. Activities of LDPs should be followed by actions carried out by national and local authorities that have to start regulatory changes in order to achieve the strategy's objectives (See figure 6-6).

Former kick-off actions and approaches in short, middle and long terms show how an integrated approach could be developed through the complementary roles played by national and local authorities in cooperation with different stakeholders. They further highlight potentials available in the case study area and show how the area could benefit from successful case studies in similar contexts in Brazil and India. This model is designed in reference to analyses of the Egyptian context, hence, it could be applied -with the necessary modifications- in similar case studies in Egypt, as it gives a delineation of how an integrated strategy could be developed in the Egyptian context.

Development scenario for Pompey's pillar and the Catacomb are in Alexandria:

Kick off actions (pilot interventions) as a first ste in the proposed strategic model for the area.

1 Approaching the community

The main aim is to attract local inhabitants to participate in the proposed strategy showing how they would benefit from it.

Partners

The scenario makes use of existing programs that aims to raise culture awareness of the community by 'Revival Alexandrian heritage' NGO, and Goethe institut.

Mobile library by Goethe institut

Meetings with local inhabitants

Meetings with local residents at street, ward and district levels aim to show the significance and potentials of the area and further to introduce development strategies to the community.

Individual informal interviews with local inhabitants done by the author

Khayrat
A resident in a historical (deteriorated) building, which is located at the link between the two archaeological sites.
" I am ready to host tourists in my house, i have two rooms that could used as a rest area, where visitors can set and drink shaii (tea). They will enjoy the traditional atmosphere."

Mohamed
A shop-owner, his shop is located at the link between the two archaeological sites.
It is proposed to convert Mohamed's shop into a bazar, where visitors find gifts and traditional handicrafts that relate to the history of the district.

Hussein
A resident, who has a touristic background as a student in the faculty of tourism.
Hussein can organize tours for visitors. He further can guide visitors to different tourist activities in the area uch as rest areas of Khayrat.

Khalil
A shop-owner (Cafeteria), his shop is located at the link between the two archaeological sites.
It is proposed to develop Khalil's cafeteria aiming to host tourists. Tourists can enjoy traditional drinks and listening to Alexandrian music in the place.

Tawfik
A boatman, works along ElMahmodia water canal.
Tawfik can organize boat trips in ElMahmodia canal, where visitors enjoy the unique architectural characteristics of historical factories and warehouses along the water canal.

Dessoky
works on a carriage in the district.
Dessoky is organizing tours in the district, but after the revolution, the number of visitors decreased. He wants more tourists to visit the area. Working in his carriage is the main income source for his family.

2 First stage

Pilot interventions are proposed to be implemented in the link between the two archaeological sites as a first stage of the strategy.

Expected Partners
-ABA Alexandria Business Association
-The national bank of Egypt
-The private sector

A

Micro credit loans program

Aim to foster micro and small enterprises in the link on one hand, and to rehabilitate old housing buildings on the other hand.

Expected Partners

B

Handcraft workshops

Aim to improve handcraft skills and further to provide job opportunities in the long term.

Expected Partners
-Gudran NGO.
-The private sector.
-CBOs

C

Upgrade open spaces

Local authorities (Gharb local district and Alexandria governorate) are required to improve street paving and develop open spaces along the link introducing setting areas, shades and trash boxes.

Consequently, two pilot projects could be implemented.

Initiate economic activities

Ground floors along the link are used for commercial activities, proposals to develop shops to embrace touristic activities such as bazaars, cafeterias and restaurants

Rehabilitation of old buildings

Parts of these buildings could be designed as rest houses, where tourists have drinks and talk to local inhabitants in the area

Three kick off actions in paralell

Why this link?
The link between the two archaeological sites has been chosen as the place where pilot interventions and kick off actions of the first stage will be implemented.

As analyses of the case study area have shown, the link between the two archaeological sites 'Pompey's pillar' and the 'Catacombs', has high potentials of development as it links between two of the most visited archaeological sites in the city, furthermore, many historical unregistered buildings are located along it. The link ends at the western side by a considerable number of old factories and warehouses that are located directly on ElMahmodia water canal. Moreover, it is a car free street that provides a safe pedestrian axe for residents and visitors.

Rest area in an old rehabilitated building, where tourists would have drinks and traditional food wit local inhabitants.

Boat trips along ElMahmodia water canal, visitors would enjoy unique characteristics of old factories and warehouses along the canal.

Carriage tours in the district. Tourists would enjoy old historical buildings in the link between the two archaeological sites.

3 Expected Outcomes

Engage local inhabitants in economic activities and consequently help them to improve their income.

The community will be more aware of the importance of the two archaeological sites. Furthermore, it will recognize that they pool in its benefit. Thus, inhabitants would be ready to manage the site in the second stage of the strategy.

Attract more visitors to the area , thus, the revenues of the two archaeological sites will increase.

Old housing blocks will be preserved, additionally, economic activities will be an integral part of conservation schemes

4 Second stage

Establish a community development agency

Aims to involve residents in decision making processes and further to foster self-reliance of the community . The agency is expected to lead a number of kick of actions in cooperation with different stakeholders to further develop the area.

Additionally,

Another suggestion is to allocate a percentage of the revenues of the archaeological sites to develop areas in their surroundings.

The Agency would initiate a number of pilot projects such as ,

Expected Partners
-Gudran NGO.
-The SCA
-Save Alex NGO.

Rehabilitation and reuing old warehouses and factories

Aim to preserve old and historical vacant warehouses, which are located along the water canal. These structures could be reused to embrace community services such as schoolsor touristic facilities such as inns.

Organize periodical cultural events

could be organized in old vacant structures aiming to attract visitors.

Expected Partners
-Gudran NGO.
-The ministry of culture.
-Bibliotheca Alexandrina.

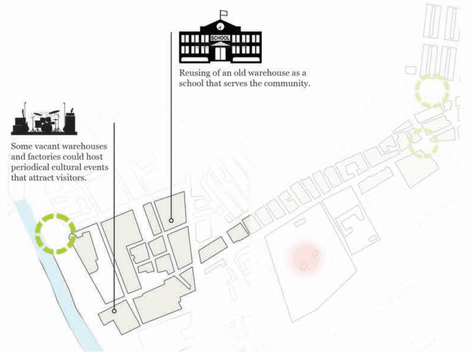

Figure 6-5: Development scenario for the case study area of omey's pillar (source: Author).

Step One	Step Two	Step Three
Make use of the avaliable fund to develop 13 districts in Alexandria provided by the French Development Bank and open call for all youth initiatives and NGOs to apply for it. This action is considered the first step to introduce motives for these entities to continue their activties.	**Establish LDP unit** Involving memebers from existing active NGOs (EBDAA) and members from community residents.	Integrate activities of LDP within formal management system by initiating national fund projects to apply national policies, and consider it a formal entity at local level.

Short term approaches immediate actions	Actors involved	**Middle term approaches**	Actors involved	**Long term approaches**	Actors involved	Objectives
-Identify possible partners. -Initiate fund programs from international agencies. -Set up integrated strategy at district level in cooperation with local district and different stakeholders.	*-International agencies (the French Development Bank). «already exist»* *-Alexandria governorate, GOPP and LDP.* *-LDP, GOPP, ISDF, the private sector.*	-Create partnerships with qualified local an national expertise. -Integrate pilot projects within Alexandria comprehensive master plan 2032.	*-Alexandria governorate.* *-National government.* *-GOPP.* *-LDP.*	-Initiate national fund programs -Establish one authority to decide and set plans for archeological sites and deteriorated areas in juxtaposed contexts. -Represent the ministry of Antiquities at local level.	*National Government*	Enhance coordination between local and national policies. Integrate heritage conservation in local development plans.
-Increase touristic activities: provide loans for youth to build kiosks and develop exisiting shops. -Increase marketing for the area. - Provide tax exemption and financial incentives for the private sector.	*-LDP, the Private sector, Bibliotheca Alexandrina, faculty of fine arts.* *-National bank of Egypt and Alexandria governorate* *-National government.*	-Close ElSaa street on Fridays and allow merchants to display their goods. -Initiate culture events and local exhibitions. -Reuse historical buildings for touristic activities (inns-hotels-	*-Alexandria governorate.* *-Alexandria creative center, LDP, Bibliotheca Alexandrina, the Private sector Media.*	-Establish a heritage trail to connect monuments in the area. -Establish tourist trail connect the two archeological sites with other near archeological sites in the city.	*LDP, Alexandria governorate, GOPP, the ministry of Tourism and the ministry of Antiquities.*	Enhance socioeconomic activities.
-Improve urban settings: paving, landscaing, solid waste collection. -Stop illegal building activities through activiting regulations. -Raise community awareness towards the monuments.	*-Alexandria governorate, ISDF directorate, LDP, the Private sector, CBOs, Bibliotheca Alexandrina and Media .* *- Executive bodies at local level.*	-Improve public spaces and green areas ElMahmodia water canal. -List old buildings of the area in monument protection law.	*-Alexandria governorate, and LDP in cooperation with GODRAN.* *-Save ALEX, Revival Alexandrian heritage, and Media the ministry of Antiquities SCA.*	-Increase awarness towards monuments through integrating heritage conservation in the basic education system -Develop transportation in the area (mahmodia way in 2023)	*-National Government (the ministry of Education)* *-Alexandria Governorate*	Improve urban realm and preserve urban identity of the area.
-Meetings and workshops with community at different levels negotiating the future. -Raise awareness of community towards LDPs and their importance through workshops and Media.	*-LDP in cooperation with Bibliotheca Alexandrina.* *-Media.*	Empower LDPs through involving them in decision making process and make them independent entities (administratively and financially).	*National Government*	Empower LDPs through involving them in decision making process and make them independent entities (administratively and financially).	*National Government*	Empower LDPs to achieve self managing: sustainability of project results

Figure 6-6: An integrated strategic model for “Pompey pillar’ , the ‘Catacombs’ and areas in their surroundings, Alexandria, Egypt (source: Author).

6.5 Conclusion

In a country like Egypt that suffers from many economic challenges, if conservation practices were to be recognized as a tool of development that fosters economic activities not as an isolated expensive development strategy, governments would in turn increase its financial resources. Although archaeological sites and deteriorated areas in juxtaposed contexts face many challenges that hinder the implementation of sustainable development plans, there are many opportunities to overcome these challenges, come up with integrated strategies and to learn from successful case studies in similar contexts. As examination of the Egyptian context has shown, Egypt has high potentials of development as well as many active entities and international agencies, which are interested in participating in development projects. Analyses show that the main challenges lie in using the available resources in a sustainable framework and introducing negotiation and coordination processes between different role actors involved. The analyses of formal interventions carried out by national and local authorities in chapters four and five show that each stakeholder is blind and restricted about its agenda that hinder coordination between them, however, many pilot projects succeed to lead negotiation and coordination processes between these stakeholders and achieve outcomes that overweight any compromises. Many examples introduced creative solutions to deal with these challenges and succeed in achieving integrated strategies, but the remaining challenge is to connect all this attempts.

Thus, the strategy does not propose a new process to achieve sustainable development, but rather proposes a process to foster and connect former successful attempts carried out in the Egyptian contexts aiming to solidify and enrich their outcomes. In the short, middle and long term, the strategy introduces a delineation of how a better policy could be developed for heritage conservation and local development in Egypt through a step by step strategy. The strategy proposes different alternatives to achieve its objectives to provide variety in dealing with accelerated changing political, social and economic circumstances. The strategy introduces solution based on opportunities available in the Egyptian context and the formal administration system, especially the 2014 Egyptian constitution, as well as lessons learnt from successful case studies in similar contexts. The integrated strategic model shows the applicability of the strategy in the Egyptian context and further illustrates potentials of recurrence. The strategy provides a tool box of activities and recommendations for developers, planners and decision makers in dealing with archeological sites and deteriorated areas in juxtaposed

contexts. It is worth noting that regulatory changes proposed by the strategy present a primary stage of recommendations and guidelines that still needs further research to study the mechanisms of achieving decentralization, empowering local units and civil society as well as fostering coordination between different authorities on the ground.

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Appendix 1
List of interviews

Name	Affiliation	Position	Place/ Date of interview
Abo-Emira, Tahany	Alexandria governorate/ GOPP	Head of urban planning directorate, Alexandria governorate	Alexandria/ 03.04.2014
Abouelfadl, Heba	Alexandria University	Associated professor in Alexandria University	Alexandria/ 31.03.2014
Darwish, Dina	Chark local district, Alexandria governorate	Architect at Chark local district, Alexandria governorate	Alexandria/ 13.04.2014
Fawzy, Ahmed	ElMatarya local district, Cairo governorate	Head of ElMatarya local district Cairo	Cairo/ 09.04.2014
Hanafy, Assem	Alexandria University	Professor in Alexandria University	Alexandria/ 10.04.2014
Mostafa, Ahmed	Save Alex initiative	Co-founder of Save Alex initiative	Alexandria/ 29.04.2014
Shaat, Khalil	ISDF directorate, Cairo governorate/ GIZ	Cairo governor Advisor, Contract administrator and senior policy advisor at GIZ	Cairo/ 09.04.2014
Gohar, Dina	EBDAA initiative	Archeologist, co-founder of EBDAA initiative	Alexandria/ 10.04.2014

Appendix 2
Paper abstract

Title:
Exploring the gap between heritage conservation and local development in the Global South: success and failure of strategies applied

Abstract:
For decades, the Global South has been facing many challenges in the field of heritage conservation and local development. These challenges continue to increase due to rapid urbanization in historical cities thus resulting in complicated juxtaposed contexts of heritage re-sources and deteriorated dwellings, where slum areas are dotted with heritage structures. While the majority of cases show the incapacity of national and local governments to deal with such contexts, few others managed to demonstrate how different levels of government can play com-plementary roles in the cooperation with different stakeholders to overcome these challenges. This paper discusses heritage conservation and local development strategies in reference to case studies in Porto-Alegre, Agra, Cairo and Mumbai. It further investigates main key aspects of success and failure through cross case studies analysis (Matrix). This matrix could help create a delineation of an integrated strategy illustrating how the gap between local development and heritage conservation could be overcome.

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ملخص الرسالة

في العقود الاخيره, أدي التطور العمراني و الانفجار السكاني في مصر الي تشكيل العديد من المناطق العشوائيه. في المدن التاريخيه مثل القاهره و الاسكندريه, ادي تزايد عدد السكان الي استقرارهم حول المناطق الاثريه. في الوقت الحاضر, تتسم المناطق العشوائيه من تدهور نسيجها العمراني و الافتقار الي المرافق الاساسيه بالاضافه الي العديد من المشاكل الاقتصاديه و الاجتماعيه. و بالمثل, تعاني المناطق الاثريه من التدهور المستمر نتيجه تدهور المناطق المحيطه بها و كذلك عدم وجود صيانه مستمره للحفاظ عليها. يعكس هذا الوضع الصراع بين الحفاظ علي التراث و التنميه المحليه, و يشير كذلك الي عدم قدره الجهات الحكوميه علي التعاون مع مختلف شركاء التنميه لايجاد حلول للتعامل مع هذه المناطق الحضريه.

و من ثم, تهدف الاطروحة لدراسه الفجوه بين اعتبارات الحفاظ على التراث و متطلبات التنمية المحلية فى مصرلوضع استراتيجية متكاملة للمناطق التى تتجاور فيها المواقع الاثرية و المناطق المتدهوره. بالاضافه الي ذلك، تقدم الاطروحة نموذج للاستراتيجية المقترحة لمنطقة عمود السوارى و كوم الشقافة فى مدينة الاسكندرية. تبدأ الاطروحة بدراسة العلاقة ما بين الحفاظ على التراث و التنمية المحلية فى الأطار النظرى و مراجعه الادبيات عن طريق نقاش مختلف التعريفات و الروئ بهدف فهم تطور كل منهما و لتسليط الضوء على الفرص المتاحة للتغلب على الفجوه بينهما و بذلك يمكن وضع معايير التقييم للحالات الدراسية ذات الصله . تستكمل الاطروحة تحليل عدد من الحالات الدراسية فى مدن الجنوب العالمى، على سبيل المثال بورتو اليغري فى البرازيل و مدينتى اكرا و مومباي فى الهند، بهدف تحديد الجوانب الرئيسية لنجاح أو فشل هذه الحالات، و بذلك يمكن خلق اطار لاستراتيجية متكاملة يتم تطبيقها فى سياقات مماثلة.

فى الجزء الثانى من الاطروحة ، يركز البحث على دراسة الفجوه بين الحفاظ علي التراث و التنميه المحليه في مصر من خلال دراسه تاريخ الفجوه و دراسه النظام الاداري الذي يدير المواقع الاثريه و المناطق المتدهوره فى مصر في الوقت الحاضر. تتم دراسه الفجوه خلال التاريخ الحديث لمصر بدايه من النصف الثاني للقرن التاسع عشر بهدف فهم تطور الفجوه في السياق المصري، بالاضافه الي ذلك، تتناول الدراسه مناقشه النظام الاداري و الكيانات الحكوميه و القوانين و اللوائح المتعلقه بالتنميه الحضريه و الحفاظ علي التراث علي كافه المستويات القوميه و المحليه من خلال دراسه بعض الحالات الدراسيه في السياق المصري مثل تطوير منطقه المطريه و عزبه خيرالله في القاهره. بذلك يتم تسليط الضوء علي اوجه القصور التي تسبب الفجوه في مصر، و الامكانات المتاحه و التحديات التي تواجه النظام المصري و بالتالي يتم تطوير استراتيجيه متكامله بشكل مناسب للسياق المصري.

تقوم الاطروحة بعد ذلك بدراسة الحالة الدراسية الرئيسية فى الاسكندرية و تقدم دراسات تحليلية للخصائص العمرانية و الانماط الاجتماعية و الاقتصادية للمنطقة، علاوه على ذللك تحدد الدراسة الجهات المعنية المنوطة بالعمل فى المنطقة و تعرف دور كل منها. بالاضافة الى ذلك، يتم تحليل المشاريع المنفذه من قبل و تتم دراسة تأثيرات هذه المشاريع على المنطقة، و من ثم يمكن تحديد التحديات و الامكانات المتاحة لتطوير المنطقة. و فى نهاية الاطروحة يتم اقتراح استراتيجية متكاملة للحفاظ على التراث و التنمية المحلية فى مصر ، و تقدم الاطروحة نموذجا للاستراتيجية للحالة الدراسية فى الاسكندرية بناءا على دراسة السياق المصرى و تطبيق جوانب النجاح للحالات الدراسية السابق تحليلها فى الهند و البرازيل. علاوه على ذلك يتم نقاش الامكانات المختلفة للاستراتيجية المقترحة و امكانات تطبيقها في سياقات مماثله في القطر المصري و يتم تقديم قائمة من النقاط التى تستوجب دراسات اضافية فى المستقبل.

إقرار

هذه الرسالة مقدمة في جامعة عين شمس وجامعة شوتجارت للحصول على درجة العمران المتكامل والتصميم المستدام. إن العمل الذي تحويه هذه الرسالة قد تم إنجازه بمعرفة الباحث سنة 2014.

هذا ويقر الباحث أن العمل المقدم هو خلاصة بحثه الشخصي وأنه قد اتبع الإسلوب العلمي السليم في الإشارة إلى المواد المؤخوذه من المراجع العلمية كلٌ في مكانه في مختلف أجزاء الرسالة..

وهذا إقرار مني بذلك،،،

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التاريخ: 21/07/2014

فهم الفجوه بين اعتبارات الحفاظ على التراث و متطلبات التنمية المحلية فى مصر

نحو نموذج استراتيجي متكامل لمنطقة عمود السوارى و كوم الشقافة فى الاسكندرية

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Understanding the gap between heritage conservation and local development in Egypt

Towards an integrated strategic model for Pompey's pillar and the Catacombs area in Alexandria

A Thesis submitted in the Partial Fulfillment
for the Requirement of the Degree of Master of Science
in Integrated Urbanism and Sustainable Design

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The work included in this thesis was carried out by the author in the Year 2014.

The candidate confirms that the work submitted is his own and that appropriate credit has been given where reference has been made to the work of others.

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Abstract

For decades, Egypt has been facing many challenges in the fields of heritage conservation and local development. These challenges continue to increase due to rapid urbanization in historical cities thus resulting in complicated juxtaposed contexts of heritage resources and deteriorated dwellings, where slum areas are dotted with heritage structures. Nowadays, these complicated contexts are characterized by their severe deteriorated conditions as the majority of them lack of basic amenities and suffer from many socioeconomic problems. In parallel, many archaeological sites suffer from a continuous destruction due to the deteriorated conditions of their surroundings as well as the lack of a sustained maintenance. This situation reflects the conflict between heritage conservation and local development in Egypt. It further indicates the incapacity of different stakeholders including national and local Egyptian governments, NGOs, and the community to deal with the complexity of such urban contexts. In this regard, the thesis studies heritage conservation and local development aiming to understand the gap between both practices in Egypt. The main objective of the research is to develop an integrated strategy for archaeological sites and deteriorated areas in juxtaposed contexts in Egypt, and to introduce an integrated strategic model for the main case study area 'Pompey's pillar', the 'Catacombs' in Alexandria, Egypt.

First, the relationship between conservation and development is thoroughly examined and linked to wider literature reviews. This examination discusses their different definitions, approaches, perceptions as well as shifting agendas aiming to understand the evolution of their trajectories, highlights potentials to bridge the gap, and develops evaluation criteria to analyze related case studies. Afterwards, both practices are discussed in reference to a number of case studies in cities of the Global South, i.e. Porto Alegre, Brazil, Agra, and Mumbai. Profound analyses of these case studies are conducted aiming to investigate the main key aspects of success through cross case studies analysis (Matrix). This matrix could help create a delineation of an integrated strategy for future interventions in similar contexts, namely the case study of Alexandria, Egypt.

Afterwards, the research shifts to study the gap between conservation and development in Egypt by exploring its historical background. The study traces the gap through the modern history of Egypt from the second half of the nineteenth century, and studies the discourse between both practices. Furthermore, the Egyptian administrative system that manages archaeological sites and deteri-

orated areas is reviewed. The study contains analyses of laws and regulations regarding urban management and heritage conservation on national, regional and local levels. It further determines different governmental entities that manage the Egyptian urban context. In order to bring about a better understanding of the Egyptian context, the examination is discussed in reference to three case studies in Egypt, Ezbet Khyrallah, ElMatarya and Al-Drab Al-Ahmar, Cairo. Thus, the research highlights shortcomings that cause the gap in Egypt. It further examines applicability of the main key factors of success, which have been identified earlier, in the Egyptian context. Consequently, it builds the foundations upon which a properly integrated strategy will be developed in their regarding.

Subsequently, the thesis introduces the main case study in Alexandria, and provides profound analyses of its physical characteristics, socioeconomic patterns as well as different positions of actors and institutions involved in the area. Additionally, the study analyzes former interventions carried out by different entities in the area showing their impact on the welfare of residents. Ultimately, the research develops an integrated strategy for heritage conservation and local development in Egypt based on analyses of the gap and learning from successful case studies in the Global South. Furthermore, an integrated strategic model for the main case study in Alexandria is proposed based on the examination of the Egyptian context, analyses of successful case studies in similar contexts and analyses of the case study area.

Table of contents

List of figures XVI

List of tables.....XXI

List of abbriviations.....XXIII

Chapter one: Introduction.....1

1.1 Research scope: Problem identification, research aim and questions 1
1.2 The context of 'Pompey's pillar' and the 'Catacombs' case study area in Alexandria, Egypt.....3
1.3 The thesis outline.....3
1.4 The research methodology.....4

Chapter Two: The gap between conservation and development: Desire to preserve vs. desire to change, complementary or conflicting processes?**.....9**

2.1 Conservation vs. Development: Conceptual frameworks.....10
2.2 The Gap: why, when and where?.....12
2.3 Challenges in implementation of development and conservation projects.....14
2.4 Evaluated trajectories of development and conservation.....15
2.5 Conclusion.....17

Chapter Three: Success and failure of strategies applied in the Global South: Critical analyses of international case studies in India and Brazil....**21**

3.1 Heritage conservation versus local development: Conflict in practice, the case study of the Jogeshwari cave, Mumbai, India.....22
3.2 Overcoming the gap: successful strategies applied, the case studies of Taj Trapezium Zone (TTZ), Agra, India and Viva o Centro program, Porto Alegre, Brazil.....26
3.3 Cross case analyses (MATRIX): lessons learnt for future interven

tions.....31
3.4 Conclusion.....33
Chapter Four: The Gap between heritage conservation and local development in Egypt: Examination of the history of the gap and the administrative system that manages the Egyptian urban context nowadays.....**39**

4.1 Historical examination of the gap between heritage conservation and local development in Egypt.....40
4.2 Analyses of the Egyptian administrative system nowadays.....43
4.3 Examination of the Egyptian administrative system in regard to her itage conservation and local development: Areas of inefficiency in the system.....48
4.3.1 Multiple authorities and lack of coordination.....48
4.3.2 Extreme centralization, administrative and financial man agement.....53
4.3.3 Inefficient community participation.....54
4.4 Case study: ElMatarya, Cairo.....55
4.5 Revitalization and conservation of Al-Darb Al-Ahmar district, Cai ro.....59
4.6 Applicability of the key factors of success in the Egyptian context...64
4.7 Conclusion.....67

Chapter Five: The case study of Pompey's pillar, the Catacombs, and areas in their surroundings, Alexandria, Egypt 71

5.1 Descriptive analyses of the case study area.....72
5.1.1 The area in the city: location and connections.....72
5.1.2 The area's significance and physical characteristics.....72
5.1.3 Socioeconomic patterns in the area.....77
5.1.4 Role actors involved in the area.....78
5.2 Critical analyses of former interventions.....80
5.2.1 Heritage conservation schemes.....80
5.2.2 Local development projects: improving deteriorated areas.. 80
5.2.3 Integrated approach: EBDAA initiative's proposal.....83
5.3Conclusion.....86

Chapter Six: Conclusion: Towards an integrated strategy for heritage conservation and local development in Egypt: An integrtaed strategic model for Pompey's pillar, the Catacombs, and areas in their surroundings ...**89**

6.1 Drivers and motives of the proposed strategy.....90
6.2 The main concept of the strategy.....91
6.3 Strategy description.....93
6.3.1 Pilot interventions "kick-off actions".....93
6.3.2 Short term approaches: Local Development platforms LDPs.....100
6.3.3 Middle and long terms approaches: Regularity changes 102
6.4 An integrtaed strategic model: the case of Pompey's pillar and the Catacombs and areas in their surroundings, Alexandria, Egypt.....106
6.5Conclusion.....114
Bibliography.....116
Appendix 1: List of interviews**.....122**
Appendix 2: Paper abstract**.....123**

List of figures

Figure 1-1: The thesis outline (Source: Author).....6-7
Figure 3-1: Illegal buildings loom over Jogeshwari's colonnaded porch. (Source: Patel, 2007).....23
Figure 3-2: Graph demonstrating the situation of the Jogeshwari cave and its surroundings, starting from the enormous urbanization in Mumbai in 1950, till the current situation. The graph also traces the number of tour ists and slum dwellers in conjunction with the rapid urbanization pro cess in the area (Source: ElGamal, 2014).....24-25
Figure 3-3: Taj Trapezium Zone (TTZ), Agra, India (Source: Cities-Alliance, 2012).....28
Figure 3-4: Taj Ganj Heritage trail. The map shows different activities located on the trail such as traditional, touristic and economic activities (Source: Cities-Alliance, 2012).....29
Figure 3-5 Pictures show economic and culture events created in the Fair after intervention (Source: Porto-Alegre, 2013).....31
Figure 4-1: Haussmannization of Cairo starting from the regime of Khedive Isma'il (1863-1879). Paris city at the top left side, the city of Cairo at right side and bottom left side (Source: unknown).....41
Figure 4-2: Photographs of Aslam ElSelhdar mosque in Al-Darb Al-Ahmar district from 1882 (Left) to 2013 (Right) (Source: unknown).....42
Figure 4-3: Badly damaged 15th-century mausoleums are now surrounded by growing piles of trash in the Manshiet Nasser slum. Illegal high rise buildings appear in the background (source: Jones, 2014).....42
Figure 4-4: Photograph of the Great Pyramids of Giza from the surrounding informal settlement Nazlet Al-Seman (Source: unknown).....42
Figure 4-5: gives an overview picture of national, regional and local adminis tration systems in Egypt and shows authorities responsible in charge of heritage conservation and local development (source: Author).....45
Figure 4-6: Deterioration conditions of monuments in Ezbet Khyrallah. Esta bl Antar (Left), and Sabaa Banat (Right) (Source: Tadamun, 2013).....51
Figure 4-7: The three monuments Sabaa Banat, Establ Antar, and Pope Kiroles's mill within the urban fabric of Ezbet Khyrallah (Source: Tada mun, 2013).....52

Figure 4-8: Ezbet Khyrallah location in the intersection of the three districts of Dar El-Salam, Basatin, and El-Khalifa (Source: Tadamun, 2013).....52
Figure 4-9: Sesostris obelisk during conservation process, slum areas appear in the background of the picture (Source: Lambart, 2013).....57
Figure 4-10: The proposed trail, which links the three archeological sites in El-Matarya (Source: Author).....58
Figure 4-11: An aerial view of the project site shows the topography of the Azhar Park after master grading. The photo also shows one of the three water tanks, being integrated into the emerging new park topography. On the edge of the site is the uncovered Ayyubid city wall. To the right, the Darb al-Ahmar district appears (Source: AKTC, 2012).....60
Figure 4-12: Al-Darb al-Ahmar is located between the famous al-Azhar mosque (left) and the hills of the Azhar Park, visible in the background (Source: AKTC, 2012).....61
Figure 4-13: Left: Participatory discussions with local residents and shopkeep ers in front of a model of the Tablita Vegetable market, an area to be improved. Right: Women of Darb al-Ahmar meet in the courtyard of the community development office and take notes during a healthcare lecture (Source: AKTC, 2012).....61
Figure 4-14: Improvements of old houses along the historic wall. Left: schemat ic rendering of existing conditions in Atfet Assad. Right: schematic rendering of the integrated pilot project, showing improved conditions after selective removal of encroachments on top of the wall. Physical and social rehabilitation of housing goes hand in hand with the wall restoration (Source: AKTC, 2012).....63
Figure 4-15: Examples of deteriorated public open spaces of Al-Darb Al-Ahmar, Cairo (Source: AKTC, 2012).....64
Figure 5-1: The study case area's location in the city of Alexandria (Source: Author).....73
Figure 5-2: Examples of old factories and warehouses located along ElMahmo dia water canal (Source: author).....74
Figure 5-3: shot from ElSaa street shows circulation complexity in the area due to variety of transportation means and street vendors who occupy pave ments (Source: author).....75
Figure 5-4: The two archeological sites the 'Cata Comb' left, and 'Pompey's pil lar' right, economic housing blocks (governmental blocks) appear in the background of both scenes (Source: author).....75

Figure 5-5: The case study area's map shows main features and general land uses (Source: author).....75
Figure 5-6: Panoramic view for Pompey's pillar and its surroundings shows sky line of the area. High rise illegal buildings appear in the background reflect the distorted urban settings of the area (Source: author).....76
Figure 5-7: Deteriorated conditions of streets in the area (Source: author).....76
Figure 5-8: Deteriorated conditions of green areas along ElMahmodia water canal (Source: author).....76
Figure 5-9: Left: street market activities 'the textile market' in ElSaa Street. Right: economic activities in an alleyway, which is completely closed to motorized traffic due to shopping activities (Source: author).....79
Figure 5-10: Role actors involved in the case study area of Pompey's pillar, Alexandria (Source: author).....79
Figure 5-11: Tourist services (walkways, setting area, shade, fences) introduced in Pompey's pillar site during the development plan in 2009 carried out by SCA (Source: author).....82
Figure 5-12: Examples of neglected unique structures in the area (Source: author).....82
Figure 5-13: Left: Tobgeya housing blocks before demolishing illegal units in 2010. Right: deteriorated conditions of block number 3 in Tobgeya (Source: author).....82
Figure 5-14: The link between the two archeological sites after the development plans in 2006 carried out by TDA and Alexandria governorate (Source: author).....83
Figure 5-15: Community meetings directed by EBDAA in the case study area (Source: EBDAA, 2012).....85
Figure 5-16: Leather handcraft workshop for inhabitants (Source: EBDAA, 2012; Faculty of Fine Arts, 2012).....85
Figure 5-17: The final gallery of workshop's products organized in Bibliotheca Alexandrina (Source: EBDAA, 2012; Faculty of Fine Arts, 2012).....85
Figure 5-18: SWOT analyses of the case study area of Pompey's pillar (Source: Author).....87
Figure 6-1: Role actors who affect urban contexts of archeological sites and deteriorated areas in juxtaposed position (Source: Author).....92
Figure 6-2: The main approaches, objectives and expected out comes of the proposed strategy (Source: Author).....93

Figure 6-3: Proposals of kick off actions ,pilot interventions (source:Au thor).....96-99
Figure 6-4: Diagram shows different approaches of the strategy in short, midd le and long terms (source: Author).....104-105
Figure 6-5: Development scenario for the main case study area.....110-111
Figure 6-6: An integrated strategy model for "Pompey's pillar' , the 'Catacombs' and areas in their surroundings, Alexandria, Egypt (source: Au thor).....112-113

Abbriviations

ABA	Alexandria Business Association
AKTC	Aga Khan Trust for Culture
ASI	The department of Archeological Survey of India
CBO	Community Based Organization
CURE	Center for Urban and Regional Excellence, India
CSUP	Citywide Slum Upgrading Plan for Agra, India
DPR	Development Plan Report
DUDA	District Urban Development Agency, India
EAO	Egyptian Antiquities Organization
EU	European Union
FDA	French Development Agency
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit; German Federal Enterprise for International Cooperation
GOPP	General Organization for Physical Planning, Egypt
ISDF	Informal Settlements Development Facility, Egypt
LDP	Local Development Platform
LED	Local Economic Development
NGO	Non Governmental Organization

NOUH	National Organization for Urban Harmony, Egypt
PLC	Popular Local Council
RAY	Rajiv Awas Yojana, the national governmental fund in India
SCA	Supreme Council for Antiquities, Egypt
SCPUD	Supreme Council for Planning and Urban Development, Egypt
TDA	Tourism Development Authority, Egypt
TTZ	Taj Trapezium Zone, India

Chapter one: Introduction

1.1 Research scope: Problem identification, Research aim and questions

Nowadays, many urban fabrics in historical cities, especially in Global South, witness a salient conflict between development and conservation. Many heritage structures have been surrounded by unplanned deteriorated areas that resulting from uncontrolled urbanization. Development and conservation are in an absolute conflict as the former aims to change while the latter tends to prevent or at least mitigate this change. The majority of international experiences throughout the history prove that the overwhelming desire of development was always stronger than arguments of conservation, thus resulted in the degradation of heritage structures in historical cities as seldomly both practices work in an integrated framework.

Many scholars have been increasingly aware of the importance of developing an integrated framework dealing with the gap between both practices. Although the discourse between development and conservation has historical roots dating back to the fifteenth century, the pressing challenge has been to dedicate more researches to deal with the gap nowadays. The majority of heritage structures in cities of the Global South widely suffer from fragility and deterioration as a result of passive policies that ignore the value of heritage and the incapacity to deal with deteriorated areas in their surroundings. In cities of the Global South, the majority of cases show the incapacity of national and local governments to deal with such contexts, however, few others managed to demonstrate how different levels of government can play complementary roles in the cooperation with national and international institutions as well as involve local communities to achieve an integrated strategy and overcome the challenge.

For many decades, consecutive Egyptian regimes have been approaching such contexts either by maintaining monuments or upgrading deteriorated areas in their surroundings. As many countries in the Global South, Egypt has been facing many challenges dealing with the gap between heritage conservation and local development. The lacks of coordination between the different levels of government, incapacity to involve different stakeholders, the weak public awareness of the community towards heritage significances as well as the lack of technical and financial resources are the main challenges that face the Egyptian government to bridge the gap and develop an integrated strategy dealing with complexity of such urban fabrics.

In cooperation with different stakeholders, national and local governments have the responsibility to do a fine balancing act, maintaining the value of heritage resources while simultaneously improving the quality of life of local inhabitants. It is essential to develop an integrated strategy to overcome the gap between heritage conservation and local development in Egypt, otherwise, archaeological sites are most likely to lose their significance, while areas in their surroundings would suffer more from physical and socioeconomic deterioration conditions.

The thesis aims to understand the gap in Egypt for the sake of developing an integrated strategy for heritage conservation and local development in Egypt, and further to formulate an integrated strategic model for the main case study area 'Pompey's pillar' and the 'Catacombs' in Alexandria, Egypt.

In this regard, the research touches on the following sub questions;

-Why is there a gap between conservation and development in theories and practices?
-What are potentials available to overcome the gap?
-What are the challenges facing countries of the Global South to over come the gap?
-How did some governments of the Global South manage to develop inte grated strategies to overcome the gap?

The research also attempts to answer the main critical questions;

-Why is there a gap between heritage conservation and local development in Egypt?
-How could a better policy be developed to overcome this gap in Egypt?

-How could an integrated strategic model be developed for the main case study area in Alexandria?

1.2 The context of 'Pompey's pillar' and the 'Catacombs' case study area in Alexandria, Egypt

The case study area 'Pompey's pillar' and the 'Catacombs' is located in the central zone of Alexandria, the second capital city of Egypt. Like the majority of deteriorated areas in Egypt, the area is a mixture of unsafe and unplanned areas that lack basic services and suffer from many socioeconomic challenges. The area is dotted with two of the most visited archaeological sites in the city, 'Pompey's pillar' and the 'Catacombs', additionally, the area contains many lesser-known historical buildings including housing units, factories and warehouses date back to the twenties. Nowadays, as a result of rapid urbanization and the absence of governmental superintendence, the area witnesses many illegal activities such as unlicensed constructions, demolitions and the unauthorized construction of additional floors in already occupied buildings. Consequently, the area is characterized by its deteriorated urban settings. Additionally, many historical buildings are threatened by illegal demolition activities. The area lacks any tourist services and the community lacks awareness towards the significance of the two archaeological sites, consequently, the two sites are physically fenced and economically, socially and culturally segregated, by means of, contribution in the development of their surroundings. Although the area faces many challenges that menace its significance, it has great potentials such as strong social cohesion, historical significance, active community and streets vitality. These potentials could help develop an integrated strategy for development and conservation. It is clear that without rapid action, the area may eventually lose its significance.

1.3 The thesis outline

Figure 1-1 gives an overall idea over the thesis outline including objectives and methods of each chapter. It further illustrates links between different parts of the thesis to achieve its main objective. As the diagram shows, the thesis is divided into six chapters. Chapter one introduces the thesis and sets different methodologies used in the research. Chapter two provides literature reviews on the gap between heritage conservation and local development with a special focus on contexts of the Global South. By the end of chapter two, the main challenges

that face overcoming the gap are identified, additionally, opportunities available to overcome the gap are illustrated. Chapter three examines success and failure of strategies applied in a number of cities in the Global South i.e. Agra, Mumbai and Porto Alegre. The main objective of this chapter is to determine the main key factors of success that could help delineate an integrated strategy in similar case studies. In chapter four, profound analyses are conducted to study the gap in Egypt through studying its historical background, in addition to examining the Egyptian administrative system that manages the Egyptian urban context nowadays. By the end of chapter four, an examination of applicability of the main key factors of success in the Egyptian context is conducted. Chapter five introduces the main case study area and provides detailed analyses of its physical characteristics, socioeconomic patterns as well as different positions of actors and institutions involved in the area. The chapter further contains profound analyses of former interventions applied in the area. Lastly, chapter six (conclusion) contains the developed integrated strategy for heritage conservation and local development in Egypt by which it introduces an integrated strategic model for the main case study area in Alexandria based on the outcomes of chapter three, and analyses of the Egyptian context in chapters four and five. The thesis is developed in a way that builds each chapter on the outcomes of the previous one, additionally, the last chapter is based on analyses and outcomes of all chapters two, three, four and Five.

1.4 Research methodology

Regarding methodologies applied in the thesis, chapter two discusses the gap between heritage conservation and local development in reference to a wider debate based on literature reviews of both practices including different definitions, approaches, perceptions as well as shifting agendas. The main aim of chapter three is to analyze similar case studies to the main case study in Alexandria, hence, the selection of case studies is based on their scale, scope of interest, complexity in urban context as well as national and local governmental frameworks in the country of study. In chapter four, beside literatures (former analyses of the Egyptian context) and Egyptian laws, the study is based on site observations, informal interviews with local inhabitants, and a range of interviews with governmental representatives, academics, and consultants from international organizations as well as members of NGOs, CBOs, and youth initiatives aiming to understand the gap in Egypt. This variety of empirical data helps to understand the status quo

in Egypt and to explore the gap between the Egyptian administrative system and the real situation on the ground. Additionally, the chapter contains analyses of three case studies in the Egyptian context aiming to bring about a better understanding of the Egyptian context. The three case studies have been undertaken by different stakeholders that showing their different roles and positions in Egypt. The criteria of choosing the main case study area in chapter five are based on its scale, historical significance, urban context complexity, potentials available, and history of development. Official statistics, site observations, interviews with various stakeholders, and former analyses of the area are the main methods applied to study the area. Ultimately, chapter six aims at developing an integrated strategy for heritage conservation and local development in Egypt, and further proposing an integrated strategic model for the main case study, based on the examination of the Egyptian context in chapter four, analyses of the main case study in chapter five and learning from successful case studies in similar contexts in the Global South discussed in chapter three.

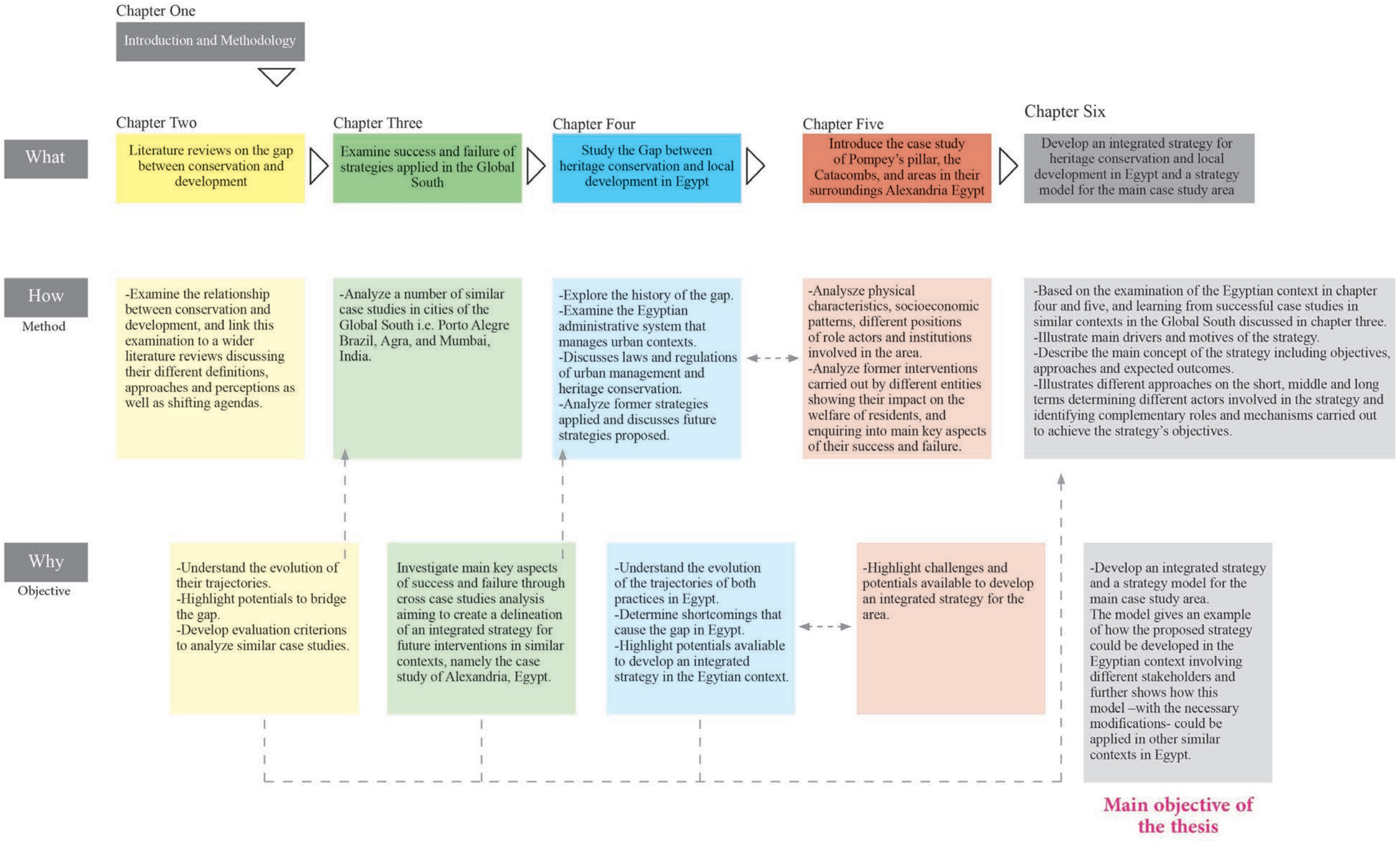

Figure 1-1: The thesis outline (Source: Author)

Chapter two
The gap between conservation and development

Desire to preserve vs. desire to change, complementary or conflicting processes?

Conflict, contradiction and challenge are the first words that come to mind when describing the relationship between conservation and development. While the former represents the desire to preserve, the latter is the desire to change. Although scholars have been increasingly aware of this challenge since the 1960s, this conflict has historical roots dating back to the industrial revolution. In the last six decades, the pressing challenge has been to initiate a dialogue in order to achieve an integrated framework. This chapter is structured around understanding the evolution of the trajectories of conservation and development. Furthermore, it explains the relationship between them by examining different definitions, approaches and perceptions as well as shifting agendas. The chapter touches on questions such as: Why is there a gap between conservation and development? When and how did this gap emerge? Where does this gap exist? Why is it important to study this gap? Are conservation and development complementary or conflicting processes? The main aim of this chapter is to highlight potentials to theoretically and practically bridge the gap between these contradictions. The results of this chapter will help develop evaluation criteria to analyze case studies in the next chapters.

2.1 Conservation vs. Development: Conceptual frameworks

In an attempt to study the relation between conservation and development, it is essential to study in depth conceptual frameworks of both practices. It is worth noting that the analytical focus of this study is not limited to define conservation and development per se, but to analyze multiple trajectories of both disciplines.

The notion of development has been widely discussed throughout modern history. However, 'A process of change' remains the most used words to describe it. During the colonial times, development meant the exploitation of natural resources in colonies, this notion did not agree with the concept of development of societies in these colonies. After the Second World War, development referred to activities by governments to improve life conditions. The framework of development has been developed to involve societies as an essential actor in the process of change (Ettlinger, 1999; Obeng-Odoom, 2013). Parallely, from the perspective of former colonies, which are labelled 'the Third World' nowadays, 'development' meant modernisation, industrialisation and even Westernisation (Arndt, 1989). These defintions give the impression that development is limited to the so called "First World" and consequently, countries of the so called "Third World" are seeking to apply models from developed countries to their developing contexts.

In light of these complexities, defining development is problematic. Development is sometimes wrongly confused with other definitions such as growth, which is defined as a quantitative increase in income, employment and so forth, while development is defined as a qualitative term, which refers to structural change to improve conditions in which people live (Flammang, 1979; Anell & Nygren, 1989; Ettlinger, 1999). Furthermore, definitions of development are changing from one epoch to another and further differentiate due to the diversity of multidimensional circumstances (Laurie, et al., 2005), additionally, they vary across various scales of governance (Pike, et al., 2014). International experiences prove that development is a multidimensional process and that "causes and solutions... are increasingly integrated across borders and disciplines, and revolve around common if differently experienced patterns of change and the capacity to control development" (Edwards, 2007 p3). Therefore, it is essential to contextualize the concept of development and to recognize the circumstances of the place, as recent well-known approaches reflect only the First World's perspective (Ettlinger, 1999). It is a mistake or, at minimum, misleading to treat different places through the same set of ideas and practices (Pike, et al., 2014).

Defining conservation is just as problematic as defining development. Although conservation is not an old notion like development, it emerged as a part of a wider debate making it difficult to generate a clear definition for it, as approaches of viewing the past from the present vary (Ashworth, 2011). Before defining conservation, it is axiomatic to address what is to be conserved. 'Culture' is the strongest assemblage of essences of conservation, it refers to those tangible and intangible values acquired by a community over time and that have an impact on activities occurring in cities, and which further represent its unique identity (Logan, 2005; Throsby, 2007). It could be argued that cultural heritage is part and parcel of nations' wealth and should be conserved for future generations. Tangible and intangible values are interdependent, on one hand, what determines what qualifies as heritage is the value inherited in it, on the other hand, if the physical structure is deteriorated and neglected, the flow of values will vanish (Snowball & Courtney, 2010; Peacock & Rizzo, 2008). Peacock & Rizzo (2008, p117) state, "what constitutes heritage is not an objective fact, but rather a social and cultural construct that is likely to change through time". All places on earth have a history, which reflects the significance of societies and has an impact on shaping their future. Therefore, a conservation-led development concept is applicable to all places on earth (Ashworth, 2011).

As mentioned above, there are different paradigms of viewing the past from the present, Ashworth (2011) discuses this critical discourse in his article "Preservation, Conservation and Heritage: Approaches to the Past in the Present through the Built Environment". The author introduces these paradigms as preservation, conservation and heritage. He argues that, unlike most academic fields, these paradigms did not replace one commonly accepted paradigm by another, but came in parallel, which resulted in creating a number of similarities, differences and even contradictions. The main focus of all paradigms is basically on the built environment, as buildings and sites are visible and accessible expressions of the past and they also represent the physical arena to developers, planners and decision makers, to intervene either by demolishing and replacing or preserving and adapting (Ashworth, 2011). This perception allows the past to play a significant role in shaping the present.

Ashworth (2011, p5) defines preservation as "a protective intervention to maintain the current condition of an artifact, building or ensemble". The critical difference between preservation and conservation is that the latter considers contemporary uses as an integral and sometimes even equal part of the decision to preserve (Ashworth, 2011; Pendlebury, 2002 Larkham, 1996). Thus, the

term 'conservation' was largely developed and applied by decision makers to deal with the built environment, to 'preserve purposelly' is the best description of conservation (Burke, 1976). Thus, many scholars throughout Western Europe and North America embraced the term 'adaptive reuse' in the processes of conservation of old buildings and districts (Tiesdell, et al., 1996). The heritage paradigm is concerned with conserving heritage assets only if they can accommodate new functions, hence, it is about creating something, not about preserving anything (Lowenthal, 1985). This understanding of the heritage paradigm shows that it has a significantly different, and maybe contradictive, perspective from preservation and conservation paradigms which preserve elements from the past in the present and to bequeath them to the future (Ashworth, 2011).

Based on different definitions, approaches and perceptions discussed above, the next section tries to answer the questions of Why is there a gap between conservation and development? When and how did this gap start? Where does this gap exist? The section further tries to illustrate different practices and shifting agendas that resulted in enlarging the gap between conservation and development throughout the history and consequently caused the formation of complicated urban contexts, where archaeological sites and deteriorated dwelling are juxtaposed nowadays in most historical cities of the Global South nowadays.

2.2 The Gap: why, when and where?

This section evaluates the relation between conservation and development within the theoretical framework based on the literature discussed drawing on Etlinger (1999), Obeng-Odoom (2013), and Ashworth (2011). Insofar the former discussion articulates that development is in salient conflict with preservation, which only focuses on the values of the heritage structure regardless of its function within the contemporary city. Moreover, in terms of their trajectories development and conservation are in contradiction. While the former aims to change, the latter seems to prevent this change, or at least, mitigate its effects (Pendlebury, 2002). Thus, the relationship could be described as a conflict. As far as development is concerned, conservation is considered at best irrelevant and at worst, an obstacle (Ashworth, 2011; Pendlebury, 2002). "Logically no compromise is possible between the two actions, as an increase in one inevitably causes a corresponding decrease in the other..... The slogan 'save by developing' is a contradiction" (Ashworth, 2011, p5).

The majority of international experiences throughout history reveal that the gap usually results in the defeat of either conservation or development but seldomly both work together in an integrated framework. Although the idea of the classic world has been recognized in the European culture during the fiftenth and sixtenth centuries, the survivng classical monuments were simultaneously used as just a quarry of building materials (Larkham, 1996). Following the same trend, in the sevententh century, when Napoleon III gave the task of re-planning Paris to Baron Haussmann who connected significant structures in the city, consequently, The 'Parvis Notre-Dame' was cleared of all houses and buildings including Saint Stephen's cathedral and cathedral Saint-Etienne, thus enlarging the area surrounding it to forty times its original size (Jordan, 1996). In the early eighteenth century, industrial revolution and concomitant rapid economic changes resulted in the replacement of many hitorical structures by new forms and spatial patterns (Ashworth, 2011).

Throughout the first half of the twentieth century, arguments for keeping urban heritage were weak, particularly in developing countries, while arguments for growth and progress were overwhelming (Ouf, 2008). Consequently, rapid urbanization and development were strong factors in the degradation of historic structures in cities, as these structures have a limited ability to accommodate modern uses, thus causing damage in the structures and conflict between users (Ashworth, 2011; OUF, 2008). Nowadays, half of the global population lives in urbanized areas. In many cities, especially in the Global South, slum dwellers represent nearly fifty percent of the total population. By 2020, at least a hundred million slum dwellers are expected to live in cities (UN-Habitat, 2013). In historical cities like Cairo, Delhi and Mumbai, the local population exceeds ten million inhabitants. As these cities grew, people settled near and eventually around heritage structures. Many cases show the negative implications of rapid urbanization on heritage structures, which widely suffer from fragility and deterioration (Sørensen & Evans, 2011).

In most cases, national governments tend to pay more attention to heritage structures than they do to slum areas. Well-known monuments are valued because of their importance as a source of national income while slum areas are removed, formalized or at best upgraded (Blessi, et al., 2012; Patel, 2009). Other less-known monuments are seen as an obstacle to development due to their inability to cope with rapid urban evolutions to accommodate modern city functioning (Ouf, 2008). Consequently, governments condoning any deterioration processes happening to them. This approach focuses on economic benefits within

conservation frameworks but ignores the negative socio-cultural impacts (Timothy & Boyd, 2006).

In the following, the section provides an overall picture of implementation of conservation and development projects with a special focus on those that have been undertacken in the Global South. The section identifies different positions of actors and institutions involved in such schemes, highlights challenges and shortcomings in formal adminstrative systems that hamper implementation of these projects, and further examines the level of integrations between both practices in implementation phases.

2.3 Challenges in implementation of development and conservation projects

Conservation and development have been facing many challenges in the translation form theory to implementation, which negatively affect the relation between them and consequently enlarge the gap. The landscape of heritage governance within local development plans is quite complicated, as it consists of an interconnection of various stakeholders ranging from central goverance to localities, from international organization to local interest groups and from governmental bodies to NGOs and community intiatives (Strange & Whitney, 2003). To better understand this gap, it is essential to illustrate responsibilities that belong to national and local governments towards heritage conservation and local development. National governments have the responsibility to lay down heritage policies, heritage conservation regulations as well as legal and institutional frameworks (Barillet, et al., 2006). At the local level, governments have the responsibility of setting up local development strategies, development of management tools and involving of different stakeholders in the process (Alliance, 2008).

Many conservation projects in the Global South experienced the shortage of local governments' capacities in heritage conservation management. On one hand, these cases address a number of difficulties that face local governments such as poor information, inedequate financing, insufficient training and lack of incentives to attract private sector and external experts as well as the incapacity to involve communities and local institutions within the process (Snowball & Courtney, 2010; Sørensen & Evans, 2011; Hampwaye, 2008; Steinberg, 1996). On the other hand, these cases show the communities' inability to act positivly in the process due to their lack of awareness, skills and capabilities (Sørensen & Evans, 2011). Scholars argue that the lack of coordination between the different

levels of government in the cooperation with different stakeholders is the main challenge that faces local governments in integrating heritage conservation as a part of local development plans (Elnokaly & Elseragy, 2013; Steinberg, 1996). Governments, especially in the Global South, fail to engage approaches adopted by the community with national politics. Political dynamics such as bureaucracy and centralization as well as the tendency to generalize international experiences of urbanization regardless of the national situation hampers the implementation of plans at the local level (Goodfellow, 2013).

Although the costs of conservation are easily determined, benefits are often less defined, hence, benefits are likely to be asymmetrically distributed between users, public and privat sectors. Furthermore, the research often focuses on the supply side, while the demand side is neglected (Ashworth, 2011; Snowball & Courtney, 2010). The questions of who pays?, who benefits? and who decides?, are critically centered in conservation plans. Relatively, funds allocated to conservation is limited compare to other areas of development such as education, infrastructure and healthcare (Snowball & Courtney, 2010).

As the examination of both practices has shown, conservation and development have been facing many challenges to intertwine in integrated frameworks. The remainder of this chapter studies evaluated trajectories of conservation and development to address potentials available to bridge the gap and involve heritage conservation in local development plans within sustainable development frameworks. It further helps determine main key aspects of success that should be considered when developing an integrated strategy for both practices.

2.4 Evaluated trajectories of development and conservation

In the context of globalization, sustainablity, urbanization and decentralization processes, national and local governments have the responsibility to do a fine balancing act, maintaining the value of heritage resources while simultaneously improving the quality of life of local inhabitants (Chirikure, 2013; Elnokaly & Elseragy, 2013; Logan, 2005; Bebbington, 2000; Mason, et al., 2000). The literature on the relationship between heritage conservation and local development is quite limited (Blessi, et al., 2012). In parallel, after a long history of modernization processes that stripped many cities of their heritage, questions, about how conservation could contribute in future urban frameworks and how conservation-led local development could be achieved, are assuming growing importance (Strange & Whitney, 2003). Professionals have to rethink their stand, if conser-

vation and development are to maintain their place in future interventions within the planning system (Townshend & Pendlebury, 1999).

Many scholars in each discipline would agree that enlarging their perspective to encompass various fields and stakeholders is indeed a necessity to survive within the planning system. Development should not only focus on economic aspects, it has to create an integrated approach based on a multi-disciplinary basis aiming to impact on social, cultural and environmental dimensions in a long term plan (Pike, et al., 2014; Blessi, et al., 2012). This perspective enhances diverse ways of understanding and eliminates the dominance of any single approach. De Paula and Dymski (2005, p23) in the introduction of their book 'Reimagining growth: Towards a renewal of development theory' state:

> *"Instead of relying on one or two organizing ideas, we recognize the need for many – for a thick theoretical approach – because of the diversity of circumstances and of the many divides that arise within the nations of the South. Indeed, these divides equally affect the nations of the North, and make development theory equally applicable to the 'advanced' nations as well."*

Development strategies have been markedly developed over the past fifteen years across developing countries. Consequently, the trend of decentralization through local economic development (LED) plans has emerged (Hampwaye, 2008). LED is defined as a process whereby various stakeholders such as local governments, NGOs, community based groups CBOs and private sector, establish partnerships to manage existing resources (Snowball & Courtney, 2010; Hampwaye, 2008). In addition to its economic potentials, this process would help pave the road to transfer responsibilities from central governments to the local level. Furthermore, it fosters the community's role in decision-making through a real participation mechanism. Many international cases prove that environmental resources (natural & built) are more likely to be maintained if local entities participate actively in the process (Sinclaira, 1998).

Conservation theorists, in turn, have increasingly become aware of the importance to embrace economic, social and environmental considerations in conservation frameworks, it has been salient that without meaningful integration with various disciplines and real involvement of stakeholders, heritage is endangered (Sørensen & Evans, 2011; Pendlebury, 2002). Prior to the 1990s, the role of heritage conservation in developing cities was often underestimated by urban plan-

ners and policy makers, who paid more attention to economic development. This understanding has shifted markedly over the past 30 years among scholars and major funding development entities such as the World Bank. This new understanding benefited from conservation by fostering local economy as well as reviving social networks and built environments instead of just preserving heritage structures. This would strongly allocate conservation in sustainable development frameworks (Blessi, et al., 2012; Evans, 2009; Logan, 2005; Strange & Whitney, 2003; Pendlebury, 2002). Evans & Shaw (2006, p2) state, "Put simply, culture is being seen by some policy makers and planners as an insurance policy against future decline, and by some investors (private and public) as a value-added distinction and as an accelerator of development." Moreover, in the context of globalization, heritage conservation is seen as a potential to capitalize local heritage and cultural identity towards establishing a unique position in the new hierarchy of global market (Blessi, et al., 2012; Logan 2005).

Conservation approaches have been transferred from focusing on saving physical heritage to improving urban quality including economic, social and cultural dimensions (Ouf, 2008). Even more, new trends of conservation such as 'post-conservation' and 'second wave of conservtion', have emerged (Strange & Whitney, 2003). In essence, all these trends created by scholars such as Townshend (1999), Pendlebury (2002), are calling for more creative ways of conservation to systematically integrate it with other fields and involve local entities. They argue that it would roll forward conservation to be widely accepted among policy and public spheres.

Former analyses have significantly fostered the promising combination between conservation and development within the planning system, with high expectations that heritage conservation will play a complementary role within local development plans. Extending the notion of conservation beyond just preserving historical structures to becoming a financial capital in the long run, would positvely enhance its postion in future interventions.

2.5 Conclusion

As the examination of conceptual frameworks of both practices has shown, on one hand, the notion of development have been widely developed and further changed in time due to many political, geographical, environmental and socioeconomic circumstances. On the other hand, the definition of conservation, which is considered a new notion compared with development, is sometimes wrongly

confused with other definitions such as preservation and heritage, consequently, defining development and conservation is a problematic. As analyses of different shifting agendas of both practices have shown, conservation and development are in conflict. Many international experiences reveal that seldomly both practices were involved in an integrated strategy. Therefore, historical cities, particularly in developing countries, have been facing many challenges to develop an integrated strategy dealing with archaeological sites and deteriorated areas in juxtaposed contexts. These challenges are; poor information, inadequate financing, lack of skilled personnel, the incapacity to involve communities within the process, and weak cooperation with different stakeholders as well as the lack of coordination between different levels of government (see section 2.3).

Former analyses show that despite the existing gap between conservation and development in theory and practice, there are potentials available to overcome this gap and come up with an integrated strategy, where the two approaches would work together in a complementary manner to deal with such contexts. The examination of evaluated trajectories of development and conservation shows that recently both practices have been enlarging their perspectives to encompass various fields and establish partnerships with different stakeholders (see section 2.4). These actions would help overcome centralization, foster coordination between different levels of government, and further increase financial resources as well as technical support. In the following chapter, a number of successful case studies in the Global South are discussed aiming to show how they succeeded to develop integrated strategies overcoming the identified challenges. These case studies will be analyzed due to evaluation criteria, which is developed based on analyses of the trajectories of both practices including challenges and potentials available that have been discussd in this chapter. The developed criteria consist of; main objectives of the strategy, situation before and after intervention, intervention approaches, the roles played by the different levels of governments, the integration of heritage conservation in local development plans, community participation, financial support, spatial activities, the execution of the project as well as partnerships with institutions, NGOs and the private sector.

Chapter Three*
Success and failure of strategies applied in the Global South

Critical analyses of international case studies in India and Brazil

** This chapter has been accepted as a paper entitled "Exploring the gap between heritage conservation and local development in the Global South: success and failure of strategies applied", in "Heritage 2014" 4th International Conference on Heritage and Sustainable Development Guimarães - Portugal, July 2014 (See paper abstract in appendix 2, page 123).*

This chapter aims to discuss heritage conservation and local development strategies in similar context to the main case study of the thesis in Alexandria, Egypt. The chapter discusses both practices in reference to a number of case studies in cities of the Global South, i.e. Porto Alegre, Agra, and Mumbai. First, the chapter introduces the case study of the Jogeshwari cave in Mumbai aiming to illustrate shortcomings that resulted in conflict between conservation and development. Afterwards, the chapter contains analyzes of Taj Trapezium Zone (TTZ), Agra, India and Viva o Centro program, Brazil case studies showing how these strategies succeeded in overcoming the gap. Ultimately, main key aspects of success and failure are investigated through cross case studies analysis (Matrix). This Matrix cross-examines the selected cases and provides a better understanding of them. It also illustrates the effect of different approaches on the final outcome of the project. This study could help create a delineation of an integrated strategy for undertaking future interventions in similar contexts and especially for the main case study in Alexandria Egypt.

3.1 Heritage conservation versus local development: Conflict in practice, the case study of the Jogeshwari cave, Mumbai, India

This part identifies the gap between heritage conservation and local development at the different levels of government and highlights missing links that have a negative influence on decision making for heritage conservation and local development schemes in the Global South. On one hand, heritage conservation professionals consider proliferating numbers of slum areas as a threat to heritage structures (Mason, et al., 2000). On the other hand, slum dwellers are not concerned with heritage conservation as they struggle to get their basic amenities in the place regardless of its history (Alliance, 2008). In many cases, national governments lay down heritage conservation regulations ignoring the fact that slum dwellers have been living around heritage structures for decades. Many countries in the Global South try to overcome this challenge by transitioning to the decentralized decision making system. As a result, many responsibilities were transferred to local governments such as managing local development plans but still this is not the case when it comes to heritage conservation (Barillet, et al., 2006). The negative implications of national heritage conservation regulations on slum dwellings are quite apparent in the case of the Jogeshwari cave in Mumbai.

The holy cave of Jogeshwari is located in the northern part of Mumbai city surrounded by densely populated slums. As a result of rapid urbanization and the absence of governmental superintendence, people settled near the cave and even built houses on top of the rocky outcrop (See figure 1-1 & 1-2). By the 1990s, the Jogeshwari cave was not accessible to visitors due to its deteriorated state, in addition to the dense slum dwellings in its surroundings (Alliance, 2008).The conflict between slums and heritage in the Jogeshwari cave was not noticeable before the year of 2005, when a public interest litigation group called Janhit Manch filed a suit on behalf of the Jogeshwari cave and three other neglected caves in the city. It was clear that without urgent intervention, the cave would eventually lose its significance (Patel, 2007). The high court dictated the formulation of a committee to study the situation of the Jogeshwari cave. Based on a report presented by the committee, the high court demanded the land within one hundred meter of Jogeshwari cave earmarked to be cleared of illegal buildings (Mahajani, 2013; Patel, 2007).The committee chaired by G.S.Narasimhan, head of the department of archeological survey of India in Mumbai (ASI), stated that the removal of illegal structures would be the second phase of their plan after immediate efforts to document, protect and maintain the site. One of the first actions to maintain

the cave was to remove tons of garbage from the top of the cave. In 2006, the houses located directly on top of the cave were demolished, the act which was widely resisted by the slum dwellers. “For two or three decades, people had been used to a certain type of usage of the monument, says Narasimhan (Patel, 2007). Education and interaction with the archaeologists, he stressed, are the only way to create a sense of responsibility” (Patel, 2007, p. 44). In August 2007, the high court ordered appropriate upgrading of slum dwellings surrounding the Jogeshwari cave. Since then, ASI Mumbai has identified 750 slum structures within the prohibited one hundred meter zone. Up to this moment, no negotiations have taken place (Alliance, 2008).

The Jogeshwari cave case study illustrates negative implications of unplanned rapid urbanization on archaeological sites, it further reflects the incapacity of national and local governments to deal with such contexts, and shows top down approaches and decision making processes carried out by formal authorities aiming to protect the archeological site but ignoring the slum dwellers. In the following, the research analyze two successful strategies aiming to illustrate how formal authorities in cooperation with different stakeholders succeeded to overcome challenges that faced development of the Jogeshwari cave.

Figure 3-1 Illegal buildings loom over Jogeshwari’s colonnaded porch (Source: Patel, 2007).

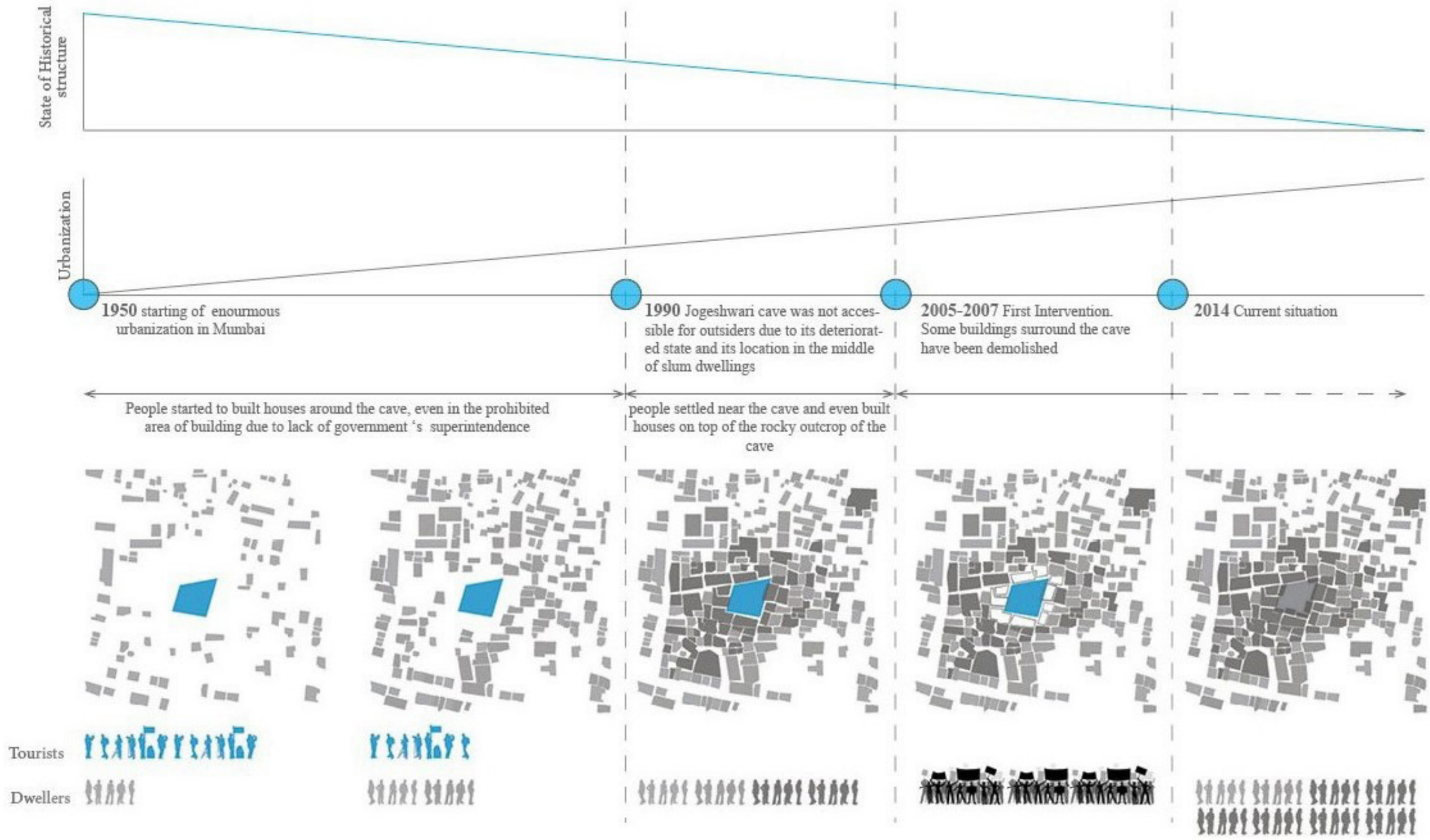

Figure 3-2 Graph demonstrating the situation of the Jogeshwari cave and its surroundings, starting from the enormous urbanization in Mumbai in 1950, till the current situation. The graph also traces the number of tourists and slum dwellers in conjunction with the rapid urbanization process in the area (Source: ElGamal, 2014)
Note: *This graph is not based on any numbers or collection of maps, it is just representative, its aim is to give a visual impression of the Jogeshwari cave.*

3.2 Overcoming the gap: successful strategies applied, the case studies of Taj Trapezium Zone (TTZ), Agra, India and Viva o Centro program, Porto Alegre, Brazil

Experiences presented below show how national and local governments overcame former challenges and succeeded in integrating heritage conservation in local development plans, they also highlight how governments dealt with a number of difficulties during implementation processes. Very often, local governments in the Global South do not have the skilled personnel necessary to integrate heritage conservation and urban development (Barillet, et al., 2006; Steinberg, 1996). Additionally, the lack of dialogue and trust between slum dwellers and their local governments further complicates the situation. After a long history of top-down strategies, which resulted in the displacement of dwellers from their sites, local governments need to gain the local community's trust and the inhabitants need to be involved in the development process to ensure that they get a fair deal. In the following, profound analyses of two cases illustrate successful frameworks regarding community participation, financial management, economic spatial activities, the execution of the project as well as possible partnerships with the private sector and international institutions. This section introduces two integrated strategies applied in cities of the Global South. First case study is the case of Taj Trapezium Zone, Agra, India, second case is Viva o Centro program with a special focus on 'Caminho dos Antiquarios' project in the city of Porto Alegre, Brazil.

Agra is a live example of a rapidly growing historical city. The city embraces one of the Seven Wonders of the World "Tajmahal", in addition to many well and lesser-known monuments embedded within its slums (MDP, 2006). The city is rich with its unique intangible heritage resources, which are represented in the culture of folklore inherited from the Mughal and Lodhi dynasties (ibid). By 2001, the local authority represented in the District Urban Development Agency (DUDA) listed 252 slums in Agra. This number increased to 378 in 2006, according to a map by an NGO called the Center for Urban and Regional Excellence (CURE). The 2011 mapping of slums undertaken by CURE identified 417 slums in the city (Cities-Alliance, 2012).

It was clear that the development of slums in Agra needed a comprehensive action. Rapid growth resulted in the formation of dense slums, which threaten tourism in the city and reduce the quality of life of its dwellers. In partnership with an international agency (City Alliance) as well as technical and financial cooperation with different local agencies, CURE supported DUDA in preparing

an inclusive citywide slum upgrading plan for Agra (CSUP), and implementing slum upgrading activities in selected slums. DUDA declared the area surrounding Tajmahal, which is called Taj Trapezium Zone (TTZ), as the highest priority for development in Agra, since it is the most visited area of Agra in addition to it being highly attractive to the private sector because of its immense business potential and high real state value (See figure 3-3). Accordingly, a detailed project report was prepared by CURE to get the national governmental fund Rajiv Awas Yojana (RAY), which is dedicated to creating sustainable housing for poor slum households (MHUPA, 2013).

While DUDA prepared a proposal for upgrading the physical infrastructure of TTZ, CURE decided to prepare a complementary proposal focusing on heritage conservation. The main objective of this proposal was to build sustainable livelihoods in cooperation with the local community and the private sector, through enhancing economic activities, fostering social infrastructure and preserving culture heritage (Cities-Alliance, 2012). The development plan report (DPR) of TZT intended to integrate the social infrastructure within the city's economy, especially tourism. The development plan introduced an initiative developed by CURE to establish a heritage trail to connect lesser-known monuments in the area (See figure 3-4). This trail aims to conserve heritage resources in the area as well as to foster its economic growth opportunity. Based on the holistic report done by DUDA and CURE, TTZ got the fund of RAY (ibid).

> *"The Taj Ganj Slum Upgrading DPR is designed to infill gaps in the TTZ DPR that was developed solely with the objective of providing main trunk infrastructure in the area. The Taj Ganj Slum Upgrading DPR shall access funds from the RAY and shall be implemented simultaneously with the TTZ DPR by DUDA. The purpose is to create complementarities and bring about greater synergy in slum development activities and enable mainstreaming of slum settlements with trunk services immediately rather than through intermediate measures and options. More importantly, this will help create new partnerships (between TTZ and DUDA) and ensure efficient and effective spend of government money." (ibid, p. 19).*

In addition to the complementary role played by national and local entities, the community played an essential role in developing the area. DPR TZT was developed and designed in cooperation with the community. In a series of community interactions, each community was involved with the development plan

starting from identifying priorities to listing possible solutions for issues highlighted. Various participatory tools have been developed by CURE in order to ensure that a real participatory process would take place. At street level, focus group meetings and discussions have been mobilized by CURE facilitators, at ward level, consultation committees were formed to discuss common concerns collected from small group meetings, these committees included several stakeholders besides the community representatives such as, the local agency staff, the department of archeological survey of India ASI, the Agra development authority and the project implementation unit. The process of community interactions led to the formation of six community based organization (CBOs), which worked with CURE and DUDA on implementation strategies. Furthermore, these CBOs were responsible for looking after the project outcomes (Cities-Alliance, 2012).

This case study shows complementary roles played by different level of government in the cooperation with national and international institutions as well as involving local communities to achieve an integrated strategy and overcome the challenge. It further shows the essential role played by the community represented by CBOs to guarantee the sustainability of the project. In the following, critical analyses of 'Viva o Centro' case study show another successful integrated strategy carries out in Brazil.

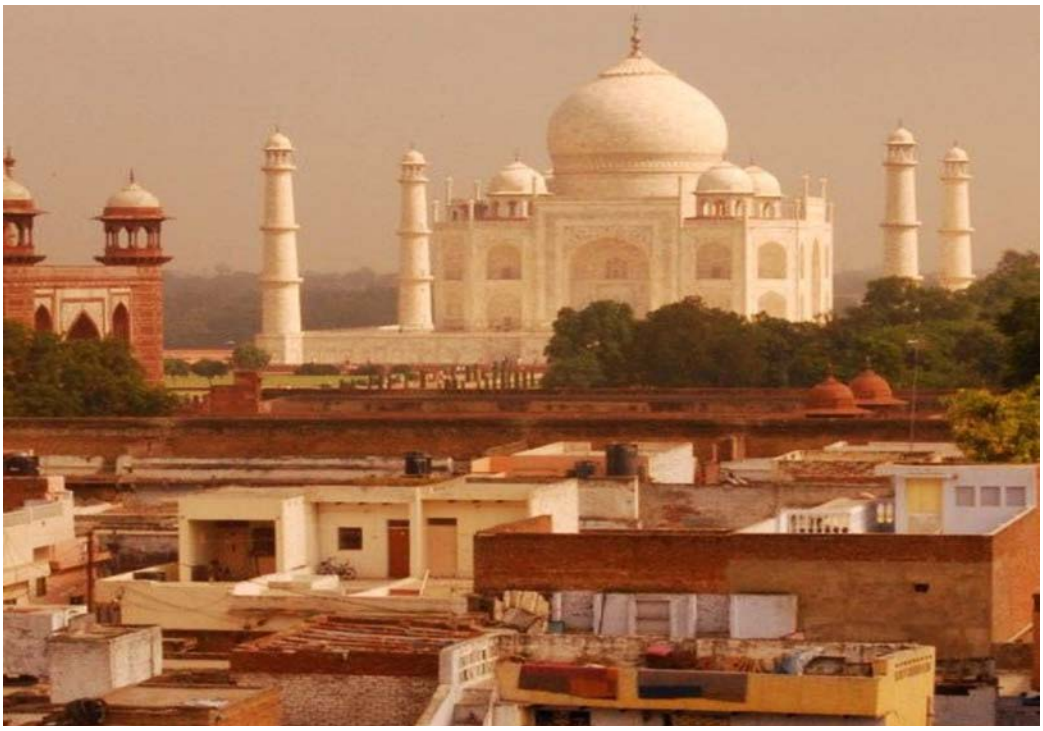

Figure 3-3: Taj Trapezium Zone (TTZ), Agra, India (Source: Cities-Alliance, 2012)

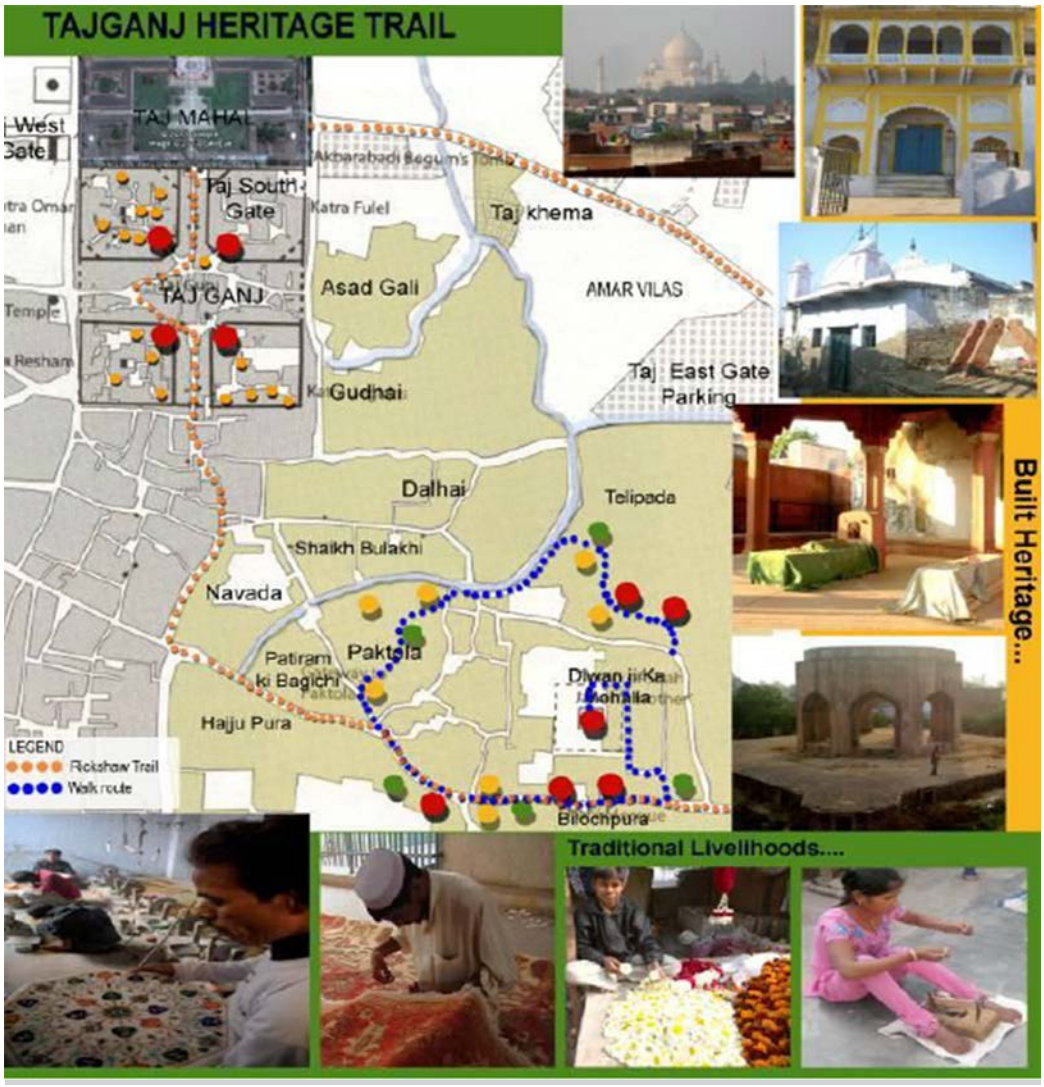

Figure 3-4: Taj Ganj Heritage trail. The map shows different activities located on the trail such as traditional, touristic and economic activities (Source: Cities-Alliance, 2012)

Another successful example in Brazil is the "Viva o Centro" program, which is one of the most representative examples of integrating heritage conservation in local development plans. The program serves as an interaction model for the different levels of governments, in parallel with the involvement of local communities and institutions. The Viva o Centro was one of 21 strategic programs, initiated by the Brazilian government. The main objective was the rehabilitation of downtown areas, through the improvement of urban tissue relating to the use of public spaces, social inclusion and the preservation of heritage resources (Bohrer, 2007). At the local level, Viva o Centro's principle was to integrate civil society in the planning processes and the implementation actions. The integrated ac-

tion plan carried out by the local government, started with a diagnosis phase, to identify the main problems of downtown areas, through open workshops carried out by community representatives and the technical staff of several municipal secretariats. Further workshops were held in order to identify acts, objectives, implementation plans and strategies, according to actors involved and resources available (ibid). The program was developed to provide local governments with conditions of cross-cutting action, by identifying possible partnerships with technical and financial institutions as well as measuring the results of the program and creating opportunities for the civil society to take part in the execution process (ibid).

"Caminho dos Antiquarios" is prescribed as the "best practice" for the "Viva o Centro" program. The antique Fair is located in the downtown area contains more than twenty five antique stores, which are considered a valuable heritage resource in the downtown area (Bello, 2006). The Fair was suffering from negative implications of the rapid urbanization in the city, hence, it was declared as a potential case for the implementation of "Viva o Centro". "Since the 1970s there has been very little interest in investing in the city centre or in any specific public space. With the fall in interest for the centre, most of the building stock, streets and parks have fallen into disrepair" (Dall'Igna, 2012, p. 11).The idea was to initiate cultural events in the Fair and to enhance economic development as well as enhance the physical urban fabric by maintaining the antique stores (Alegre, 2013). The local government acted as a facilitator by improving the road paving, closing it to traffic on Saturdays and allowing storeowners to display their products in the street. City Hall initiated cultural events and dance performances in the Fair to attract outsiders (See figure 3-5) (Bohrer, 2007). These events were advertised about in City Hall and cultural centers (ibid). The program achieved its objective after one year of the implementation. "Caminho dos Antiquarios" is now an important destination on the cultural map of the city, which registers about 1500 visitors per month. Additionally, the project is self-managed through a local association, which was created by storeowners and exhibitors (ibid).

> *"The Association pays for the electricity and, most of the time, for the organization of the events. The Association hires tourist guides for the downtown area, and some events are organized by the City Hall and are free. The Association also made a DVD to show the needs of the Dançando Na Praça (Dancing in the Square) Programme, which has already more than one hundred members" (ibid, p. 32).*

Figure 3-5 Pictures show economic and culture events created in the Fair after intervention (Source: Porto-Alegre, 2013)

3.3 Cross case analyses (MATRIX): lessons learnt for future interventions

This part aims to identify key aspects of success and failure of the case studies that have been investigated above. The method adopted for this study is a cross case analysis Matrix (See table 3-1). Vertically, the analyses discuss each case study regarding the main objective of the strategy, the situation before and after intervention, the intervention approach, the roles played by the different levels of governments, the integration of heritage conservation in local development plans, community participation, financial support, spatial activities, the execution of the project as well as partnerships with institutions, NGOs and the private sector (See section 2.5). Horizontally, the comparative analyses illustrate different acts carried out in each case according to the identified aspects and reflect that on the final outcome of each intervention.

The case of the Jogeshwari cave reflects the absence of coordination between the different levels of government whether by eliminating local governments totally from the decision making process or by neglecting the coordination between national policies and local development plans. Conversely, the Taj Ganj slum upgrading project and the Viva o Centro program both succeeded to interlink different levels of policies by integrating heritage conservation as an essential feature of national and local policies. In these cases, the integration has been identified as a prerequisite for local governments to apply for national funds, the step which assured the strong interaction between different levels of policies. By doing so, the national governments encouraged local authorities to integrate heritage conservation within their development plans. The last two cases prove that the complementary roles played by national and local governments and the coordination between the different levels of government are considered important pillars of success.

Developing management tools is as important as setting up development strategies. The majority of local governments in the Global South suffer from the lack of skilled personnel to manage development projects in complicated urban contexts. Accordingly, it is essential to create partnerships with local and international qualified expertise in order to unite competencies to cover this lack of skills and promote the management process. In parallel, local governments should reinforce competences and skills within their associations. It is worth mentioning that the management of projects should be left to local agencies in cooperation with local inhabitants. Additionally, international agencies should only introduce the advice and information in fields of heritage conservation and local development, not apply the strategies implemented in the Global North.

The Taj Ganj case shows how an NGO 'CURE', in cooperation with an international agency 'City Alliance', played an essential role in complementing the proposal presented by the local authority 'DUDA'. On account of the analogue report of CURE, the proposal got the national fund 'RAY'. This example further reflects the importance of community participation in the process. Groups at street and ward levels as well as six CBOs were valuable partners for local authorities in all phases of the development process, their independent status allowed them to transmit the needs of the community, they played also a substantial role in raising the awareness towards the project. The Viva o Centro case also reveals the role of the 'City Hall' and other culture centers in the cooperation with local association -created by storeowners and exhibitors- to organize cultural events. This type of initiatives plays a vital role in attracting visitors to the place, which results in flourishing the economic activities. The roles played by international, national and local partners are not limited to the diagnosis and implementation phases, the two former cases witnessed the role played by these partners in the execution of the projects and looking after their outcomes.

The tourism sector benefits largely from the implementation of heritage related activities. The Private sector would benefit more if these activities were further developed. So, the Private sector is a valuable partner in the development process. These partnerships introduce an additional source of fund which would assure sustainability of projects. The setting up of national fund programs is a positive step to tap into private and corporate resources of funding. Incentives should be created to establish strong partnerships, for example, contributors to these programs could be eligible for tax benefits.

Creating spatial activities is an important step towards boosting local development plans. The Local government has the responsibility to create spatial activi-

ties, which aim to create a common ground between local inhabitants and visitors of heritage structures. Local authorities have to identify landscapes, buildings, heritage structures, economic activities and events that expose the culture of a district. This process helps local governments to carry out urban development plans by integrating important elements of heritage, the urban identity and the general atmosphere of the district. It further helps to set up proper regulations, which respect the value of heritage as well as the wellbeing of community surrounding. Benefiting the local inhabitants should be a prerequisite in heritage conservation strategies, which would help change some negative perceptions towards heritage conservation strategies in the Global South. In order to achieve that, governments are required to ensure the maintenance of public services such as markets, the restoration of culture and economic activities within the district as well as setting up financial incentives for local inhabitants.

In the Viva o Centro project, the local governments played the role of the facilitator, by allowing storeowners to display their products in the street and closing it to traffic on Saturdays, Additionally the City Hall introduced some art and music activities in order to revitalize the Fair. In Taj Ganj, CURA and DUDA proposed the establishment of a heritage trail to connect lesser-known monuments in the area, which aims to conserve heritage resources in addition to fostering economic growth of stores located on this trail. Therefore, it is important to do a balancing act between maintaining the value of heritage structures and ensuring the quality of life of the communities residing in their surroundings.

3.4 Conclusion

The challenge of bridging the gap between heritage conservation and local development has socioeconomic dimensions. Moreover, it reflects the negative impact of centralized systems and top-down approaches applied in the Global South. As analyses of the Jogeshwari cave has shown, governments of the Global South have been focusing only on the most profitable projects, which have tourism potentials. Accordingly, community residents have been ignored or pushed out from the areas surrounding historical structures. If this trend continues, historical cities will lose their heritage significance, only fragments of their heritage structures will remain. Additionally, preserved structures will be isolated and without impact on their surroundings. Heritage conservation strategies should avoid the idea of static preservation, which only focuses on preserving the monument and should instead widen their scope to include the surroundings of the monuments.

As the discussion of TTZ and Viva o Centro case studies has shown, successful strategies require a new attitude, which must be fostered within local community and different levels of governments. Furthermore, governments of the Global South should work on changing the perspective of decision makers and professionals towards heritage structures and deteriorated areas in juxtaposed contexts. The two case studies further show that challenges that have been identified in section 2.5 could be overcome through creating an integrated administrative environment among different levels of government. They further show that governments have to enhance institutional frameworks, consider socioeconomic conditions within heritage conservation schemes as well as develop implementation and administrative tools for managing the development process through establishing cooperation with various stakeholders. Furthermore, local entities should work on raising the public awareness of the community as well as attracting governmental bodies, international agencies and the private sector to participate in related development projects. Consequently, a challenges of the lack of financial resources and the lack of skilled personnel as well as the incapacity to involve different stakeholders in the process would be overcome. TTZ and Viva o Centro succeeded in overcoming the challenge of the incapacity to involve communities through empowering the existing civil entities and involving them in all stages of the process. Analyses show that the existing CBOs played essential roles managing the project's outcomes that guaranteed sustainability of these projects.

The cross case studies analysis (Matrix) has concluded the main key factors of success as follows; foster coordination among different levels of governments, integrate heritage conservation within local development plans, foster spatial activities, increase financial resources, empower community participation, initiate partnerships with the private sector, NGOs, civil entities as well as national and international organizations. Few strategies applied in the Global South enlighten the dark discouraging picture of today. These strategies have succeeded in doing a balancing act between heritage conservation and local development. Such integrated strategies remain hindered by many challenges such as centralized governmental administrations, financial obstacles, the lack of management expertise as well as the lack of awareness towards heritage, if anything is to be learnt from the successful strategies applied in similar contexts, it is that these challenges can and must be overcome. However it is going to be a lengthy and arduous process, and these complicated contexts are running out of time.

	Conservation of Jogeshwari Caves, Mumbai, India	Taj Ganj Slum Housing Upgrading Project. Agra, India	The Viva o Centro program in the City of Porto Alegre, Brazil -"Caminho dos Antiquarios"
Purpose and scope/ Main Objective	The conservation of the Jogeshwari cave and three other neglected caves in Mumbai.	The main objective was to build a sustainable livelihood and preserve culture heritage in cooperation with the local community and private sector.	The main objective was the rehabilitation of downtown areas, through i urban tissue improvement, relating to use of public spaces, social inclusion and preservation of heritage resources.
Situation before intervention	-The cave was surrounded by slum dwellings, which were built on top of the rocky outcrop of the cave thus in addition to sanitation water that filled the cave, threaten its structural stability. -The cave was filled by tons of trash and waste. -The site has not been accessible to visitors since 1990 due to its deteriorated state.	-Tajmahal is surrounded by 15 slum areas, which suffer from the lack of basic amenities. -Many neglected monuments are embedded within these slums.	The antiques Fair is located in the downtown area and contains more than 25 antique stores. The Fair remarked as a potential to foster economic activities in parallel with conserve antique stores, which are considered a valuable heritage resource in the downtown area.
Intervention approach	-Non-integrated approach. In 2005, a public interest litigation group filed a suit on behalf of Jogeshwari cave. - The high court ordered the formulation of committee to study the situation of the cave. Based on a report presented by the committee, the high court demanded the land within 100 meter of the cave earmarked to be cleared of illegal buildings.	-Integrated approach. In the partnership with City Alliance (international agency) as well as technical and financial cooperation with different local agencies and CURE (NGO), supported District Urban Development Agency (DUDA) to prepare an inclusive Citywide Slum Upgrading Plan for Agra (CSUP) and get the national fund of RAY.	-Integrated approach. The program serves an interaction model for different levels of governments, in parallel with the involvement of local communities and institutions.

National and Local Governments' role	-National authority represented in the High Court laid down conservation regulation, regardless of the slum dwellings in the cave's surroundings -ASI Mumbai as a local authority had the responsibility to upgrade slums.	-The Indian government initiated a national governmental fund program Rajiv Awas Yojana (RAY), which aimed to create sustainable housing for poor slum households. -The local authority represented in DUDA developed the CSUP in the cooperation with CURE to get RAY fund.	-The Brazilian government initiated 21 programs with integrated action carried out by the local government. Localities started to identify main problems of downtown areas, through open workshops carried out by community representatives and technical staff .Further workshops were held in order to identify acts, objectives, implementation plans and strategies, according to actors involved and resources available.
Integrate Heritage conservation	The government focused on conservation of the cave regardless of the surrounding fabric and vice verse, Heritage conservation was not part of the local development plans.	-Integrated, as the area defined to implement the project TTZ is chosen because of its heritage value. The proposal invented solutions considering urban conservation and slum development	-Heritage conservation has been involved within the main objective of the program. -The idea was to initiate culture events in the Fair and to enhance economic development as well as preserve physical urban fabric by maintaining antique stores.
Community participation	The community was not involved within the process.	TZT was developed in cooperation with the community, which was involved starting from identifying priorities to listing possible solutions for issues highlighted. CBOs worked with CURE and DUDA on the project.	Community was involved within the process starting from diagnosis phase to identify main objective and further in design and implementation phases and finally in the execution of the project by forming a local association created by storeowners and exhibiters.
Partnerships with NGOs, private sector	No partnerships were took place in the process.	The proposed strategy has been developed in partnerships with City Alliance (International association), CURA (Local NGO) and DUDA (local governmental institution).	-At local level: City hall in the cooperation with culture centers had the responsibility to organize many culture events. -After one year of implementation, local association which is responsible to execute the project started to attract the Private sector.

Spatial activities	-Demolition of illegal houses and displacement of their dwellers. -No economic activities were created.	The development plan introduced an initiative developed by CURE to establishing heritage trail to connect lesser-known monuments in the area. This trail aimed to conserve heritage resources and foster its economic growth.	-Enhance the economic activities of the Fair and especially the antique stores. -Introduce music and dance events in the Fair and the square near by it. -The local government acted as a facilitator by improving road paving, closing it to traffic on Saturdays and allowing storeowners to display their products in the street. City Hall initiated culture events and dance performances in the Fair to attract outsiders.
Financial support	The Indian government and ASI Mumbai.	RAY fund, local agencies and the private sector.	The Brazilian government and the local government, which organized events for free. After the implementation, a local association in cooperation with the private sector had the responsibility to fund the project.
Execution of the project	The Indian government and ASI Mumbai.	CURE and DUDA in the cooperation with six CBOs.	The project was self-managed through local association, which created by storeowners and exhibitors.
Final outcome	In 2006, the houses located directly to top of the cave were demolished. In August 2007, the high court ordered appropriate upgrading of slum dwellers surrounding the cave. Since then, ASI Mumbai identifies 750 structures within the prohibited 100 meter zone. Up to this moment, no negotiations have taken place.	-Fostering economic activities in the area and preserving tangible and intangible heritage. -Improve the quality of life for slum areas in TTZ. -Formation of six community based organization (CBOs).	The program achieved its objective, after one year of the implementation. “Caminho dos Antiquarios” is now an important destination on the cultural map of the city. Additionally, the project is self-managed through the local association.

Table 3-1 Cross case studies analyses MATRIX (Source: Author)

Chapter four
The gap between heritage conservation and local development in Egypt

Examination of the history of the gap and the administrative system that manages the Egyptian urban context nowadays

This chapter aims at studying the gap between heritage conservation and local development in Egypt by exploring the history of the gap and further examining the Egyptian administrative system that manages archaeological sites and deteriorated areas in juxtaposed contexts nowadays. Firstly, the research traces the gap through the modern history of Egypt from the second half of the nineteenth century, and discusses the discourse between conservation and development aiming to understand the evolution of their trajectories in Egypt. Secondly, the chapter contains an examination of the administrative system of Egypt including a deep discussion about laws and regulations in relation to urban management and heritage conservation on the national, regional and local levels as well as different governmental entities that manage the Egyptian urban context. The main aim of this part is not to draw an exhaustive picture of the administrative system, but rather to highlight shortcomings that cause the gap by examining the level of compatibility and integration between decision-making mechanisms and policies applied for both practices. Analyses are supported by a number of case studies in Egypt that help to further investigate the current situation on the ground. Critical analyses are dedicated to studying ElMatarya and Al-Darb Al-Ahmar, case stuies in Cairo, the study analyzes former strategies applied and discusses future strategies proposed. Lastly, the research examines applicability of the key factors of success -that have been identified in section 3.4- in the Egyptian context. The results of this chapter will help to develop a properly integrated strategy for the Egyptian context in chapter six.

4.1 Historical examination of the gap between heritage conservation and local development in Egypt

In order to understand the Egyptian administrative system that manage archaeological sites and deteriorated areas in juxtaposed contexts nowadays, it is essential to examine history of the gap between heritage conservation and local development. This section provides an overall background of the history of this gap through Egypt's modern history starting from the second half of the nineteenth century, when Egypt experienced a great urban expansion as a result of economic and social transformations, led by Khedive Isma'il (1863-1879). Isma'il was inspired by Haussmann's work, and decided to transform Cairo into 'Paris on the Nile' (Arnaud, 1993). Consequently, Ali Mubarak, the minister of public works led major urban projects that had same features mimicked Haussmann' Paris such as major axes, straight and wide streets, and in the process, a great number of old buildings was either destroyed or appropriated (See figure 4-1) (Sanders, 2008). Following the British occupation in 1882, Egypt witnessed a great industrial boom that peaked from 1890 till the end of the century. Industrialization had a great impact on the built environment, which witnessed the destruction of a considerable number of old buildings (Ibrahim, 2009).

In response to that, the notion of conservation emerged in Egypt in 1881, when Khedive Tawfiq ordered the founding of the '*Comité de Conservation des Monuments de l'Art Arabe*', aiming to preserve Islamic monuments in Egypt. Due to its limited budget, the Comité dedicated its efforts to surveying and documenting individual monuments. The Comité recorded monuments suitable for preservation, and documented their current status using photographs and drawings (Sanders, 2008). Ibrahim (2009) argues that the ideological backgrounds and practices of both the Comité and Ali Mubarak were the real start of the discourse between conservation and development that is still continuing up to this moment in Egypt. As such, Egypt witnessed two parallel movements during its modern history; the first is conservation that focused on documenting individual buildings ignoring their surrounding urban fabric, the second is the overwhelming desire of development, which focused on the modernization of cities regardless of individual monuments or historic urban fabric.

The Comité continued its activities till the revolution of 1952, similar to many revolutionary movements at that period, the Egyptian revolution had aspirations of development and modernity (Ibrahim, 2009). The new regime paid little attention to conservation, consequently, activities of the Comité ceased. The major-

Figure 4-1: Haussmannization of Cairo starting from the regime of Khedive Isma'il (1863-1879). Paris city at the top left side, the city of Cairo at right side and bottom left side (Source: unknown)

ity of available state resources were directed to build factories and economic residential projects for law and middle emerging classes (Ibrahim, 2009). This trend continued to increase till the sixties, planners overlooked the significance of historic fabrics, and dedicated their efforts to innovating smart plans for land use and traffic problems. Their plans entailed the demolition of some heritage resources (Abada, 2000).

In 1971 the Comité was renamed the Egyptian Antiquities Organization (EAO), and in 1994 it became the 'Supreme Council of Antiquities SCA', under the ministry of culture (Ibrahim, 2009), and finally after the revolution of 2011, the prime minister decided to convert the SCA into an independent ministry of Antiquities. During the last three decades of the twentieth century, the majority of monuments in Egyptian cities became surrounded by informal settlements and unplanned areas as a result of the population explosion and rapid urbani-

zation. Nowadays, the Egyptian context is full of areas where archeological sites and deteriorated areas are juxtaposed, i.e. The Great pyramids of Giza, Aslam ElSelhdar mosque in Al-Darb Al-Ahmar district, and 15th-century mausoleums in the Manshiet Nasser slum (See figures 4-2, 4-3 & 4-4). Modernization plans carried out by consecutive regimes, in addition to market forces and social transformations radically changed the original fabric of Egyptian cities while ignoring their heritage resources. As a result, the division between conservation practices and those of development still remains.

Figure 4-2: Photographs of Aslam ElSelhdar mosque in Al-Darb Al-Ahmar district from 1882 to 2013 (Source: unknown)

Figure 4-3: Badly damaged 15th-century mausoleums are now surrounded by growing piles of trash in the Manshiet Nasser slum. Illegal high rise buildings appear in the background (source: Jones, 2014)

Figure 4-4: Photograph of the Great Pyramids of Giza from the surrounding informal settlement Nazlet Al-Seman (Source: unknown)

4.2 Analyses of the Egyptian administrative system nowadays

The process of urban management seems complicated when it comes to the urban fabric of archeological sites and deteriorated dwellings in juxtaposed context. In Egypt, the complexity is not limited to the physical fabric, but extends to the administration system that manages it. This section aims at investigating the Egyptian adminstrative system nowadays in regard to conservation and development policies, analyzing the system at different governmental levels, and studying legal frameworks that govern the urban complex of Egypt. Furthermore, it illustrates roles played by national and local governments, and presents a number of crucial questions such as, who decides to develop at the local level? Who lays down laws and regulations? Is there coordination between different authorities? Is community participation considered in decision making? What is the role of NGOs in such interventions? What are the different financial resources available for such projects? In the following sections, detailed description of the whole system is provided according to laws 119/2008, 43/1979, and 117/1983 (see figure 4-5).

The hierarchy of the administrative system in Egypt at the national level consists of the president, the prime minister, the different ministries and then their correspondent councils and authorities. The president appoints the Prime Minister, who in turn heads and appoints the cabinet ministers. The Prime minister heads the 'Council of Ministers and Governors' which convene regularly to discuss and set the general policy of the state, lay down policies, and propose mechanisms of implementation at different levels. The different ministries act through their administrative arms to fulfill their responsibilities. Additionally, each ministry is represented at the local level by autonomous directorates in charge of governorate-level services. Furthermore, the Prime minister chairs a number of supreme councils and facilities such as the Informal Settlements Development Facility (ISDF), which is also represented at the local level (See table 4-1).

The coordination between the ministries and the governorates is managed by the 'High council of Local administration', which is headed by the prime minister and consists of the minister of local administration, governors, members of local councils and ministers. It convenes only with the members concerned with the issue under discussion. This council aims to enhance the coordination and resolve the conflicts between different authorities, set rules and propose laws that affect the local community as well as support and develop the local administration system. Moreover, the ministers of local administration and planning have the responsibility of coordinating between the different national and local authorities.

On the local level, the president directly appoints the governor, who answers to the prime minister and is the key person in the local system as he has the same power as that of a minister, and has the presidential power at the local level. At the regional level, the 'High council for regional planning', composed of governors of the region, heads of regional planning authority, members of local councils and ministries' representatives, aims to coordinate between governorates of the region, and determine priorities in reference to available budgets as well as propose development projects for the whole region.

The governor has the responsibility to run the governorate according to general state policies, he oversees the application of these policies among different local authorities, and supervises the presidents of urban districts. The governor also heads the Council of Functionaries, which consists of the secretary general of the governorate, the presidents of the districts, members of the local district council, and heads of directorates. The council puts administrative and financial plans of the governorate, lays down regulations at local level, and prepares local plans relying on recommendations of members of local district councils and Popular Local Councils (PLCs). The council further aims to support the cooperation between local entities to serve the local community. The governor integrates recommendations of members of PLCs and local councils as well as proposals of different directorates with the strategic plan of the governorate and sends it to the minister of local administration, who in turn reports it to higher national entities such as, the Ministers Cabinet to get approval.

Local districts administrations are responsible for putting administrative and financial plans for the district. Additionally they oversee the implementation of rules and regulations laid down by formal entities. In cooperation with different directorates, local districts overseeing the implementation, approve and authenticate projects proposed by the directorates. Moreover, following up the application of policies and strategies laid out by national and local authorities falls under the responsibility of the 'local district council' which represents community inhabitants, conveys their needs to the governor. The elected PLC manages the same responsibilities of the local district council but at the district level.

In the following section, an examination of the Egyptian administrative system in provided based on analyses discussed above. It examines relationships between different stakeholders in the system as well as discusses different laws, regulation and decision making mechanisms applied for conservation and development aiming to examine the level of integration between both practices and highlight shortcomings that cause the gap between them in Egypt.

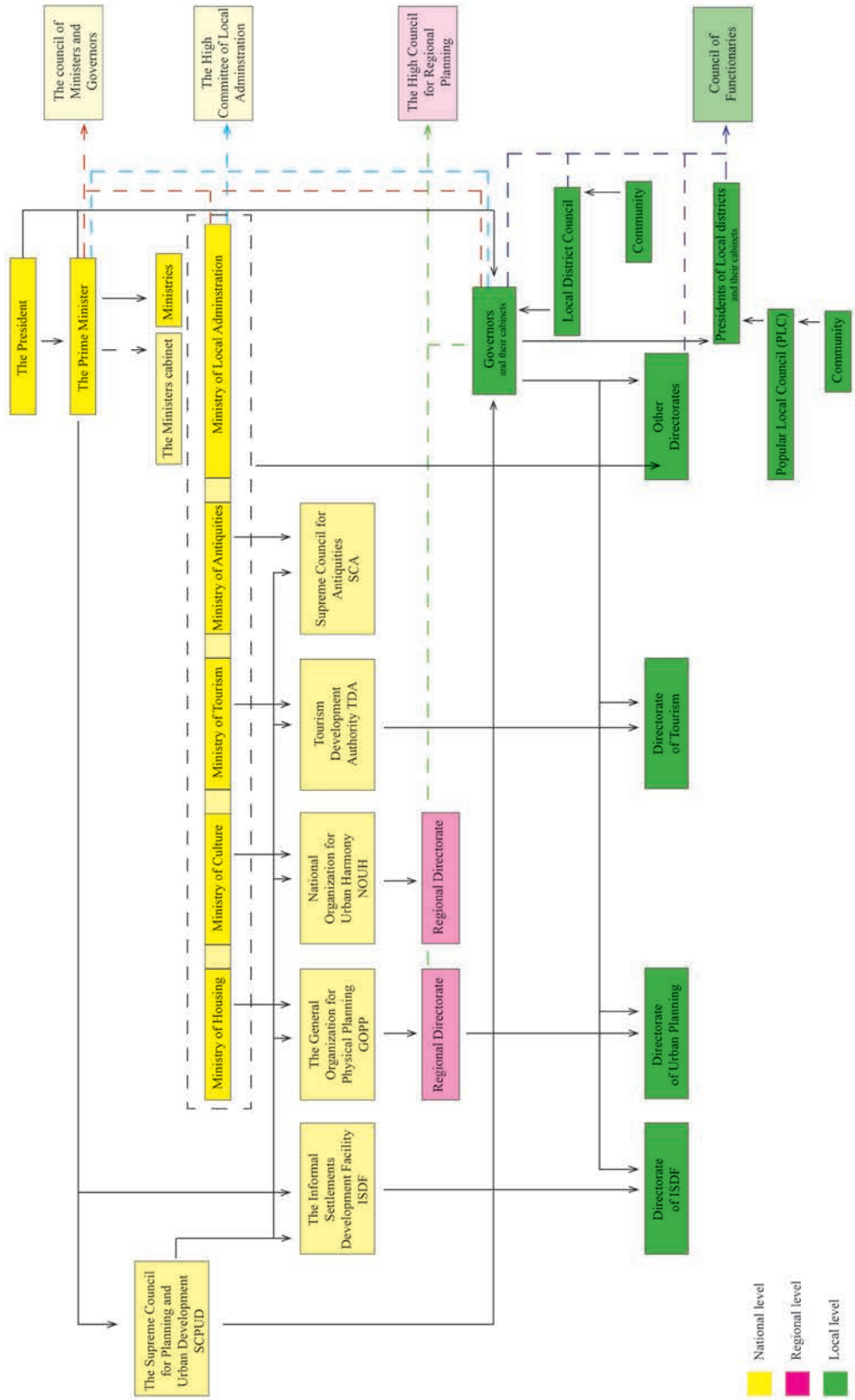

Figure 4-5: gives an overview picture of national, regional and local administration systems in Egypt and shows authorities responsible in charge of heritage conservation and local development (source: Author).

Authority	Abbreviation	Affiliation	Mission	Notes
The Supreme Council for Planning and Urban Development	SCPUD	The Prime Minister	-Endorse main goals and policies of planning and urban development at the national level. -Coordinate between all ministries and authorities in this field and empowers different stakeholders to positively participate in development processes. -It plays a key role as a consultant to approve or amend laws related to its responsibilities. -Set rules and regulation regarding buildings and urban fabric taking into consideration suggestions of different entities such as GOPP, NOUH, SCA and The Public Authority for Touristic development. Afterwards, the council sends general rules and regulations to all ministries and governorates to be applied at different levels.	Chaired by the Prime Minister and consisting of ministers in charge of planning and urban development, heads of local administrative units, heads of the ISDF, the GOPP and the NOUH as well as ten experts in the field.
The Informal Settlements Development Facility	ISDF	The Prime Minister	-The main objective of the ISDF is to determine and categorize slum areas in Egypt and propose suitable approaches to develop these areas, especially unsafe areas, and provide them with basic amenities such as water, electricity and sewage. -Put the general policy of slums development, and cooperate with different ministries and local authorities, which in turn provide it with information needed to hit its objective. - Responsible for encouraging local community and the private sector to support and participate in development processes.	-The ISDF is represented by directorates in each governorate. - In 2008, the Egyptian president issued a decree number 305 to establish the Informal Settlements Development facility ISDF which answers directly to the Prime Minister. The decision 305/2008 assigned an independent budget for ISDF from the central government.
The General Organization for Physical Planning	GOPP	The Ministry of Housing	-Propose main policies, elaborate study analyses, set urban fabric regulations , and prepare drawings for planning and urban development projects at the national, regional and local levels including unplanned areas, re-planned areas and areas of unique significance. -Set special rules for areas of unique significance, such as archeological sites, aiming to preserve them. -Revise and approve projects and detailed plans, which prepared by directorates of urban planning in different governorates. -GOPP directorates prepare detailed plans and projects in the cooperation with different stakeholders such as local authorities, local community and technical support of consultant offices and experts.	-The GOPP is represented by directorates in each governorate.

National Organization for Urban Harmony	NOUH	The Ministry of Culture	-The organization is concerned with the works which fulfill the aesthetic values of buildings' exterior, urban spaces and archeological sites (urban and archeological spaces) and set the foundations of the visual fabric and the architectural and urban style of all urban areas of the nation while preserving natural elements and sites. -The organization has the responsibly to propose the general policy of urban harmony and to prepare plans, detailed programs and study analyses in cooperation with different authorities to get the final approval from SCPUD.	In 2001, the Egyptian president issued a decree number 37 to establish the National organization for Urban Harmony which answers directly to the minister of culture.
Tourism Development Authority	TDA	The Ministry of Tourism	-Prepare detailed plans for touristic areas. - In cooperation with the ministry of Tourism represented in the directorate of tourism, governorates determine touristic places and provide support the touristic sector and supervise archaeological sites by raising awareness of citizens, supporting local products, and establishing information centers to serve tourists.	
Supreme Council for Antiquities	SCA	Ministry of Antiquities	-The principal mission is to protect and promote the cultural heritage of Egypt, both independently and in cooperation with national and international organizations. To achieve its goals, it formulates and implements all policies concerned with antiquities; issues guidelines and permits for the excavation, restoration, conservation, documentation, and study of sites and monuments. -the SCA has the authority to supervise all monuments in Egypt as well as determine and approve –according to general regulations laid down by the SCPUD- different activities 'cultural, entertainment or commercial' and constructions 'buildings or landscape' inside monument borders and areas surrounding monuments as well. - The SCA is the only authority responsible for maintaining and preserving monuments in Egypt. It gives permits to local and international organization to work under its supervision. -In cooperation with governors, the minister of antiques has the power to remove any encroachments in monuments borders. Local authorities have the responsibility to execute the demolition decision.	

Table 4-1: Authorities in charge of urban development and heritage conservation according to Egyptian laws (source: Author).

4.3 Examination of the Egyptian administrative system in regard to heritage conservation and local development: Areas of inefficiency in the system

4.3.1 Multiple authorities and lack of coordination

The local administrative system in Egypt causes several conflicts and entails multiple authorities. For example, concerning archeological sites and deteriorated areas in juxtaposed contexts, a long list of governmental authorities and organizations are involved in the development of such areas. At the national level, the list includes national organizations, the SCPUD and the ISDF, ministries of Housing, Antiquities, Culture, and Tourism represented by their operational arms; the GOPP, the SCA, the NOUH and the TDA, and at the local level, it includes governorates represented by local districts as well as different directorates in charge of governorate-level services.

According to the law of monuments protection 117/1983, monuments, archaeological sites and historical buildings should be considered in all strategic plans of cities and districts. The SCA has to give its feedback and comments on the new plans to the responsible planning authorities such as the GOPP and the NOUH. Furthermore, the SCPUD, based on a proposal presented by the minister of antiquities, sets special regulations for areas of unique significance (see table 4-2), to protect the monuments within their borders and their surrounding urban fabric as well as preserve their aesthetics. Thus, four organizations, the GOPP, the SCA, the NOUH and the TDA are responsible for setting the regulations regarding buildings and urban fabric in such areas (see table 4-1). The SCPUD is supposed to reconcile these regulations and create a new set of general rules to be applied at the different administrative levels (Law 119/2008). However, the SCPUD's reconciliation attempts rarely succeed and these general rules are almost never implemented (Ben-Néfissa, 2009). Thus, umbrella organizations in charge of national, regional and local urban such as the SCPUD and the GOPP have the power to generate proposals and set regulations but do not coordinate between them and do not have the power to implement them.

Similarly, while the GOPP is responsible for proposing projects relating to the urban realm in general including unsafe areas, unplanned areas and re-planning areas (see table 4-2), the ISDF, which has an autonomous budget directly from the Ministers Cabinet, is concerned with the development of informal set-

Term	Law	Definition
Unplanned areas	119/2008	Areas established illegally against housing and urban regulations. Based on the suggestion of the governorate, the Supreme Council for Planning and Urban Development takes these areas into consideration in the strategic plans as well as the detailed plans. These areas' most urgent needs and priorities are determined by the directorate of urban planning in cooperation with the different stakeholders.
Re-planning areas	119/2008	Highly dense areas that lack basic amenities such as water and electricity, additionally all or the majority of their dwellings are deteriorated. These areas take priority within the strategic plans of governorates, which approach it either by full or partial displacement and rehabilitation Plans.
Strategic plan of the governorate	119/2008	A general plan which includes main goals, policies, and development programs of the governorate within the general plan of the whole region indicating unplanned areas, re-planning areas, touristic areas and areas of unique significance. It further shows implementation mechanisms as well as indicates the roles of different authorities and local entities in the implementation stages.
Areas of a unique significance	119/2008	-Areas which have significant urban, architectural, historical, heritage or natural elements and features, and need holistic and integrated approaches to be developed and preserved. The national organization for urban harmony is the responsible entity for outlining these areas and setting foundations to preserve it. -According to the law 119/2008, construction and demolition processes in these areas and their urban fabric should be approved by the organization and the Supreme Council for Planning and Urban Development.
Monument borders	117/1983	A designated area surrounding the monument which aims to protect it and preserve its aesthetics. According to the law, this area is considered part of the monument.

Table 4-2: Important terms regarding urban development and heritage conservation, which are defined according to the Egyptian laws 119/2008 and 117/1983 (source: Author).

tlements. The responsibility of developing informal settlements is obscure, as reported in an interview with Abo-Emira (2014) head of urban planning directorate in Alexandria governorate, the coordination between the urban planning directorate and the ISDF directorate is weak, she emphasized, each directorate works in its isolated island.

At the local level, each entity reports to and gets approval from a different authority. Furthermore, central authorities represented in different directorates in charge of governorate-level services, are autonomous organizations. Although, according to local system law 43/1979, directorates come under the governor's supervision and their respective ministries' guardianship, they have independent authority, administratively and financially, for executing their projects. It is worth noting that some ministries do not have directorates at the local level such as the ministry of Antiquities (Interview: Shaat 2014; Interview: Abo-Emira 2014). The rules governing this system are obscure and conflicting, contradictory frameworks impede the work of different authorities and prevent them from accomplishing their tasks and responsibilities, which are rarely clearly outlined. This complicates the situation more and makes it difficult to determine which governmental entities are responsible to solve local problems, furthermore, it prevents national and local entities from carrying out an integrated approach as a result of the conflicting responsibilities and complexity of financial management. In this way, local authorities are more likely to interfere with than complement the execution of integrated approaches in the city (Ben-Néfissa, 2009).

The problem of multiple authorities also causes conflicts regarding ownership. Khalil Shaat (Interview: 2014), Cairo governor advisor, contract administrator and senior policy advisor at GIZ, mentioned Ezbet Khyrallah as one of the most prominent examples in this regard. In 1974, a presidential decree was made to entrust the 450 acres in Ezbet Khyrallah to a governmental construction company to build a residential compound. The area has potentials as it is located on the top of a hill with a magnificent view on Pyramids, the Nile, large gardens and old Cairo. Once the company started its activities on site, the SCA filed a suit on behalf of monuments in the area (see figure 4-6), according to the law 117/1983, the ministry of antiquities owns monuments and the area within their borders. As a result, a legal dispute has been ongoing ever since about the ownership of the area, consequently, the construction was stopped. As a result of rapid urbanization in the city, the area is now an informal settlement, with 750 thousand inhabitants and no public services, and the monuments are still suffering from deterioration (see figure 4-7). Administratively, the development of the area falls

under the responsibility of three local districts which further complicates the situation making it difficult to achieve an integrated strategy (see figure 4-8). “The ministry of antiquities is a weak ministry, it had the authority to stop the project, but it did not have the ability to protect the monuments in the area. This scenario is repeated everywhere in Egypt” (Interview: Shaat 2014).

As for the coordination between national and local entities, it falls under the responsibility of the minister of local administration, who rarely manages this process successfully (Ben-Néfissa, 2009). This lack of coordination extends to the high council of local administration, which, according to the law 43/1979, should convene at least once a year, but its members did not meet at all in 2004 (Ben-Néfissa, 2009). At the local level, the governor is rarely successful in coordinating between local districts, directorates and PLCs. According to the local system, local districts are responsible for the coordination between different authorities to guarantee the implementation of the project, but in reality, nothing is happening. “On the ground nothing is happening, coordination between local district and other local authorities is missing” (interview: Darwish 2014).

As reported in interviews with Ahmed Fawzy (Interview 2014) head of El-Matarya local district Cairo, Assem Hanafy (Interview 2014) professor in Alexandria University, Ahmed Mostafa (Interview 2014), co-founder of Save Alex initiative, and Shaat (Interview 2014), multiple authorities become involved in such development projects, thus resulting in ownership and administrative conflicts. All interviewees agreed that presidential decrees are the only available solution with the political power to resolve such conflicts. Hanafy (Interview 2014) added, financial and implementation problems are also easily solved if a political will is recognized.

Figure 4-6: Deterioration conditions of monuments in Ezbet Khyrallah. Establ Antar (Left), and Sabaa Banat (Right) (Source: Tadamun, 2013).

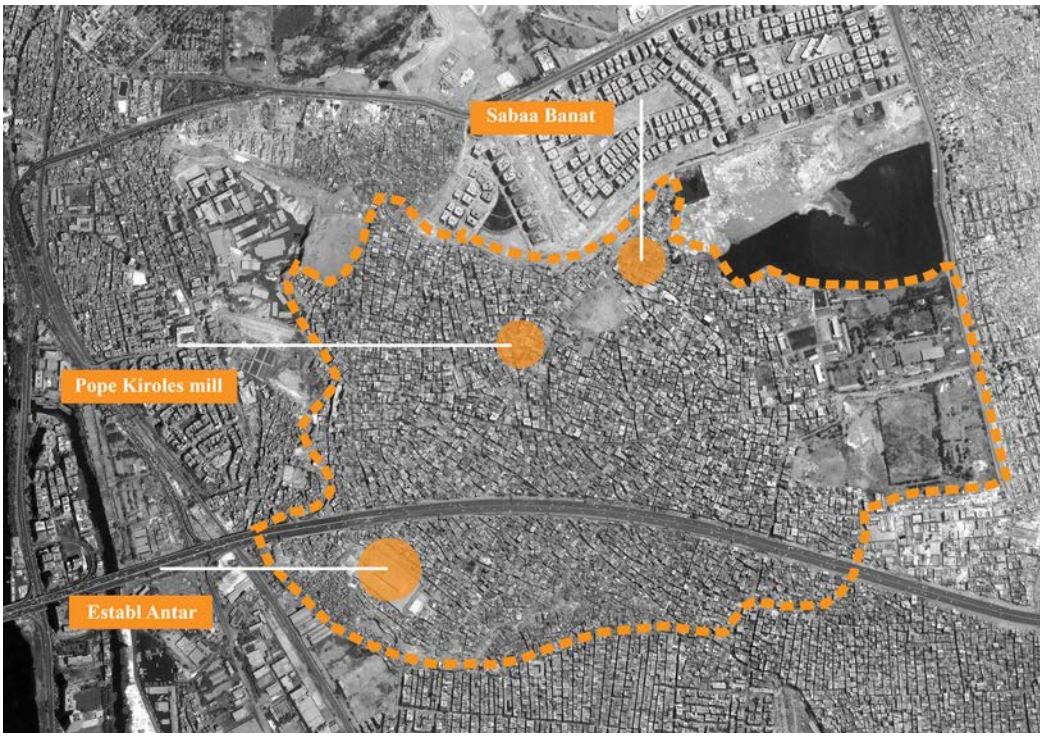

Figure 4-7: The three monuments Sabaa Banat, Establ Antar, and Pope Kiroles's mill within the urban fabric of Ezbet Khyrallah (Source: Tadamun, 2013)

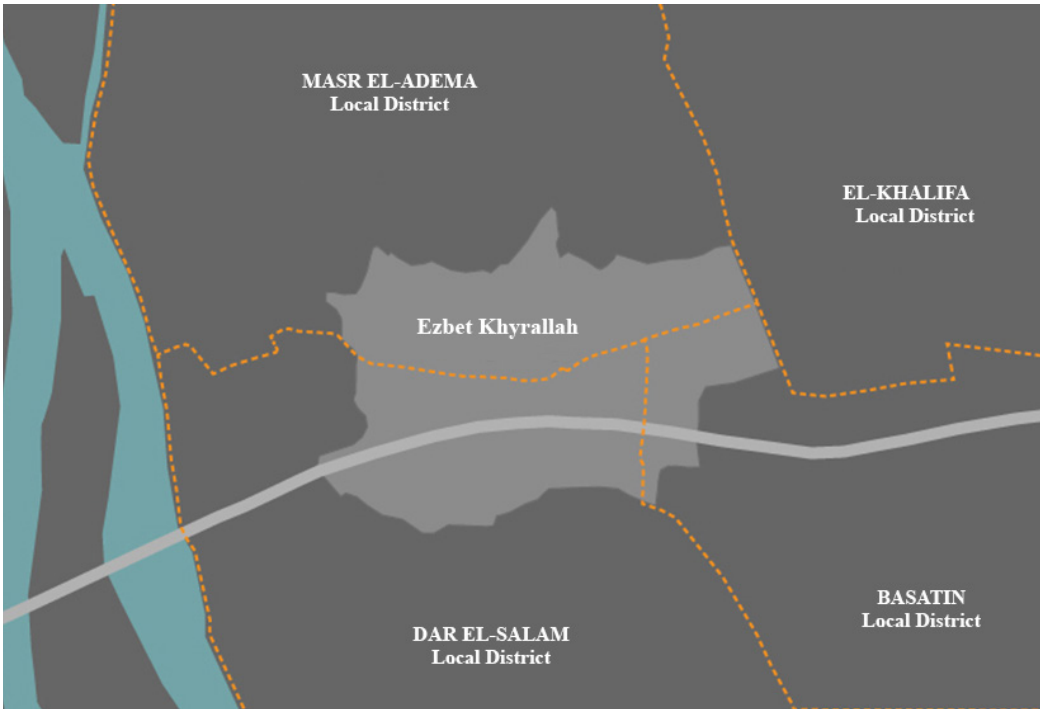

Figure 4-8: Ezbet Khyrallah location in the intersection of the three districts of Dar El-Salam, Basatin, and El-Khalifa (Source: Tadamun, 2013)

4.3.2 Extreme centralization, administrative and financial management

At the local level, decision making mechanisms are characterized by extreme centralization. The governor, as the key factor in this system, has the absolute authority to decide which projects to be conducted to higher formal levels. For example, the GOPP prepares a plan for the district taking into consideration the needs of local districts and the strategic plan of governorate, and sends it to the urban planning directorate to prepare detailed plans for the project and presents it in a feedback session including citizens, PLC members and public authorities. Afterwards, the directorate reports it to the general secretary of governorate, who in turn presents it to the council of functionaries to discuss the project and vote on it. In case of approval, the urban planning directorate prepares a final proposal and presents it to the governor to authenticate it and send it to national authorities. Regional center of GOPP revise project and report it to the GOPP to get the final approval from the SCPUD. Finally the supreme council sends the final project to the governorate for implementation. It is worth noting that, due to the lack of skilled personnel, law 119/2008 allows different national and local entities to appoint experts and consultant offices to help them accomplish their missions. This procedure applies to all development projects at the local level (law 43/1979). According to the law 43/1979, to change or amend any part of a project, the whole process should be revisited. In this complex system, the opportunity of developing an integrated strategy is rare. Decision-making mechanisms are centralized as they basically depend on the governor, who usually makes sure his decisions respect the general policy of the state. “Local governments only focus on projects that have a direct influence on public opinion” (Interview: Hanafy 2014).

Centralization is also present in the financial management of the administration system of Egypt. According to law 43/1979, the minister of local administration is responsible for distributing the budget and the different financial resources into governorates. Moreover, according to law 43/1979, grants and donations from national and international entities should be accepted by the Prime Minister. More than 70% of financial resources of governorates come from the national budget (Ben-Néfissa, 2009). For example, the budget required for maintaining electricity cables in a district comes from the ministry of electricity. Furthermore, the returns of a project on the local level go to the corresponding national authority, which in turn allocates it as it sees fit, which is not necessarily to the same

project or the same district. So for example, the returns of a certain monument go to the ministry of antiquities, who could then allocate it to develop a different monument in a different city or district.

Governorates are only responsible for covering services that do not belong to directorates such as solid waste collection, street paving, organizing festivals and sports events as well as establishing public markets and local exhibitions. Any extra funds needed for a project at the local level should be approved by the central government. Generally, the Egyptian government lacks the necessary funds to cover all areas of development. In the last few years, in response, the central government asked governors to enable and support the Egyptian private sector and local organizations to take over different areas of development that the state cannot cover (Ben-Néfissa, 2009). To summarize, financial procedures take a long time and in the end, governorates usually obtain only part of the fund required depending on the political support for the project (Interview: Shaat 2014). Decisions regarding the management of financial resources come from the top down (Ben-Néfissa, 2009). As a result, local authorities do not have the power to formulate budgets or propose strategies.

4.3.3 Inefficient community participation

In 2005, a survey done by the information and decision support center, reported that fifty two percent of the members of PLCs, were absent during the year. It is rare, especially in cities like Cairo and Alexandria, to find a citizen who knows the name of the district administrator in his neighborhood. The local councils are relatively weak entities in the administrative system. For example, in 2000, the Egyptian national parliament accepted 6,344 out of 66.979 recommendations made by PLCs in all of Egypt, the rest were rejected due to either voting or lack of funds (Ben-Néfissa, 2009). Many scholars argue that absence of real participation in Egypt is a joint responsibility between centralized government and weak civil organizations, which lack the necessary skills and awareness to communicate their needs.

Ben Nefissa (2009) argues that the Egyptian government refuses to empower citizen participation, thus resulting in a complex trend toward informal decentralization. NGOs and youth initiatives are taking over roles either ignored or previously fulfilled by the state. As a result, these local bodies have gained a new power on the ground that enables them to intervene in public decisions. These organizations take the role of PLCs, which lack the power to communicate the

needs of the inhabitants. It is worth noting that both PLCs activities ceased after the revolution in 2011(Interview: Shaat 2014) Quite generally, NGOs in middle and upper social strata districts focus on environmental issues and recently on heritage protection. In poor districts, they try to provide urgent basic amenities such as healthcare, shelter and education (Ben Nefissa, 2009).

Informal decentralization organizations are more likely to be overlooked or rejected by the state as they do not fall under regulations of the formal framework of civil society. From the state's point of view, these organizations, despite the fact that they supposedly represent a nongovernmental entity, need formal recognition, hence, they are domesticated by the governmental system (Ibrahim, 2009). As reported in an interview with Ahmed Mostafa (Interview 2014), co-founder of the Save Alex initiative, which is concerned with protecting heritage in Alexandria, the legalization of any NGO converts it to a governmental entity; consequently, it has to adhere to the rules of the local administration system that would limit its effects and impede its activities. As such, Save Alex has decided to remain an informal entity to avoid any restricting rules, which would in turn weaken its power. Mostafa (Interview 2014) stated "Being an informal entity offers more freedom than being a legalized entity".

In order to bring about a better understanding of analyses discussed above, the following section contains critical analyses of the case study of ElMatarya, Cairo aiming to show the impact of shortcomings of the system on urban contexts on the ground. The section includes analyses of former strategies that have been undertaken and future strategies proposed to develop the area.

4.4 Case study: ElMatarya, Cairo

El-Matarya district, the eastern part Cairo is one example of many complicated fabrics in Egypt where archeological sites and deteriorated areas are juxtaposed. El-Matarya is one of the densest settlements in the city, like the majority of deteriorated areas in Cairo, El-Matarya settlements are a mixture of unsafe and unplanned areas which lack basic services (Interview: Shaat 2014). Deteriorated dwellings of El-Matarya are dotted a variety of Pharaonic and Coptic monuments such as the old Heliopolis city, the tree of the Virgin Mary and the archaeological site of Sesostris obelisk, which is considered one of the most important Pharaonic archaeological sites in Cairo as it contains ruins of Heliopolis temple, which was the central temple of all Egyptian priests date back to 1908-1875 BCE (GOPP, 2012). The area of 54 acres surrounding the obelisk witnesses an excavation pro-

ject carried out by the German archaeological institute in cooperation with the ministry of antiquities.

As reported in an interview with Heba Abouelfadl (Interview 2014), an expert who worked in ElMatarya development project prepared by the GOPP, the SCA attempted to conserve the Sesostris obelisk and other archeological sites but the conservation projects focused on the technical maintenance of the monuments and ignored their surroundings. Up to this moment, the obelisk is not accessible by visitors due to the deteriorated state of its surroundings. Monuments have been fenced for additional protection from their outer context (see figure 4-9). Local inhabitants, who need more space to live, have frequently attempted to occupy the land of 54 acres. In their last attempt, following the revolution of 25th January, military forces prevented them from occupying the land. It was clear that El-Matarya needs an integrated strategy to overcome its prominent challenges.

For a long time, El-Matarya remained on the top of the list of priorities for Cairo governors. In 2011, based on the area's state and significance, the ISDF directorate in Cairo governorate made a proposal of developing the area and presented it to the governor, who in turn discussed the proposal in the council of functionaries. After the proposal was accepted on the local level, the governor reported it to the high formal authority GOPP to get approval. Based on the proposal and relying on main guidelines of strategic plan of Cairo 2050, a comprehensive strategy and detailed plan were elaborated by GOPP in cooperation with a number of national experts and two experts from the UN-Habitat, which were interested in developing El-Matarya (Interview: Shaat 2014; Interview: Fawzy 2014, Interview: Abouelfadl 2014).

It was agreed among different authorities that El-Matarya needs an integrated approach involving different national and local entities to deal with its complexity, hence, ministries of antiquities and endowments as well as active local entities, community leaders and political activists were involved in the process. Furthermore, a range of site walks and on site interviews with inhabitants were organized to understand the situation on the ground and identify pressing needs of the area. Additionally, negotiations with the Prime minister to dedicate part of European Union EU grants for implementation took place and the GIZ was expected to participate in the implementation phases (Interview: Shaat2014; Interview: Abouelfadl 2014).

The GOPP report addresses a number of general objectives of the project such as fostering economic sector, preserving monuments, developing touristic

activities, improving basic infrastructure, decreasing density, reusing deteriorated buildings, as well as encouraging local entities and the private sector to invest in the area. The report also states that the obelisk and areas in its surroundings represent a main pillar of development for the whole district. A number of challenges were mentioned regarding development of the area such as high rise illegal buildings, which block visual axes for the obelisk, narrow streets that prevent establishing a physical approach for the obelisk, deteriorated areas surrounding the obelisk, complexity in land uses, and the lack of financial resources.

The report figures out potentials available in El-Matarya as follows, the vacant 54 acres surrounding the obelisk, the physical axe that links the obelisk with two archeological sites the tree of the Virgin Mary and old Heliopolis city, the deteriorated dwellings that could be demolished, and plenty of unused commercial buildings. Thus, the GOPP proposed four main areas of development, firstly, to use the 54 acres as a touristic area including commercial and entertainment activities as well as establish a wide physical approaches to the monument, secondly, to develop the trail between the archeological sites in the area (see figure 4-10), thirdly to encourage local handcraft industries and establish bazaars and touristic cafeterias to promote touristic activities in the area, and finally to temporarily evacuate inhabitants of deteriorated settlements as part of a displacement and rehabilitation plan (GOPP, 2012).

Figure 4-9: Sesostris obelisk during conservation process, slum areas appear in the background of the picture (Source: Lambart, 2013)

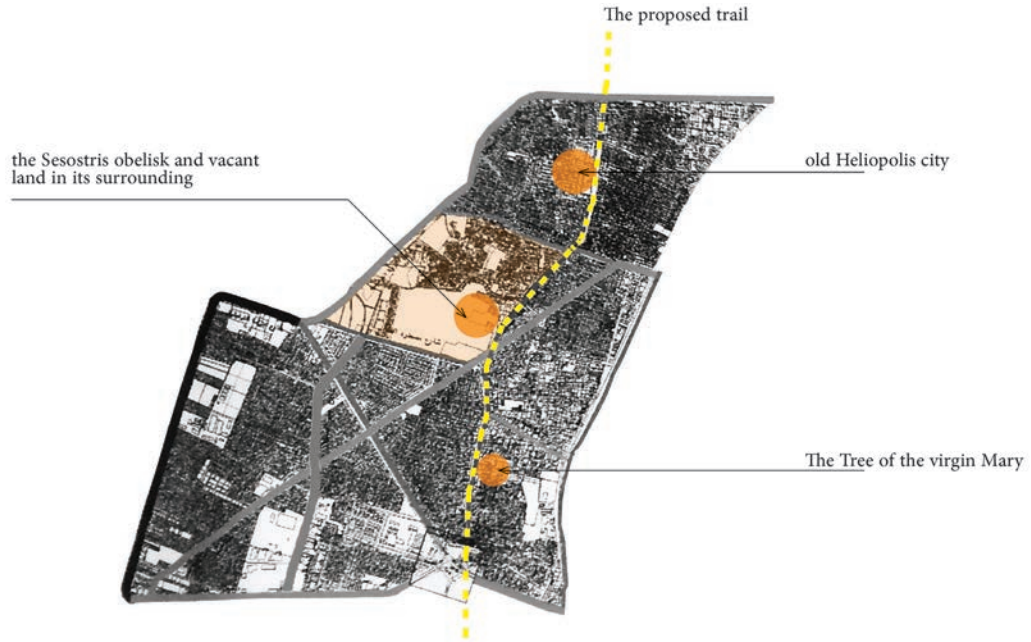

Figure 4-10: The proposed trail, which links the three archeological sites in El-Matarya (Source: Author)

While El-Matarya case study reflects sides of success such as the coordination between different levels of government, community involvement, the cooperation with international agencies, and formal recognition of integrated strategies, it also reflects a number of failures. The ownership conflict on the area of 54 acres surrounding the obelisk is considered the main obstacle in the implementation of the project. The ministry of endowments Awqaf, which owns the land, refuses to relinquish it to the executive bodies. Although intensive negotiations have been ongoing since 2011 to resolve this conflict, nothing changed yet. Abouelfadl (Interview 2014) stated that the representative of the ministry of antiquities was not eligible to make a decision during meetings which negatively affected the negotiations.

Shaat (Interview 2014) and Abouelfadl (Interview 2014) argued that the centralized administrative management is also challenging, on one hand, Cairo governorate had three governors in the last three years, so the administration process had to be revisited with each governor, additionally, that resulted in conflicting decisions made by different governors. On the other hand, coordination with other directorates such as electricity and water supply is still absent. Due to the lack of financial resources, these directorates cannot cope with the project's requirements. Abouelfadl (Interview 2014) added, lack of skilled personnel is one of the most prominent challenges that face local authorities. El-Matarya local district did not have the skilled personal needed to understand the detailed

plans prepared by the GOPP. Furthermore, the GOPP report lacked any implementation mechanisms, and some of its suggestions could be described as ambitious. For example, while the GOPP proposed a wide axe in front of the obelisk, they neglected that there is a building in this proposed axe. The report does not show how to deal with this building on the ground, it also ignores mechanisms of community participation in the development projects.

In the following section, the case study of Al-Darb Al-Ahmar, Cairo is presented in order to show how an integrated strategy could be developed in Egypt. The case study further illustrates how the project team succeeded in overcoming challenges that embedded in the administrative system and achieve sustainable developments.

4.5 Revitalization and conservation of Al-Darb Al-Ahmar district, Cairo, Egypt

In 1984, the Aga Khan attended the international seminar entitled "Architectural transformation in the Islamic world" in Cairo. The seminar focused on discussing the influence of population shifts into Cairo as well as the resultant deteriorations of its historic core and urban settings. During his visit, the Aga Khan offered to build and operate a public park as a gift for Cairo's inhabitants and visitors. His Highness entrusted the 'Aga Khan Trust for Culture' AKTC to finance and develop the park (O'Reilly, 2004). Soon thereafter, a thirty hectare site attached to the historic core of Cairo located on Al-Darassa hills was proposed for the project. The project aimed to improve the quality of urban life and to introduce a platform for viewing the historic Islamic core of Cairo (AKTC, 2010).

The site was owned by Cairo governorate, which made an agreement with the AKTC to define the project scope. The two parties agreed to establish an Egyptian company under the umbrella of the AKTC to moderate the implementation, operations and planning matters concerning the park (O'Reilly, 2004). Furthermore, Cairo governorate acted as a coordinator between the AKTC and the general organization for greater Cairo water supply, which was going to build three large water tanks in the site. Therefore, the AKTC developed a proposal to integrate the water tanks as part of the park design (see figure 4-11) (O'Reilly, 2004).

In 1996, Cairo governorate handed over the site to the AKTC. After the discovery of the historical Ayyubid city wall during early excavations in the site, the AKTC decided to include revitalization of the adjacent Al-Darb Al-Ahmar district in the project (O'Reilly, 2004; Bianca, 2001). Al-Darb Al-Ahmar is a high dense

district of historic Cairo, the district is dotted with sixty-five registered monuments and several hundred historic buildings (see figure 4-12). Although the area has been suffering from poverty, lack of community services and poor infrastructure, it is characterized by a strong social cohesion, historical significance, active community and vitality with many artisans and small enterprises. The area had high potentials of development, additionally, the new park represented a catalyst for development and further enhanced opportunities available for rehabilitation efforts in Al-Darb Al-Ahmar (Bianca, 2001; Siravo, 2004; AKTC, 2010).

The AKTC put an integrated strategy to revitalize Al-Darb Al-Ahmar. In the long term, the strategy aimed at upgrading physical urban settings of the area and developing socioeconomic conditions of the community. Heritage conservation was perceived as an integral part of the strategy that envisioned the area in which a stable residential core is developed and sustained by providing basic infrastructure, community services and economic activities as well as well-maintained monuments and public spaces. Furthermore, the strategy aimed to strengthen local institutions and civic groups hand in hand with physical and socioeconomic development aiming to sustain future actions in the area (Siravo, 2004; AKTC, 2010).

Figure 4-11: An aerial view of the project site shows the topography of the Azhar Park after master grading. The photo also shows one of the three water tanks, being integrated into the emerging new park topography. On the edge of the site is the uncovered Ayyubid city wall. To the right, the Darb al-Ahmar district appears (Source: AKTC, 2012).

The AKTC recognized the main objective of the strategy through the implementation of a series of pilot projects that took advantages of opportunities available in the area. In his article "Urban rehabilitation and community development in Al-Darb Al-Ahmar", Francesco Siravo (2004, p 180), senior project officer, states "These projects offer an opportunity to investigate key conservation and development issues and help identify policies and solutions for physical improvements that can then be applied throughout the district". The proposed pilot projects focused on creating win-win situations between different stakeholders and involving the community of Al-Darb Al-Ahmar (see figure 4-13) (Bianca, 2001; Siravo, 2004). In the following some of these projects are discussed.

Figure 4-12: Darb al-Ahmar is located between the famous al-Azhar mosque (left) and the hills of the Azhar Park, visible in the background (Source: AKTC, 2012).

Figure 4-13: Left: Participatory discussions with local residents and shopkeepers in front of a model of the Tablita Vegetable market, an area to be improved. Right: Women of Darb al-Ahmar meet in the courtyard of the community development office and take notes during a healthcare lecture (Source: AKTC, 2012).

Regarding socioeconomic development, the AKTC established a community development agency called 'Al-Darb Al-Ahmar agency' that mobilized community resources according to challenges, needs and priorities of the district. By establishing this agency, the AKTC aimed to involve residents in decision making processes and to foster self-reliance of Al-Darb Al-Ahmar community, which would have the responsibility for developing the district in the future (Siravo, 2004; AKTC, 2010).

Aiming to foster economic activities, the AKTC connected inhabitants with existing job opportunities in the area. Project staff encouraged inhabitants to apply for employment opportunities in the Egyptian company, which manage the project under the AKTC. Additionally, the project staff recognized that developing handcraft skills and revitalizing traditional crafts are highly relevant to the rehabilitation of Al-Darb Al-Ahmar and further led to long-term job opportunities. With this in mind, the AKTC made agreements with handcraft workshops in the area to train young people, additionally, all restoration projects in Al-Darb Al-Ahmar included training sessions and provided job opportunities for local craftsmen. Siravo (2004, p 181) states "direct apprenticeships on AKTC restoration sites have led to the development of skills and employment prospects for residents of the district". Furthermore, in cooperation with funding partners, the World museum fund, the Egyptian Swiss Fund for development and the Ford Foundation, the AKTC initiated a micro-credit program aiming to engage local inhabitants in economic activities and help them to improve their income (Siravo, 2004; AKTC, 2010).

As for heritage conservation, the Trust obtained a partial disclaimer from the SCA to deactivate demolition orders concerning the traditional houses near the historic wall. The AKTC envisioned the rehabilitation of these houses to allow inhabitants to live and the wall to be maintained within its living urban fabric (Siravo, 2004) (see figure 4-14). Regarding the registered monuments in the area, the AKTC adopted the concept of reusing these monuments to provide public facilities for the community of Al-Darb Al-Ahmar. For example, the mosque and madrasa of Umm al-Sultan Shaaban was redesigned to house community activities within socioeconomic development programs initiated by the AKTC. The redesigned building included offices, classrooms and meeting rooms, additionally, the courtyard was dedicated to be used for open door community events (Siravo, 2004; AKTC, 2010).

The AKTC introduced pilot interventions to upgrade physical settings of the area by improving public open spaces and rehabilitating housing (see fig-

ure 4-15). These interventions aimed to provide better living conditions for local inhabitants to achieve stable neighborhoods, where tenure is secured and monuments are considered and preserved. The private sector was encouraged to provide low-interest loans for inhabitants to emerge private developments including housing units and economic activities in vacant lands and clusters of ruins. The AKTC acted as a coordinator between the two parties and further provided technical assistance programs for low and middle-income households (Siravo, 2004; AKTC, 2010).

In conclusion, pilot projects and action plans carried out in Al-Darb Al-Ahmar prove that many of the key aspects of success that have been identified in chapter three (see section 3.4) could be applied in the Egyptian context only if an integrated strategy is recognized. The case study provides sustainable solutions to overcome the challenge of dealing with archaeological sites and deteriorated areas in juxtaposed contexts. It further provides valuable examples of win-win solution for similar case studies in Egypt. The following section examines applicability of the main factors of success for heritage conservation and local development in the Egyptian context.

Figure 4-14: Improvements of old houses along the historic wall. Left: schematic rendering of existing conditions in Atfet Assad. Right: schematic rendering of the integrated pilot project, showing improved conditions after selective removal of encroachments on top of the wall. Physical and social rehabilitation of housing goes hand in hand with the wall restoration (Source: AKTC, 2012).

Figure 4-15: Examples of deteriorated public open saces in Al-Darb Al-Ahmar (Source: AKTC, 2012).

4.6 Applicability of the key factors of success in the Egyptian context

Aiming to further understand the gap in the Egyptian context, this section examines the applicability of these factors in Egypt. It furher illustrates how these factors could be achieved in the Egyptian context. As the examination of successful case studies in the Global South has shown (See section 3.4), the main key factors of success could be listed as follows; foster coordination among different levels of government, integrate heritage conservation within local development plans, create spatial activities, increase financial resources, establish partnerships with national and international organizations as well as empower community participation and foster cooperation with civil entities and NGOs.

The study is based on the examination of the Egyptian administrative system and analyses of case studies in Cairo that are carried out in the former sections. Results of this section would help determining the factors of success that could be recognized in the Egyptian context and others that need further action plans and interventions in short, middle and long terms to be applied.

Key factors of success	Applicability (Current state, potentials and challenges)	Could be achieved in the Egyptian context through…..
Foster coordination among different levels of government	-As the examination of the Egyptian administrative system has shown, multiple authorities, extreme centralization and lack of coordination between different authorities are main shortcomings that hinder the coordination among different levels of government. As analyses carried out in subsections 4.3.1 and 4.3.2 have shown, presidential decrees and a strong political will are the only available solutions to deal with challenges that have been caused due to the lack of coordination between among the administrative system. -El-Matarya case study shows how the ISDF succeeded to prepare a development plan in the cooperation with the GOPP as well as a number of national and international experts. However, the ownership conflict between the ministry of antiquities and the ministry of endowments still exists. - In Al-Darb Al-Ahmar revitalization project, Cairo governorate acted as a facilitator between the AKTC and the general organization for greater Cairo water supply to integrate the establishment of three large water tanks as part of the park design.	Key stakeholders who foster the coordination either internal (the ISDF-governorates) or external bodies (international agencies).
Integrate heritage conservation within local development plans	-As for integrating heritage conservation within local development plans, multiple authorities, extreme centralization and lack of coordination between different authorities threaten achieving an integrated strategy for both practices. -However, the AKTC carried out a number of pilot projects in Al-Darb Al-Ahmar such as introduce community services and socioeconomic activities within conservation schemes of historical buildings in the area. These pilot interventions reflect opportunities available and potentials to integrate conservation within local development plans and further proof that both practices could work together in an integrated strategy in Egypt.	-Short term: Initiating pilot projects that contain introducing community services and socioeconomic activities within rehabilitation of historical buildings. -Long term: Initiating national fund programs that require local governments to integrate heritage conservation as an integral part in their development plans.
Create spatial activities	-Although many of formal local development plans overlook the improvement of socioeconomic conditions, many pilot projects carried out by international agencies, NGOs and youth initiatives consider socioeconomic patterns as a paramount feature of development at the local level in Egypt. -In El-Matarya, the GOPP proposed to create a touristic trail to connect the monuments and to foster economic conditions through introducing spatial activities along the trail. However, the GOPP report lacked any implementation mechanisms to achieve this objective. Another example, the AKTC aimed at revitalizing traditional crafts in Al-Darb Al-Ahmar through providing training programs, job opportunities and microcredit programs aiming to help local inhabitants to improve their economic conditions and to foster spatial activities in the area.	-Key stakeholders such as NGOs, youth initiatives and international agencies to create micro loans programs and training sessions. -Local governments to foster mechanisms of creating socioeconomic activities and to administratively facilitate activities carried out by key stakeholders.

Establish partnerships with national and international agencies	Analyses of El-Matarya and Al-Darb Al-Ahmar case studies show that the Egyptian context is rich with many international agencies and organizations that are concerned with local development and heritage conservation. These organizations provide technical and financial support and cooperate with different stakeholders to carry out development schemes.	-Fostering the cooperation with existing national and international partners and attracting them to fulfill the most prominent needs of development plans. -Local authorities to facilitate their works with different stakeholders on the ground.
Empower community participation and foster cooperation with civil entities i.e. NGOs	-As analyses carried out in subsection 4.3.3 has shown, the Egyptian government refuses to empower citizen participation, additionally, the state overlook or reject informal decentralization organizations (NGOs and youth initiatives). Furthermore, PLCs are weak entities that do not conduct real needs of the community to higher national entities. Quite generally, formal authorities fail in involving the community within local development projects. However, some pilot projects in the Egyptian context succeeded in involving local inhabitants in decision making processes and all stages of development projects. -In Al-Darb Al-Ahmar, the AKTC established a community development agency that mobilized community resources according to challenges, needs and priorities of the district. Thus, self-reliance of the community would be fostered and residents felt responsible for developing their district.	-Mobilizing inhabitants to manage their districts by establishing community development agencies as a kick-off action in the short term. - In the long term, allocate these agencies and NGOs in the administrative system to have a key role in decision making mechanisms on the local level.
Increase financial resources	-In general, Egypt does not have the necessary funds to cover all areas of development. Furthermore, heritage conservation is perceived as it burdens the national budget and not as a tool of development. Thus, the budget allocated for heritage conservation is limited. -The private sector is encouraged to participate in development schemes and to take over different areas of development that formal authorities cannot cover. For example, in Al-Darb Al-Ahmar case study, the private sector played a key role in securing tenure and foster economic activities when it provided low-interest loans for inhabitants to emerge private developments including housing units as well as private shops and workshops. -Many international agencies participate as funding partners in development and heritage conservation schemes in Egypt i.e. the EU in ElMatarya case study, and the AKTC, the World museum fund, the Egyptian Swiss Fund for development as well as the Ford Foundation in Al-Darb Al-Ahmar revitalization and conservation project.	-National and local governments to encourage the private sector participating in development projects by providing tax exemption and financial incentives. -Attract international funding partners to this area of development (conservation and local development) by showing its importance to the community.

Table 4-3:Examination of applicability of the key factors of success in the Egyptian context (source: Author)

4.7 Conclusion

As the examination of Egypt's modern history has shown, the gap between heritage conservation and local development date back to Khedive Ismail's regime (1863-1879). During their long history starting from Ismail's regime passing by the British occupation in 1882 and the revolution of 1952 down to the end of the twentieth century and beginning of the twenty-first century, the desire of development have been overwhelming compared with conservation practices, which have been only focusing on documenting individual old historical buildings ignoring their surrounding urban fabric. Consequently, a great number of old buildings was destroyed. In the last few decades, rapid urbanization, market forces and social transformations radically changed the urban fabric of Egyptian cities and resulted in the formation of complicated urban contexts, where archaeological sites and deteriorated areas are juxtaposed.

Nowadays, the Egyptian administrative system that manages and governors these contexts on different governmental levels is ineligible to deal with their complexity. As analyses of the system have shown, it is characterized by immoderate centralization, multiple authorities, bureaucracy as well as the incapacity of involving the community in the process of decision-making. Furthermore, multiple authorities lead to a dilution of responsibility, an extremely inefficient system and dissipation of national financial resources. The case study of Ezbet-Khyrallah shows how multiple authorities and conflicting decisions resulted in the deterioration of its urban fabric including monuments and dwellings. Therefore, the enormous problems plaguing the Egyptian urban realm are caused by failures of different administration systems that govern the urban process. Instead of enhancing decentralization, and empowering the community by amending the laws managing the urban realm, national and local authorities make either weak and nonintegrated attempts or hypercontrolled interventions for selected areas. As a result, this system tries to solve problems that it caused in the first place.

Former experiences in the Egyptian context reflect the fragile relationship between different stakeholders involved in conservation and development schemes. Abo-Emira (Interview 2014) stated that there is no integrated system which considers issues of both conservation and development. The clear conflict in roles played by different governmental entities, who rarely seek to cooperate to narrow down the distance between conservation and development practices, caused in the formation of the complicated context where heritage resources are surrounded by deteriorated urban fabrics i.e. the Great pyramids of Giza, Aslam ElSelhdar

mosque in Al-Darb Al-Ahmar district, and 15th-century mausoleums in the Manshiet Nasser slum. As reported in a range of interviews, a strong political will is the only way to overcome areas of inefficiency in the administrative system.

Between high national authorities that propose ambitious plans, abstract concepts and regulations, which do not relate to the everyday life, and the local administration with its short-sighted agendas and its inability to implement them on the one hand, and civil society entities that are largely excluded from the decision making process, and local inhabitants who are seeking to cover their basic needs on the other hand, Egypt's heritage struggles in the face of the overwhelming development aspiration. While governmental authorities argue that they control the built environment, on the ground market forces and local residents are the key factors, which shape the Egyptian urban fabric. Socioeconomic changes and a rapid real-estate market prove that they have a bigger impact on Egyptian cities than any development or conservation schemes prepared by authorities (Ibrahim, 2009).

Despite the significant number of laws which aim to protect the Egyptian heritage, destruction and deterioration problems have not been solved (Ibrahim, 2009). While laws 114/2006 and 117/1983 aim to protect significant historical buildings and monuments, both ignore the urban fabric surrounding heritage structures, furthermore, they did not introduce any economic, social or institutional mechanism to successfully manage the process. As such, integrated approaches at the local level, by means of complementary roles played by different authorities and real participation, hardly exist. (Interview: Darwish 2014) stated "there are no clear plans of development at the local level, issues discussed in media or highlighted by a responsible person, community mass, or an NGO, are more likely to be considered". Ben Nefissa, (2009) argues that the Egyptian press plays a key role in conveying population needs to public authorities.

Analyses carried out in section 4.6 (See table 4-3) show that although there are many challenges that hinder achieving an integrated strategy for heritage conservation and local development in Egypt, pilot projects carried out either by formal entities or international agencies show the possibility to recognize successful strategies in the Egyptian context. These pilot projects aimed to create mutual benefit situations for different stakeholders aiming to encourage them to build their future together. Action plans and pilot interventions that have been undertaken in El-Matarya and Al-Darb Al-Ahmar reflect applicability some of the key factors of success in Egypt, such as; increase financial resources, create spatial activities as well as establish partnerships with national and international

agencies. Although pilot interventions also succeeded to achieve the other key factors, analyses show that these factors need regulatory changes in the long term to be recognized. These factors are; foster coordination among different levels of government, integrate conservation within local development plans, empower community participation, and strengthen cooperation with NGOs and civil entities.

However, analyses show that although successful pilot projects proved the possibility to achieve integrated strategies in Egypt, these actions are hampered by many challenges that threaten their sustainability since they are only scattered attempts that are not embedded in the formal system. Therefore, the question of how to embed these successful interventions in the formal system remains unanswered.

Chapter five
The case study of Pompey's pillar, the Catacombs, and areas in their surroundings, Alexandria, Egypt

This chapter introduces the main case study 'Pompey's pillar', the 'Catacombs', and areas in their surroundings in Alexandria, Egypt. First, the chapter provides profound analyses of physical characteristics, socioeconomic patterns as well as different positions of role actors and institutions involved in the area. Second, the chapter discusses former approaches that have been undertaken regarding heritage conservation and local development in the area. The research identifies different stakeholders involved in these approaches, and further examines relationships between them aiming to investigate their roles in achieving strategies' objectives. Analyses of former approaches aim to examine coordination and integration between heritage conservation and local development practices carried out by different stakeholders in the area, investigate their impact on the welfare of residents, and enquire into main key aspects of success and failure of strategies applied. Ultimately, challenges and opportunities available for developing the area are highlighted, thus an integrated strategy could be developed for it in reference to the whole Egyptian context in the next chapter.

5.1 Descriptive analyses of the case study area

5.1.1 The area in the city: location and connections

The area is located in the central zone of Alexandria, namely in 'Gharb' local district, 'Mena El-Basal' section, and subsections 'El-Amoud and Kom El-Shoqafa' (See figure 5-1). To the west, a significant number of old factories and warehouses stand in the area between the case study area and the Alexandria western seaport. These warehouses continue along the southern boundaries across 'ElMahmodia water canal' leading to 'Lake Mariout' (See figure 5-2). East of the area, there is a significant number of unplanned districts. The streets to the north link the case study area to some of the oldest districts of the city 'AlAttarin and El-Manshia' leading to Alexandria Cornish. The three main streets surrounding the case study area 'Shrief, ElSaa, and ElMahmodia,' make it well-connected to the city. In addition to tramways, there is a variety of transportation means such as public buses, group taxies, private taxies, private cars, and carts. However, main streets especially ElSaa, are highly congested because of street vendors who illegally occupy the streets' sides and pavements (See figure 5-3).

5.1.2 The area's significance and physical characteristics

The area contains two of the most significant monuments in Alexandria, 'Pompey's pillar', which was erected to honor the roman emperor 'Diocletain' in 300 AD, and the 'Catacombs', the cemetery that contains a unique collection of ancient Egyptian and Greco-Roman tombs, which were built in the end of the first century (Aref,1998; Kadous, 2007). In addition to Pompey's pillar, the first site contains the remains of one of the oldest Ptolemaic temples in the Middle East 'Serapis' (Kadous, 2007). Both monuments have a unique history which makes the area an attractive destination for tourists. According to the ministry of tourism bureau in Alexandria, the 'Catacombs' and the 'Pompey's pillar' ranked second and fourth among the most visited monuments in the city in 2010. Furthermore, the comprehensive master plans of Alexandria 2005, 2017 and 2032 stated that the area had a high potential for development. Additionally, both archeological sites were included in proposed tourist trails in Alexandria.

To the east, Pompey's pillar is located directly on the main street 'ElSaa', and bordered by a cemetery from the north. The pillar is linked with the Catacombs, located west of the area, by two pedestrian streets 'Abu-Mandor' and 'ElNasrya' (See figure 5-4). Both archeological sites are surrounded by deteriorated residen-

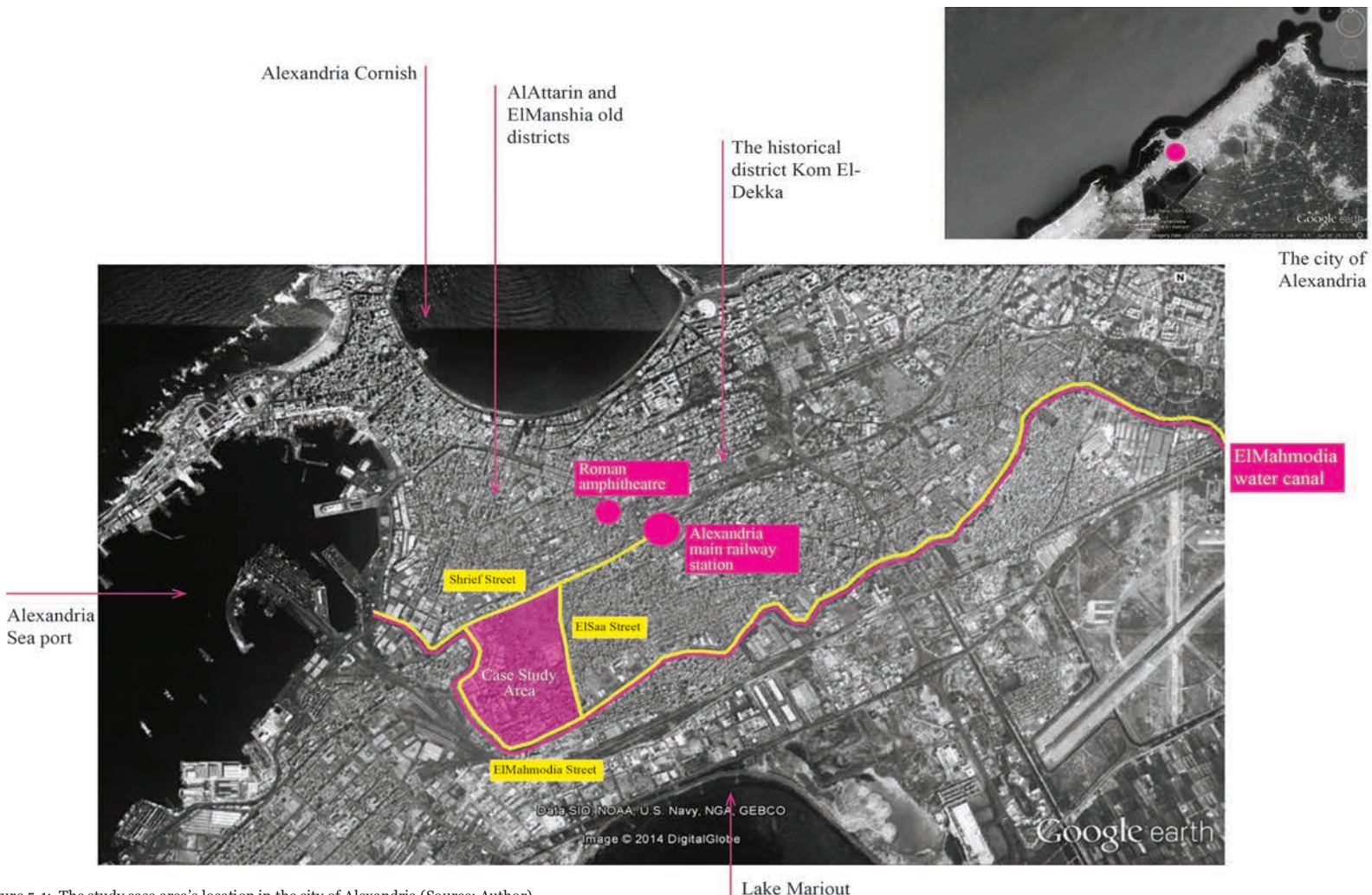

Figure 5-1: The study case area's location in the city of Alexandria (Source: Author).

tial buildings dating back to the fifties and sixties. Some of these buildings were built by the Egyptian government after the revolution of 1952, others owned by individuals. Buildings of this time period do not have a distinguishable architectural style. At that time, the main objective of the Egyptian government was to produce the maximum number of possible of economic housing units for workers and the emerging middle class, regardless of the surrounding context (see section 4.1 paragraph 3). The Egyptian government designed a unified model, called 'governmental blocks', and repeated it all over Egypt, hence, these blocks were heterogeneously attached to the monuments in the area.

The two archeological sites, the cemetery, the public buildings as well as the warehouses and factories represent a considerable percentage of land use in the area (see figure 5-5). The majority of the residential buildings are four to six floors high but some buildings exceed the permissible heights. In the last two decades and especially after the revolution of 25th of January, many residents illegally demolished a significant number of old buildings replacing them with high rise buildings ignoring the general rules of urban harmony, thus, the urban setting of the area has become distorted (see figure 5-6). Generally, ground floors are used for commercial activities, mainly serving the residents of the area, while some private offices and clinics are integrated within the residential upper floors.

Basic infrastructure services such as water, swage, and electricity are provided in the area, however, the proliferating number of illegal commercial and residential activities increase the load on the existing infrastructure, additionally, the lack of regular maintenance decrease its efficiency. Except the link between the Pompey's pillar and the Catacombs, all streets and alleyways are in deteriorated conditions. The majority of them are not paved, and side streets lack lighting units, additionally, solid waste is accumulated around street corners (see figure 5-7). In parallel, the area lack public spaces and green areas except those along the water canal 'ElMahmodia', but these green areas are not used due to theirs deteriorated conditions (see figure 5-8).

Figure 5-2: Examples of old factories and warehouses located along ElMahmodia water canal (Source: author).

Figure 5-3: shot from ElSaa street shows circulation complexity in the area due to variety of transportation means and street vendors who occupy pavements (Source: author).

Figure 5-4: The two archeological sites, the 'Cata Comb' left, and 'Pompey's pillar' right, economic housing blocks (governmental blocks) appear in the background of both scenes (Source: author).

Figure 5-5: The case study area's map shows main features and general land uses (Source: author).

Figure 5-6: Panoramic view for Pompey's pillar and its surroundings shows skyline of the area. High rise illegal buildings appear in the background reflect the distorted urban settings of the area (Source: author).

Figure 5-7: Deteriorated conditions of streets in the area (Source: author).

Figure 5-8: Deteriorated conditions of green areas along ElMahmodia water canal (Source: author).

5.1.3 Socioeconomic patterns in the area

Like the majority of deteriorated areas in Egypt, the area faces many socioeconomic challenges such as unemployment, poverty as well as poor healthcare and social services. According to the statistics department in Gharb local district, only 14939 out of 133944 residents are registered as employees in 2014 in the section of 'Mena El-Basal', additionally, only 10 governmental job opportunities were offered for residents in the same year.

Regarding economic activities, street markets are the most prominent commercial activity in the area. In ElSaa street, there is a city-wide well-known textile market, where merchants display their goods illegally on the pavement in front of their shops (see figure 5-9 left). This is also the case in the majority of the streets and nodes in the area, where vendors display their goods in the streets. It is worth noting that some streets are completely closed to motorized traffic because of these shopping activities (see figure 5-9 right).

Although tourism is supposed to be an essential pillar of the economy in such areas, where important archeological sites are located, tourism activities are weak in the area. According to interviews with officials at the two sites, the total time spent in the area ranges from one to two hours. In organized guided tours, tourists visit Pompey's pillar then go by bus to the Catacombs, although the distance between the two sites is less than 500 meter. A small number of individual tourists visit the area, however, they do not interact with residents due to the lack of touristic facilities. A tourist stated "people are friendly, but sometimes their attitude is annoying". Consequently, tourists neither wander outside the sites nor stay in the area after the two monuments close. From the above, revenues generated from the two archeological sites are limited to admission fees. According to the centralized financial system in Egypt (see section 4.3.2 paragraph 3), these revenues go to the central government, which in turn redistribute them according to the government's financial plan. As such, the income is not directed to develop the sites and their surroundings.

Regarding social services, the area has a limited number of schools, hospitals, and youth centers, the majority of them are in deteriorated conditions. As reported in interviews with residents, formal basic services are weak, and as such, the majority of residents would rather depend on services offered by community based associations (see section 4.3.3 paragraph 2). According to official statistics, there are five associations concerned with the development of the local community, and offer economic and social services for residents in the area. One of the

oldest associations in the area is 'Tobgeya housing development organization' established in 1966. The association offers healthcare services, school classes, entertainment programs for the youth in the area. In 1995, the UNICEF in cooperation with Tobgeya organization and Gharb local district initiated a socioeconomic development project for the 'Tobgeya' blocks. The project aimed to upgrade the economic, educational, and living standards of residents, and further improve the urban environment. The project offered handcrafts classes and loans with low interest rate for qualified people to start their private projects (Aref, 1998).

5.1.4 Role actors involved in the area

The area involves many stakeholders vary between national and local authorities, youth initiatives and NGOs, local inhabitants represented by civil entities as well as national and international organizations (See figure 5-10). On one hand, regarding deteriorated areas surrounding the archeological sites, the list of stakeholders contains Alexandria governorate, Gharb local district and ISDF directorate, in addition to civil entities represented in five community based organizations i.e. (Tobgeya housing development organization) as well as local charities i.e. (RIADA charitable organization). On the other hand, the SCA under the ministry of antiquities and the TDA under the ministry of tourism are the formal authorities responsible for the two archaeological sites. In addition active youth initiatives i.e. (Save Alex) and NGOs i.e. (Revival Alexandrian heritage under the Swedish institute Alexandria), are interested in saving archaeological sites in the city. It is worth noting that the ministry of antiquities is not represented on the local level in Alexandria. Lastly, in regard to the whole area, the GOPP represented in urban planning directorate and the NOUH are the formal entities, which accountable to prepare development plans for the area to improve its urban settings considering the two archaeological sites. Additionally, NGOs and youth initiatives i.e. Godran and EBDAA are concerning with development in Alexandria in general and specially the case study area. These NGOs and youth initiatives usually cooperate with national and local entities such as Bibliotheca Alexandrina, the faculty of engineering and the faculty of Fine Arts, Alexandria university, to carry out their development schemes. They further success in attracting funds from the private sector as well as national and international agencies such as the French Development Agency (FDA), which provide funds organized in cooperation with Bibliotheca Alexandrina aiming at developing 13 areas in the city of Alexandria.

Figure 5-9: Left: street market activities 'the textile market' in ElSaa Street. Right: economic activities in an alleyway, which is completely closed to motorized traffic due to shopping activities (Source: author).

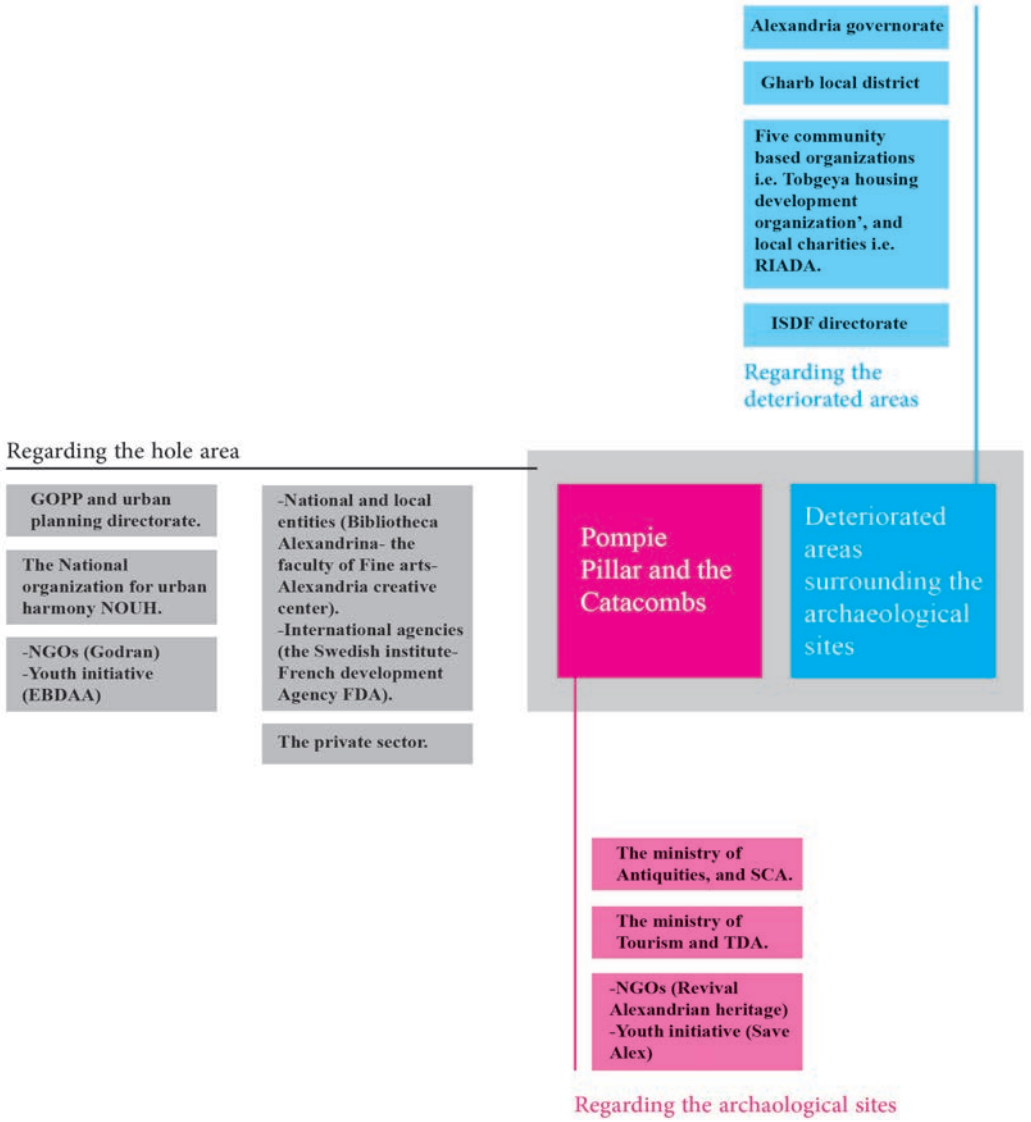

Figure 5-10: Role actors involved in the case study area of Pompey's pillar, Alexandria (Source: author)

5.2 Critical analyses of former interventions

5.2.1 Heritage conservation schemes

According to the law of antiquities protection 117/1983, the two monuments and the areas within their borders are listed for protection, and fall under the responsibility of the SCA and the ministry of antiquities (See table 4-2). During the last two decades, the SCA and the ministry of tourism carried out a number of preservation schemes for both monuments. These schemes focused on technical maintenance for the monuments, protecting them from subsoil water, building fences to protect both monuments from their surroundings. In 2009, the SCA introduced some touristic services in the two sites such as shaded setting areas, parking lots, water closets, and way finding maps (see figure 5-11), only one bazaar was introduced in Pompey's pillar, but no cafeterias or restaurants were established. All the projects carried out by the SCA were limited to the archeological sites, while totally ignored their surroundings, which administratively fall under the responsibility of Alexandria governorate and Gharb local district. Additionally, they ignored the cultural, economic and social development for the community, which interact with the tourists. Moreover, there are some unique buildings and urban forms located in the area dating back to the beginning of the twentieth century especially in 'Al-Imam Al-Azam' street parallel to the link between the two archeological sites, but these buildings are neglected and ignored due to the fact that they are not listed as monuments(see figure 5-12).

5.2.2 Local development projects: improving deteriorated areas

According to the law 43/1979, local authorities have been continuously trying to eliminate illegal markets and housing units, but alternatives were always absent (see section 4.2.2 paragraph 1). Local authorities usually eliminate encroachments but do not offer an alternative for residents ignoring the fact that people need at least a place to live in and a daily income. In 2009, residents of Tobgeya blocks, which are located next to the Pompey's pillar demonstrated in front of Alexandria governorate and Gharb local district, are asking for their right to safe housing. The issue was highlighted in the media (see section 4.5), consequently, the area got some attention. In the following, two development projects carried out by different authorities are presented.

The First project is presented based on a personal interview with Assem Hanafy (2014), a professor at the Faculty of Engineering at Alexandria Universi-

ty, who participated as an expert in the project. In 2010, the ISDF directorate in Alexandria governorate in cooperation with all local districts targeted 13 informal settlements in Alexandria for development. The area surrounding Pompey's pillar, especially Tobgeya, was categorized as an unsafe area (see table 7, chapter 4) due to the deteriorated conditions of its buildings and illegal extensions in its surroundings. The Alexandria governorate decided to demolish 600 illegal housing units and displace their residents to another district in the city. Hanafy (2014) stated "residents widely welcomed the project, because it assured them a safe place to live" (see figure 5-13).

The team responsible for managing the project proposed to exploit vacant lands to prevent inhabitants from re-occupying it. The team suggested a playing area for kids to improve social interaction in the area, additionally, bazaars and kiosks were proposed to foster economic activities and serve tourism as well, but these proposals have not been realized, and the project stopped after the displacement process. Hanafy argued that there was no will to further develop the area. From his point of view, the local government focused on projects that have a direct influence on public opinion. Although the project solved one of the problems in the area, an integrated development was not achieved. The project dismissed socioeconomic aspects and ignored the influence of the archeological site on the area.

The second project started in 2006, in cooperation with the Alexandria governorate, the TDA under the ministry of tourism, initiated and funded a development project for the link between the two archeological sites and housing blocks of Tobgeya. The TDA prepared detailed plans for the project, which contained landscape, electricity works and a rain water drainage network as well as the paving of the link between the two sites and painting buildings facades along this link. Due to the lack of financial resources, no works have been carried out in the housing blocks of Tobgeya. Additionally, rain water drainage works did not even start as the governorate could not obtain the required permissions from the ministry of irrigation and its local directorate (Alexandria-Governorate, 2007) (see figure 5-14).

This project is a representative case of the multiplicity of authorities, while preparing detailed plans for the urban development project is the responsibility of urban planning directorate, the TDA prepared it. Additionally, the project reflects the lack of financial resources, the extreme centralization of decision-making, and the lack of coordination between the TDA and the ministry of irrigation (see section 4.3.1).

Figure 5-11: Tourist services (walkways, setting area, shade, fences) introduced in Pompey's pillar site during the development plan in 2009 carried out by SCA (Source: author).

Figure 5-12: Examples of neglected unique structures in the area (Source: author).

Figure 5-13: Left: Tobgeya housing blocks before demolishing illegal units in 2010. Right: deteriorated conditions of block number 3 in Tobgeya (Source: author).

Figure 5-14: The link between the two archeological sites after the development plans in 2006 carried out by TDA and Alexandria governorate (Source: author).

5.2.3 Integrated approach: EBDAA initiative's proposal

Although the EBDAA youth initiative stopped working in 2012 due to the political situation in Egypt, it is worth discussing as it presents an integrated approach to develop the area. The description of this project is based on a personal interview with Dina Gohar (interview: 2014), archeologist, co-founder of EBDAA initiative, which is concerned with cultural, environmental, and touristic development in Alexandria. The initiative started its activities following the revolution of 25th January under the umbrella of Bibliotheca Alexandrina.

In a conference hosted by Bibliotheca Alexandrina to discuss problems face the Egyptian community, EBDAA proposed a project to foster touristic activities in Alexandria aiming to overcome the economic challenges that face citizens. The area surrounding Pompey's pillar and the Catacombs was chosen as a starting point for the project due to its historic significance and its high development potentials. In parallel, Alexandria's governor opened a call for youth to propose different projects to develop the city. EBDAA presented the project to the governor, who welcomed the idea and supported it. The main objective of the proposal was to achieve an integrated approach to protect the area and its archeological sites, and improve its urban context by providing basic amenities, increasing tourism activities, and fostering socioeconomic services.

EBDAA started with limited funds consisting of grants from the private sector and local charities in Alexandria. Afterwards, the initiative sent its proposal to the UNESCO, which in turn offered funds during the first two years of the primary stage. Additionally, the initiative established cooperation with a local charity RIADA, which played a significant role in facilitating administrational processes with the local authorities, and helping to approach the community, as it had for-

mer experiences in the area. EBDAA in cooperation with RIADA organized cloths fairs at nominal prices to attract residents to the initiative.

EBDAA approached the community to change their perspective towards the monuments. The first step was to present the proposal to community leaders and well-educated youth to get primary feedback, secondly, to organize lectures aiming to raise the awareness of the community towards the importance of conservation and its potentials to improve the social and economic conditions of the area (See figure 5-15). Gohar (interview, 10.04.2014), stated "the development of the area needs joint efforts carried out by local authorities and inhabitants", she added "raising awareness is an essential step to guarantee that the community will oversee the project, in this way the development will achieve long lasting results". Lectures were held in the main mosque after Friday's prayer as all people would be already in the same place. In addition, members of the initiative approached people in small groups in the streets to further introduce the proposal.

In parallel, EBDAA identified different national and local authorities involved in the area, additionally it presented their proposal and asked each authority to contribute in the project. In cooperation with the Alexandria governorate, Gharb local district increased the number of trash bins in the link between the two archeological sites, and maintained the paving and vegetation in the street.

With the aim of fostering economic activities, EBDAA, in cooperation with the faculty of fine arts in Alexandria, organized workshops to teach residents handmade crafts such as leather and glass aiming to offer new job opportunities (See figure 5-16). Workshops were held in the faculty and funded by the private sector, and residents were encouraged to participate for free. A gallery was organized in Bibliotheca Alexandrina to present the final products of the workshops (See figure 5-17). Gohar (interview, 10.04.2014) stated "The gallery was successful and helped to attract more sponsors to the project. Additionally, a considerable number of items were sold out". The income of the gallery was directed to organize other workshops. The Alexandria governorate offered kiosks at financial facilitations for youth to display their goods for tourists in the link between the two monuments. Furthermore, the shops' owners were encouraged to develop their shops and convert them into bazaars and stylish cafeterias for tourists.

Concerning the protection of the two archeological sites, the ministry of Antiquities organized two workshops in the Catacombs site which aimed to explain the importance of the monuments to the community. The ministry also approved a proposal by EBDAA to organize an annual folkloric festival in the Catacombs site to attract more visitors to the area.

Although the initiative overcame some challenges such as the lack of financial resources, the lack of coordination between different authorities, and succeeded in involving different stakeholders and local inhabitants in the process, extreme centralization and bureaucracy remained the main obstacles that faced the project. Gohar (interview, 10.04.2014), stated "we were forced to revisit many administrative processes when the governor was replaced. Furthermore, many administrative restrictions disrupt the process" Gohar emphasized "such obstacles took a long time to be overcome but it worked out."

Figure 5-15: Community meetings directed by EBDAA in the case study area (Source: EBDAA, 2012)

Figure 5-16: Leather handcraft workshop for inhabitants (Source: EBDAA, 2012; Faculty of Fine Arts, 2012)

Figure 5-17: The final gallery of workshop's products organized in Bibliotheca Alexandrina (Source: EBDAA, 2012; Faculty of Fine Arts, 2012).

5.3 Conclusion

The overall picture at 'Pompey's pillar', the 'Catacombs', and areas in their surroundings, is discouraging. The area is ignored by local authorities, it also suffers from the deterioration of its urban settings and the lack of basic amenities and formal socioeconomic services. As a result of the absence of governmental superintendence, on one hand many old building have been illegally demolished and inhabitants built illegal high rise buildings regardless of general regulations of urban harmony. On the other hand street vendors occupy pavements that cause high traffic congestion in main streets of the area. Furthermore, the two archeological sites are physically fenced and economically, socially, culturally segregated, by means of, contribution in the development of the surrounding urban realm and economic development of the area. These poor conditions reflect the incapacity of local authorities to overlook the area. Gharb local district under Alexandria governorate lacks skilled personal and financial resources needed for developing the area. Many local inhabitants mentioned that they usually report their problems to local authorities but the authorities do not act, the residents added, PLCs do not communicate their needs to the formal authorities (See section 4.3.3).

However, the examination of the case study area shows that it has strengths that make it a high potential of development. Regarding physical characteristics, in addition to its central location in the city, the area has a unique historical significance as it contains two of the most visited archaeological sites in the city in addition to a considerable number of historical buildings. Moreover, the examination of socioeconomic patterns of the area indicates potentials of fostering economic activities as the area witnesses vivid street market activities represented in street vendors activities and the city-wide textile market in ElSaa Street. Furthermore, interviews with local inhabitants reflect a coherent social network in the area and the community's will to develop their district. Due to formal statistics, the number of well-educated youth is proliferating, that empowers the community and further raises awareness towards conservation and development. Analyses further indicate many active civil entities, youth initiatives and NGOs, which are working in the area and have potentials of participating in development schemes in cooperation with different stakeholders including the private sector as well as national and international organization, which provide technical and financial support.

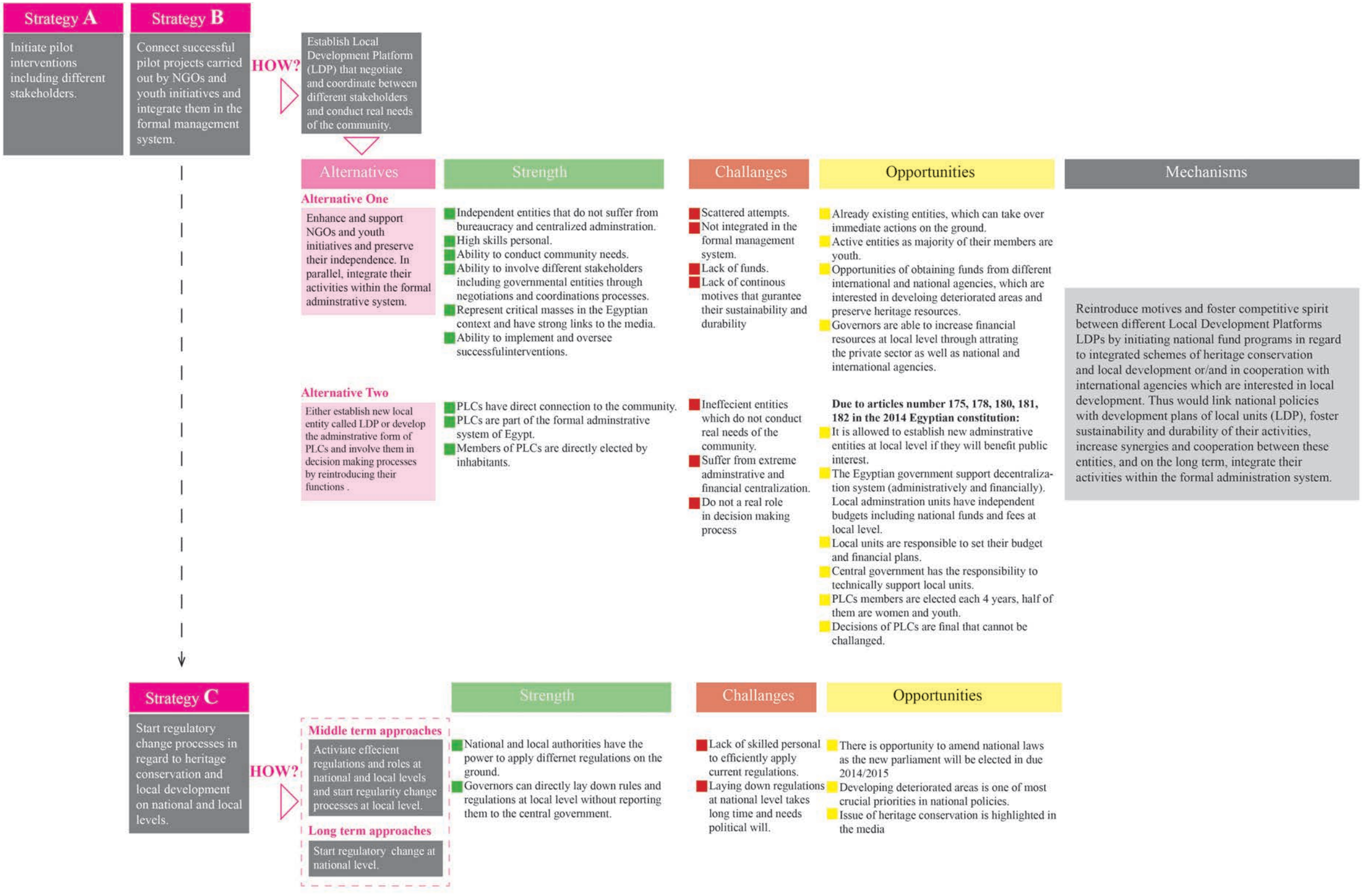

Figure 6-4: Diagram shows different approaches of the strategy in short, middle and long terms (source: Author).

6.4 An integrated strategic model: the case of Pompey's pillar and the Catacombs and areas in their surroundings, Alexandria, Egypt

This section aims to illustrate how the proposed strategy could be applied in the Egyptian context. It introduces an integrated strategic model for the case study of 'Pompey's pillar', the 'Catacombs' and areas in their surroundings in Alexandria, Egypt. As analyses of the case study area have shown, the area has high potentials that could help develop an integrated strategy for local development and heritage conservation (See figure 5.18). The proposed strategic model does not present an exhaustive detailed action plan of activities which should be carried out in the area, but rather gives examples of development actions illustrating how LDPs and formal authorities in cooperation with different stakeholders could play complementary roles to achieve an integrated strategy. The model further determines responsibilities of different actors involved in the process, and shows different mechanisms carried out in the short, middle and long terms in order to achieve the strategy's objectives.

The main objectives of the strategic model are to enhance coordination between local and national policies, integrate heritage conservation in local development plans, enhance socioeconomic activities, improve the urban realm and preserve the urban identity of the area as well as empower LDPs to achieve self management to guarantee the sustainability of the project. The first step to apply the strategy is to initiate a number of pilot interventions aiming to foster synergies between different stakeholders and further to encourage them participating in the process of development. Therefore, different stakeholders would participate in next steps of the strategy in short, middle and long terms, as they would recognize that it will pool in their benefit. These pilot interventions do not require administrative or institutional systems to change, but rather they based on opportunities available aiming to create tangible outcomes that will eventually help to change the system in middle and long terms.

Figure 6-5 illustrates a possible scenario for developing the case study area. The proposed scenario presents a series of kick off actions that could be undertaken as a starting point to achieve an integrated strategy for the area in the long term. Foremost, the scenario makes use of existing programs that aims to raise culture awareness of the community in Alexandria. These programs would help approach the community in early stages of the intervention in parallel with meetings with local residents at street, ward and district levels aiming to show the significance and potentials of the area and further to introduce development

strategies to the community. First program that carried by 'Revival Alexandrian Heritage' youth initiative, which aims to raise public awareness towards the historical sites of Alexandria. The second is initiated by the Goethe institute in Alexandria, the program aims to raise culture awareness of kids in the city through introducing a mobile library that approach kids in many areas of the city. The main aim of this step is to attract local inhabitants to participate in the proposed strategy showing how they would benefit from it.

The proposed integrated strategy based on three main lines of development, these are socioeconomic development, urban realm development and heritage conservation. As analyses of the case study area have shown, the link between the two archaeological sites 'Pompey's pillar' and the 'Catacombs', has high potentials of development as it links between two of the most visited archaeological sites in the city, furthermore, many historical unregistered buildings are located along it. The link ends at the western side by a considerable number of old factories and warehouses that are located directly on ElMahmodia water canal. Moreover, it is a car free street that provides a safe pedestrian axe for residents and visitors (See subsection 5.1.2). Therefore, pilot interventions are proposed to be implemented in this link as a first stage of the strategy. A micro credit program is proposed aiming to foster micro and small enterprises in the link on one hand, and to rehabilitate old housing buildings on the other hand. The micro credit program is expected to be carried out by the ABA 'Alexandria Business Association', which provides financial support to the neediest people in the society. Further funds could be attracted from the private sector and the FDA 'French Development Agency' that provides funds for local development plans at the city level.

Figure 6-5 presents a number of economic activities that could take place in the link. These activities are inspired from interviews with local inhabitants in the area. For example, since ground floors along the link are used for commercial activities, it is proposed to develop shops to embrace tourist activities such as bazaars, cafeterias and restaurants. As reported in interviews with inhabitants of old buildings, they welcomed the idea of hosting tourists in their houses. Therefore, parts of these buildings could be designed as rest areas, where tourists have drinks and talk to local inhabitants in the area. Furthermore, boatmen could organize boat trips in ElMahmodia water canal.

Aiming to further foster the development of the link, two kick off actions are proposed to be undertaken in parallel with the micro loan program. First, in cooperation with Gudran NGO and civil entities (five working CBOs), local authorities (Gharb local district and Alexandria governorate) are required to im

prove street paving and develop open spaces along the link introducing setting areas, shades and trash boxes. Furthermore, they are required to immediately stop illegal construction and demolition activities in the area. Second, handcraft workshops would be funded by the private sector and organized by faculty of fine arts and Bibliotheca Alexandrina, aiming to improve handcraft skills and further to provide job opportunities in the long term.

Former kick off actions would achieve tangible outcomes on the ground that pave the road to start the second stage of the scenario. The first stage would lead to engage local inhabitants in economic activities and consequently help them to improve their income. Furthermore, the proposed tourist activities would gradually attract more visitors to the area. Thus the revenues of the two archaeological sites will increase. Furthermore, old housing blocks will be preserved, additionally, economic activities (bazaars and rest houses) that serve tourists and improve income of inhabitants will be an integral part of conservation schemes. In general, the community is expected to be more aware of the importance of the two archaeological sites, and recognize that they pool in its benefit. Thus, inhabitants would be ready to manage the site in the second stage of the strategy.

In the second stage, it is proposed to establish a community development agency that aims to involve residents in decision making processes and further to foster self-reliance of the community. Another suggestion is to allocate a percentage of the revenues of the archaeological sites to develop areas in their surroundings. Thus, the two sites will be connected to their surroundings, by means of, contribution in the development of the area. The proposed agency is expected to lead a number of kick of actions in cooperation with different stakeholders to further develop the area. For example, the agency in cooperation with the private sector, the SCA as well as initiatives and NGOs (Save Alex and Gudran), would initiate a pilot project that aims to preserve old and historical vacant warehouses, which are located along the water canal. Furthermore, these structures could be reused to embrace community services such as schools, youth centers and art galleries or tourist facilities such as inns and boutique hotels. Additionally, periodical cultural events could be organized in these structures aiming to attract visitors. Thus, the street along the water canal would be the new development spin in the second stage of the development action. In the long term, this spin has high potentials as it is considered a main axe of development in the comprehensive master plans of Alexandria 2032.

In short and middle terms, after achieving tangible outcomes from the proposed kick off actions, the strategy proposes establishing a LDP unit called

"Pompey's pillar and the Catacombs LDP" based on the community development agency that has been proposed previously. The LDP is consisting of members of active NGOs and youth initiatives as well as active and qualified community residents. With the aim to empower the proposed LDP, the strategy proposes raising the awareness of the community towards LDPs through workshops and media outlets in the short term. It is also essential to organize meetings and workshops with the community negotiating future development plans. Another suggestion is to give inhabitants the responsibility to manage the site and receive some of profits that the site generates within the LDP's framework. Thus, LDPs will mobilize community resources according to challenges, needs and priorities of the district. Residents will be involved within decision making processes, additionally, self-reliance of the community will be fostered. In the long term, the community would have the responsibility of developing the district in the future.

The strategy proposes giving the LDP the opportunity to apply to development funds offered by the French Development Agency (FDA), an international organization which is currently providing funds to develop 13 districts in Alexandria in collaboration with bibliotheca Alexandrina. In the middle and long term, the strategy suggests integrating the LDP unit to the formal administration system through initiating a national fund program where LDPs are required to adopt their plans with main guidelines of these programs, hence, the coordination between national and local plans would be enhanced. Activities of LDPs should be followed by actions carried out by national and local authorities that have to start regulatory changes in order to achieve the strategy's objectives (See figure 6-6).

Former kick-off actions and approaches in short, middle and long terms show how an integrated approach could be developed through the complementary roles played by national and local authorities in cooperation with different stakeholders. They further highlight potentials available in the case study area and show how the area could benefit from successful case studies in similar contexts in Brazil and India. This model is designed in reference to analyses of the Egyptian context, hence, it could be applied -with the necessary modifications- in similar case studies in Egypt, as it gives a delineation of how an integrated strategy could be developed in the Egyptian context.

Step One	Step Two	Step Three
Make use of the avaliable fund to develop 13 districts in Alexandria provided by the French Development Bank and open call for all youth initiatives and NGOs to apply for it. This action is considered the first step to introduce motives for these entities to continue their activties.	**Establish LDP unit** Involving memebers from existing active NGOs (EBDAA) and members from community residents.	Integrate activities of LDP within formal management system by initiating national fund projects to apply national policies, and consider it a formal entity at local level.

Short term approaches immediate actions	Actors involved	**Middle term approaches**	Actors involved	**Long term approaches**	Actors involved	Objectives
-Identify possible partners. -Initiate fund programs from international agencies. -Set up integrated strategy at district level in cooperation with local district and different stakeholders.	*-International agencies (the French Development Bank). «already exist»* *-Alexandria governorate, GOPP and LDP.* *-LDP, GOPP, ISDF, the private sector.*	-Create partnerships with qualified local an national expertise. -Integrate pilot projects within Alexandria comprehensive master plan 2032.	*-Alexandria governorate.* *-National government.* *-GOPP.* *-LDP.*	-Initiate national fund programs -Establish one authority to decide and set plans for archeological sites and deteriorated areas in juxtaposed contexts. -Represent the ministry of Antiquities at local level.	*National Government*	Enhance coordination between local and national policies. Integrate heritage conservation in local development plans.
-Increase touristic activities: provide loans for youth to build kiosks and develop exisiting shops. -Increase marketing for the area. - Provide tax exemption and financial incentives for the private sector.	*-LDP, the Private sector, Bibliotheca Alexandrina, faculty of fine arts.* *-National bank of Egypt and Alexandria governorate* *-National government.*	-Close ElSaa street on Fridays and allow merchants to display their goods. -Initiate culture events and local exhibitions. -Reuse historical buildings for touristic activities (inns-hotels-	*-Alexandria governorate.* *-Alexandria creative center, LDP, Bibliotheca Alexandrina, the Private sector Media.*	-Establish a heritage trail to connect monuments in the area. -Establish tourist trail connect the two archeological sites with other near archeological sites in the city.	*LDP, Alexandria governorate, GOPP, the ministry of Tourism and the ministry of Antiquities.*	Enhance socioeconomic activities.
-Improve urban settings: paving, landscaing, solid waste collection. -Stop illegal building activities through activiting regulations. -Raise community awareness towards the monuments.	*-Alexandria governorate, ISDF directorate, LDP, the Private sector, CBOs, Bibliotheca Alexandrina and Media .* *- Executive bodies at local level.*	-Improve public spaces and green areas ElMahmodia water canal. -List old buildings of the area in monument protection law.	*-Alexandria governorate, and LDP in cooperation with GODRAN.* *-Save ALEX, Revival Alexandrian heritage, and Media the ministry of Antiquities SCA.*	-Increase awarness towards monuments through integrating heritage conservation in the basic education system -Develop transportation in the area (mahmodia way in 2023)	*-National Government (the ministry of Education)* *-Alexandria Governorate*	Improve urban realm and preserve urban identity of the area.
-Meetings and workshops with community at different levels negotiating the future. -Raise awareness of community towards LDPs and their importance through workshops and Media.	*-LDP in cooperation with Bibliotheca Alexandrina.* *-Media.*	Empower LDPs through involving them in decision making process and make them independent entities (administratively and financially).	*National Government*	Empower LDPs through involving them in decision making process and make them independent entities (administratively and financially).	*National Government*	Empower LDPs to achieve self managing: sustainability of project results

Figure 6-6: An integrated strategic model for “Pompey pillar’ , the ‘Catacombs’ and areas in their surroundings, Alexandria, Egypt (source: Author).

6.5 Conclusion

In a country like Egypt that suffers from many economic challenges, if conservation practices were to be recognized as a tool of development that fosters economic activities not as an isolated expensive development strategy, governments would in turn increase its financial resources. Although archaeological sites and deteriorated areas in juxtaposed contexts face many challenges that hinder the implementation of sustainable development plans, there are many opportunities to overcome these challenges, come up with integrated strategies and to learn from successful case studies in similar contexts. As examination of the Egyptian context has shown, Egypt has high potentials of development as well as many active entities and international agencies, which are interested in participating in development projects. Analyses show that the main challenges lie in using the available resources in a sustainable framework and introducing negotiation and coordination processes between different role actors involved. The analyses of formal interventions carried out by national and local authorities in chapters four and five show that each stakeholder is blind and restricted about its agenda that hinder coordination between them, however, many pilot projects succeed to lead negotiation and coordination processes between these stakeholders and achieve outcomes that overweight any compromises. Many examples introduced creative solutions to deal with these challenges and succeed in achieving integrated strategies, but the remaining challenge is to connect all this attempts.

Thus, the strategy does not propose a new process to achieve sustainable development, but rather proposes a process to foster and connect former successful attempts carried out in the Egyptian contexts aiming to solidify and enrich their outcomes. In the short, middle and long term, the strategy introduces a delineation of how a better policy could be developed for heritage conservation and local development in Egypt through a step by step strategy. The strategy proposes different alternatives to achieve its objectives to provide variety in dealing with accelerated changing political, social and economic circumstances. The strategy introduces solution based on opportunities available in the Egyptian context and the formal administration system, especially the 2014 Egyptian constitution, as well as lessons learnt from successful case studies in similar contexts. The integrated strategic model shows the applicability of the strategy in the Egyptian context and further illustrates potentials of recurrence. The strategy provides a tool box of activities and recommendations for developers, planners and decision makers in dealing with archeological sites and deteriorated areas in juxtaposed

contexts. It is worth noting that regulatory changes proposed by the strategy present a primary stage of recommendations and guidelines that still needs further research to study the mechanisms of achieving decentralization, empowering local units and civil society as well as fostering coordination between different authorities on the ground.

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Appendix 1
List of interviews

Name	Affiliation	Position	Place/ Date of interview
Abo-Emira, Tahany	Alexandria governorate/ GOPP	Head of urban planning directorate, Alexandria governorate	Alexandria/ 03.04.2014
Abouelfadl, Heba	Alexandria University	Associated professor in Alexandria University	Alexandria/ 31.03.2014
Darwish, Dina	Chark local district, Alexandria governorate	Architect at Chark local district, Alexandria governorate	Alexandria/ 13.04.2014
Fawzy, Ahmed	ElMatarya local district, Cairo governorate	Head of ElMatarya local district Cairo	Cairo/ 09.04.2014
Hanafy, Assem	Alexandria University	Professor in Alexandria University	Alexandria/ 10.04.2014
Mostafa, Ahmed	Save Alex initiative	Co-founder of Save Alex initiative	Alexandria/ 29.04.2014
Shaat, Khalil	ISDF directorate, Cairo governorate/ GIZ	Cairo governor Advisor, Contract administrator and senior policy advisor at GIZ	Cairo/ 09.04.2014
Gohar, Dina	EBDAA initiative	Archeologist, co-founder of EBDAA initiative	Alexandria/ 10.04.2014

Appendix 2
Paper abstract

Title:
Exploring the gap between heritage conservation and local development in the Global South: success and failure of strategies applied

Abstract:
For decades, the Global South has been facing many challenges in the field of heritage conservation and local development. These challenges continue to increase due to rapid urbanization in historical cities thus resulting in complicated juxtaposed contexts of heritage re-sources and deteriorated dwellings, where slum areas are dotted with heritage structures. While the majority of cases show the incapacity of national and local governments to deal with such contexts, few others managed to demonstrate how different levels of government can play com-plementary roles in the cooperation with different stakeholders to overcome these challenges. This paper discusses heritage conservation and local development strategies in reference to case studies in Porto-Alegre, Agra, Cairo and Mumbai. It further investigates main key aspects of success and failure through cross case studies analysis (Matrix). This matrix could help create a delineation of an integrated strategy illustrating how the gap between local development and heritage conservation could be overcome.

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ملخص الرسالة

في العقود الاخيره, أدي التطور العمراني و الانفجار السكاني في مصر الي تشكيل العديد من المناطق العشوائيه. في المدن التاريخيه مثل القاهره و الاسكندريه, ادي تزايد عدد السكان الي استقرارهم حول المناطق الاثريه. في الوقت الحاضر, تتسم المناطق العشوائيه من تدهور نسيجها العمراني و الافتقار الي المرافق الاساسيه بالاضافه الي العديد من المشاكل الاقتصاديه و الاجتماعيه. و بالمثل, تعاني المناطق الاثريه من التدهور المستمر نتيجه تدهور المناطق المحيطه بها و كذلك عدم وجود صيانه مستمره للحفاظ عليها. يعكس هذا الوضع الصراع بين الحفاظ علي التراث و التنميه المحليه, و يشير كذلك الي عدم قدره الجهات الحكوميه علي التعاون مع مختلف شركاء التنميه لايجاد حلول للتعامل مع هذه المناطق الحضريه.

و من ثم, تهدف الاطروحة لدراسه الفجوه بين اعتبارات الحفاظ على التراث و متطلبات التنمية المحلية فى مصرلوضع استراتيجية متكاملة للمناطق التى تتجاور فيها المواقع الاثرية و المناطق المتدهوره. بالاضافه الي ذلك، تقدم الاطروحة نموذج للاستراتيجية المقترحة لمنطقة عمود السوارى و كوم الشقافة فى مدينة الاسكندرية. تبدأ الاطروحة بدراسة العلاقة ما بين الحفاظ على التراث و التنمية المحلية فى الأطار النظرى و مراجعه الادبيات عن طريق نقاش مختلف التعريفات و الروئ بهدف فهم تطور كل منهما و لتسليط الضوء على الفرص المتاحة للتغلب على الفجوه بينهما و بذلك يمكن وضع معايير التقييم للحالات الدراسية ذات الصله . تستكمل الاطروحة تحليل عدد من الحالات الدراسية فى مدن الجنوب العالمى، على سبيل المثال بورتو اليغري فى البرازيل و مدينتى اكرا و مومباي فى الهند، بهدف تحديد الجوانب الرئيسية لنجاح أو فشل هذه الحالات، و بذلك يمكن خلق اطار لاستراتيجية متكاملة يتم تطبيقها فى سياقات مماثلة.

فى الجزء الثانى من الاطروحة ، يركز البحث على دراسة الفجوه بين الحفاظ علي التراث و التنميه المحليه في مصر من خلال دراسه تاريخ الفجوه و دراسه النظام الاداري الذي يدير المواقع الاثريه و المناطق المتدهوره فى مصر في الوقت الحاضر. تتم دراسه الفجوه خلال التاريخ الحديث لمصر بدايه من النصف الثاني للقرن التاسع عشر بهدف فهم تطور الفجوه في السياق المصري، بالاضافه الي ذلك، تتناول الدراسه مناقشه النظام الاداري و الكيانات الحكوميه و القوانين و اللوائح المتعلقه بالتنميه الحضريه و الحفاظ علي التراث علي كافه المستويات القوميه و المحليه من خلال دراسه بعض الحالات الدراسيه في السياق المصري مثل تطوير منطقه المطريه و عزبه خيرالله في القاهره. بذلك يتم تسليط الضوء علي اوجه القصور التي تسبب الفجوه في مصر، و الامكانات المتاحه و التحديات التي تواجه النظام المصري و بالتالي يتم تطوير استراتيجيه متكامله بشكل مناسب للسياق المصري.

تقوم الاطروحة بعد ذلك بدراسة الحالة الدراسية الرئيسية فى الاسكندرية و تقدم دراسات تحليلية للخصائص العمرانية و الانماط الاجتماعية و الاقتصادية للمنطقة، علاوه على ذللك تحدد الدراسة الجهات المعنية المنوطة بالعمل فى المنطقة و تعرف دور كل منها. بالاضافة الى ذلك، يتم تحليل المشاريع المنفذه من قبل و تتم دراسة تأثيرات هذه المشاريع على المنطقة، و من ثم يمكن تحديد التحديات و الامكانات المتاحة لتطوير المنطقة. و فى نهاية الاطروحة يتم اقتراح استراتيجية متكاملة للحفاظ على التراث و التنمية المحلية فى مصر ، و تقدم الاطروحة نموذجا للاستراتيجية للحالة الدراسية فى الاسكندرية بناءا على دراسة السياق المصرى و تطبيق جوانب النجاح للحالات الدراسية السابق تحليلها فى الهند و البرازيل. علاوه على ذلك يتم نقاش الامكانات المختلفة للاستراتيجية المقترحة و امكانات تطبيقها في سياقات مماثله في القطر المصري و يتم تقديم قائمة من النقاط التى تستوجب دراسات اضافية فى المستقبل.

إقرار

هذه الرسالة مقدمة في جامعة عين شمس وجامعة شوتجارت للحصول على درجة العمران المتكامل والتصميم المستدام. إن العمل الذي تحويه هذه الرسالة قد تم إنجازه بمعرفة الباحث سنة 2014.

هذا ويقر الباحث أن العمل المقدم هو خلاصة بحثه الشخصي وأنه قد اتبع الإسلوب العلمي السليم في الإشارة إلى المواد المؤخوذه من المراجع العلمية كلٌ في مكانه في مختلف أجزاء الرسالة..

وهذا إقرار مني بذلك،،،

التوقيع:

الباحث: محمد أنيس محمد عبد الوهاب الجمال

التاريخ: 21/07/2014

فهم الفجوه بين اعتبارات الحفاظ على التراث و متطلبات التنمية المحلية فى مصر

نحو نموذج استراتيجي متكامل لمنطقة عمود السوارى و كوم الشقافة فى الاسكندرية

مقدمة للحصول على درجة الماجستير في العمران المتكامل والتصميم المستدام

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الدراسات العليا

تاريخ المناقشة:.....

ختم الإجازة

موافقة مجلس الكلية .../.../...

أجيزت الرسالة بتاريخ:.....

موافقة مجلس الجامعة .../.../...

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