NEEDS ASSESSMENT AND ACTIVITY DESIGN STUDY
The Unplanned Areas Upgrading and Employment-Enhancing Programme in Egypt
IZBIT KHAYRALLAH CAIRO
Tarek Waly center Architecture and Heritage 2015
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IZBIT KHAYRALLAH
CAIRO
2015

AS APART OF
NEEDS ASSESSMENT AND ACTIVITY DESIGN STUDY FOR FOUR SETTLEMENTS IN CAIRO AND GIZA
The Unplanned Areas Upgrading and Employment-Enhancing Programme in Egypt

In cooperation with
Institute for International Urban Development (I2UD)
Environmental Quality International (EQI)

Submitted to
Social Fund for Development

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2015
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The Unplanned Areas Upgrading and Employment-Enhancing Programme in Egypt
Izbit Khayrallah - Cairo

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<tr>
<td>AFD</td>
<td>Agence Française de Développement</td>
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<td>AKTC</td>
<td>Aga Khan Trust for Culture</td>
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<td>BDS</td>
<td>Business Development Services</td>
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<td>BMZ</td>
<td>German Federal Ministry for Economic Cooperation and Development</td>
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<td>CAPMAS</td>
<td>Central Agency for Public Mobilization and Statistics, Egypt</td>
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<td>CBOs</td>
<td>Community-Based Organizations</td>
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<td>CDAs</td>
<td>Community Development Associations</td>
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<td>CLD</td>
<td>Division Collectivités Locales et Développement Urbain</td>
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<td>CSO</td>
<td>Civil Society Organization</td>
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<td>CSR</td>
<td>Corporate Social Responsibility</td>
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<td>EGP</td>
<td>Egyptian Pound</td>
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<td>EIAS</td>
<td>Environmental Impact Assessment Study</td>
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<td>EIB</td>
<td>European Investment Bank</td>
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<td>EU</td>
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<td>GCR</td>
<td>Greater Cairo Region</td>
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<td>GIZ</td>
<td>German Agency for International Cooperation</td>
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<td>GIZ/PDP</td>
<td>Participatory Development Program in Urban Areas</td>
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<td>GoE</td>
<td>Government of Egypt</td>
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<td>GOPP</td>
<td>General Organization for Physical Planning</td>
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<td>IMA</td>
<td>Initial Market Assessment</td>
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<td>ISDF</td>
<td>Informal Settlements Development Facility</td>
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<td>MoIC</td>
<td>Ministry of International Cooperation</td>
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<td>MoLD</td>
<td>Ministry of Local Development</td>
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<td>MOP</td>
<td>Mode of Operation</td>
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<td>MSE</td>
<td>Micro and Small Enterprise</td>
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<td>MSME</td>
<td>Micro, Small and Medium Enterprise</td>
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<td>Ministry of State for Urban Renewal and Informal Settlements</td>
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<td>NGO</td>
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<td>PNA</td>
<td>Participatory Needs Assessment</td>
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<td>SFD</td>
<td>Social Fund for Development</td>
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<td>UUU</td>
<td>Urban Upgrading Unit</td>
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A Vision
Towards the Development of Existing Settlements
Technical Approach and Methodology

Prologue ..
This outlook aims to realize the development of existing urban settlements. It is to be carried out by way of outlining a format which relies on the examination of the various issues that settlements are likely to challenge, such as deterioration and urban problems. It is to enable the formation of a development program for a particular settlement, that may be specified and demarcated by employment of assessment criteria, in line with comprehensive city development. In addition, this process is to be in accordance with the circumstances of the study area, its socio-urban structure, within the overall definition of development. This may be defined along fundamental, integrated and inseparable spines and their offshoots. These are:

Justice ..
Which by definition, refer to the rights of all citizens for a respectful life, readily accessible services, living needs, and resources which comply with approved standards both in quality and quantity. This is to be in accordance with predefined basic criteria for overall evaluation, that are to ensure the efficiency and equality practised in the distribution of such services, needs and resources among communities, and settlements that form the urban entity of a city. This process may be defined in:
• Upgrading the urban environment, a process which is to cover, primary infrastructure and movement networks in addition to refuse disposal...etc.
• Upgrading, maintenance, and rehabilitation of the built-up areas and spaces.
• Development of urban and social services.
• Enhancement of social circumstances, conditions and living standards.
• Development of local economical patterns.

Participation ..
Refers to citizens’ involvement in laying out the overall plans and phases of the processes for the upgrading and development of their communities. They will be expected to offer their own individual and communal efforts in cooperation with relevant institutions in charge. This is to lead to a balanced state, community relationship. This, calls for the formulation of local, communal and institutional frameworks for the participation processes. Some of their
facets may be:
• Intensifying, regulating and administering communal participation.
• Expanding the participation base, and deepening the essence of active participation.
• Development of local administration, and efficiency of the mechanisms that regulate the participation process.

**Sustainability..**
Is to extract the inborn capabilities of the community, and moreover, to enhance them, in order to sustain their continuous compliance with contemporary variations. This calls for individuals of the local community, to exercise positive participation and actions in the implementation of development programs and projects. Sustainability, relies on a variety of prospectus funding procedures. Such are an increased support offered by the state, non government organisations, community and credit societies, co-operatives and other similar entities. These are to coalesce with indirect forms of merging resources to cater for development programs and projects. This may be through contribution of a land tract, conversion of tenants to co-owners, proliferating such ownerships, or adopting other patterns which enable the community to participate in securing the needed funds and resources in the present and future times.

Attributes of The Outlook Towards the Development of Existing Settlements May be Identified Through..

**The Philosophical Essence of Development**

**The Essence of the Philosophy of Justice..**
In order to reach this goal, it is necessary to amalgamate the socio-economic factors as part of the development matrix. This is to ensure justice and equality among all strata of the community in the present and future, in order to realize basic principles, which are:
• Enhancing Users’ Capabilities
This is to take place through the actual binding between the beneficiaries, development procedures and implementation of projects. The enhancement of the inborn abilities of community individuals present the means to foster the development process through its steps and to raise the communal degree of awareness.
• Boosting Up Authority Given to the Community
Leads to taking over, by all community members, of the resources, and decision making processes, which have an influence on their lives. In addition
demarcating the decrees to realize and enact these communal authorities.

- **Guarantee of Communal Justice**
  To be Achieved through an equal distribution of interests and advantages incurred by development procedures. The less fortunate groups are to earn their expected share of benefits.

### The Essence of the Philosophy of Participation

No dispute is to take place over the right of a citizen to identify his needs, participate in delineating policies, their implementation, follow-up and assessment. This is to be realized only through the efforts of active community participants collectively. The relevance of this process, arises when the issue of justice is severed in any of various way. This would lead to a consecutive urban deterioration, regardless of the socio-economic strata of these communities. The communal participation, by definition, strengthens the sense of belonging, the keen preservation of funds, and public ownership. This is to ensure the realization of current goals as well as long term sustainability.

### The Essence of the Philosophy of Sustainability

Some of the major problems, that present a challenge to development procedures, are the predefinition of spending commitments, the implementation schedules of programs and elements that comprise projects. These present a burden on the community, a fact which requires laying out unconventional procedures and mechanisms for funding. Therefore participation in limited and medium or small sized development projects proves to be more viable. Some kind of flexibility is required, in response to the gradual growth of the capabilities of the community, especially in the funding procedures which rely on lending, to be guaranteed by the community, and repayment is to be through communal or co-operative participation.

### The Methodology of Development

#### Justice Procedure

This procedure requires laying out the rules to evaluate status of settlements, in terms of suffered setbacks, needed requirements, rating and listing their priority in a manner that is to ensure justice for the society as a whole. This may be achieved through:

- Urban residential Interventions By Means Of

Applying community participation mechanisms to cater for residential and environmental current and future needs and requirements. These are to aim...
to meet set standards that secure decent and safe living conditions, subject to real estate situations, conditions and the available means towards market prices.

- Community Services
  Development of all basic and supplementary services by applying optimization measures of available land usage, upgrading movement, mass transit and communication networks.

- Economic Resources
  Boosting commercial services that support living conditions and advancing service-oriented production elements. In addition, facilitating funding opportunities for small and medium-sized projects along with promoting craft skills through training programs.

**Participation Procedure**

Community participation especially at the collective level takes place through an institutional framework that is a true representation of each community member individually. It attains its communal legitimate status which validates its participation. These institutional frameworks, obtain their relevance and inevitability in upgrading and development procedures of a settlement by undertaking the effort of organizing local community members of different social strata and parties to play a collective or an individual role. In addition, it protects the rights of citizens, presents their interests in the dialogue, through all phases of development. Moreover, it secures funding sources that are compatible with circumstances and capabilities of community members.

The concept behind the formation of this institutional entity, is based on profound comprehension of the socio-urban structure of the community, the settlement patterns, and morphological elements of socially harmonious neighbourhood. Consequently, representatives and delegates are nominated, in accordance with the size and structure of each unit. These individuals are to form an acceptable representation of the community. Collectively, these form an optimum communal and institutional panel. The development program may include a project for the development of a permanent location for such an institution which will materialize as a community centre, within the settlement, ensuring sustainability.

The participation procedure is realized through the identification of cooperating and participating entities, which may include:

- Government Sectors
  Specialized and in charge of roads, infrastructure, public services, urban administration, decree of building regulations and by-laws, authorising building and demolition licenses...etc.
• Private Sector .. Participating in development projects that it may undertake in the context of the overall approved vision. Also, contributing in upgrading the local community or the broader scope of the city.
• Non- Government Organizations .. Represented in societies that are concerned with development activities, or that capitalize on citizens’ own efforts, aiming to provide job opportunities that integrate with the development scheme for the settlement.
• Communal Institutions .. Represented in members of the settlement themselves with nominated local elite as their delegates. They contribute in addressing issues related to citizens’ interests and rights.

Sustainability and Funding Procedure ..
This procedure relies on a variety of executable methods, that aim to attract inherent resources, especially when seriousness in implementation, actual improvement in living standards and proper dealing with concerns of priority are felt. In addition, there is a vital aspect of obtaining financial sources for the development and upgrading procedures, especially, for what concerns the least privileged households, which is augmenting support of the state, non-government organizations, communal and citizen societies, including credit organizations, co-operatives and entities of the sort. These entities have the ability to provide funding, offer small loans for the poor, at irregular intervals, in a simple application mode and with flexible settle up practices. At the same time, it is more feasible for these communal and cooperative institutions than individuals, to deal with official state and private sector entities. Also, they act as an underwriter for borrowing individuals. Thus, the funding procedure for development and upgrading should focus on such cooperatives with a backup by the state funding. It is these entities through which a continuous provision of required funds may be anticipated.

Development Mechanisms ..

Justice Mechanisms ..
In order to achieve justice, preparation of detailed plans and identification of urban and architectural projects is required, in order to implement approved development programs and policies. These aim to provide for the requirements and services that are to support decent life standards in the desired quality for all community members. In addition, the formulation and provision of funding sources for these projects, within the framework of a clearly defined and planned schedule is essential. These programs have to merge with the axis
defining the overall vision, through an active participation. Features of these mechanisms may be defined as follows:

- Opting for a study area and its community, in accordance with the overall evaluation prioritization.
- Preparation of existing socio-urban investigations, jointly with community members.
- Subjecting elements of socio-urban studies to a collective comparative analysis, and defining relative values for the relevance of the implementation of the basic living requirements.
- Preparation of comprehensive and detailed development plans in addition to mechanisms and development project implementation documents.
- Identification of implementation priorities according to a time schedule.
- Assessment of financial requirements, and provision of funding sources according to circumstances and capabilities of the community.

**Participation Mechanisms**

These are to cover different sectors of the community to ensure an actual community participation. They are not meant to serve merely some dominant groups nor those groups which are interested in or having interests in proposed development programs or what they comprise. Participation mechanisms remain to operate on both of the direct individual level or on the collective level which presents the communal composition. A lot of mechanisms that may be followed and applied may be employed for the various phases according to the nature of participation, its levels, activeness, and requirements in each stage. Some of the steering mechanisms are stated below:

- Undertaking field trips, demographic census and urban surveys. These are meant to obtain direct individual opinion polls with regard to the requirements of the community with all its morphological strata.
- General get-togethers in the area subjected to development and upgrading. These aim to publicize ideas and basic visions to community members, attract their attention, and exchange viewpoints, prior to preparation of proposed designs for projects.
- Specialized meetings for urban issues which form the basis for participation in the development processes and urban decision making. General meetings may be periodically held as well as others that address specific tributary issues. These are meant to arrive to a vision which gains the accord among specialists and either community members or their representatives.
• Training programs for local community groups that cover related scopes to proposed development projects, their implementation requirements, administration and follow-up. These are meant to ensure development sustainability through active innate mechanisms in the community itself according to its local circumstances.

Through this community participation in the settlement development process it becomes feasible to convince residents of the value of their cooperation and positive interaction in the development process throughout its phases. The desired goals are to be achieved according to:
• Communal participation in the implementation of the development program projects. This is to take place through cooperation among local community members, and their contributions in the form of labour, financial support or needed objects donations for projects during their implementation or progress.
• Augmenting efficiency of development program projects, exercising consultations with end users during the process of projects planning, and ensuring their continued involvement during administration of implementation or progress of projects.
• Increasing the effectiveness of development projects by means of a more intense involvement of end users. This is to guarantee the realization of projects' goals and the delivery of their benefits to the development interest groups.

Sustainability Mechanisms ..
The state may allocate, budgets and plans for these projects, which present an inherent right for the community. Sustainability may be achieved, however, through locating direct or indirect funding mechanisms. Direct mechanisms imply securing necessary funding for the development plans and upgrading projects as defined by the socio-urban studies, prioritization scale and their timetable. This may take place through the following main channels:
• Authorized international funding organizations, with special funds targeting development and upgrading of derelict urban areas.
• Local funding organizations, working in development programs and projects whether official or communal and civil.
• Self funding which involves community members with financial abilities willing to pitch in for funding development projects, even with symbolic sum. This leads to an increased sense of preservation of what has been upgraded.
• Provision of borrowing feasibility for the implementation of the micro
development projects aimed to limited income community members.

Indirect mechanisms are defined for sustainability and securing the necessary funding for the development plans and the upgrading projects, are not limited to, but as guides are as follows:

- **Land sharing.** As land is considered to be one of the most important assets in the communal urban development programs, especially in existing urban areas in the old city, it presents a major obstacle facing this process. These facts validate the land sharing practice as means to guarantee ownership rights for limited income households through a partnership between the owner and the tenants.

- **Development of publicly owned land,** where civil societies may acquire land at a subsidized rate on the basis of redeeming the cost. The objective is to develop its usage for the benefit of limited income groups as part of the proposed development project for the area.

- **Development of state owned sites by private sector,** is a practise which may not be applied over a broad range. Rather, it may be relied on within the narrowest boundaries. Its application is to be within the overall framework for the development of the area itself, while maintaining its social fabric, as a great risk lies in the private sector’s broad intervention with a notion of mere financial investment. Such a practise is likely to have a direct negative impact on the local community, as it will result in an exodus of the less able groups in contradiction with the objectives of the development process.

- **Issuing decrees, reviewing laws and legislations which impact the socio-urban structural correlations.** This is especially relevant with regard to leasing regulations, sales of premises, and regulating owner-tenant relations. These are in addition to regulatory bylaws pertinent to actions of demolition, maintenance, and the preservation of real estate assets. Also, bylaws for urban planning and building licences ... etc. The overall goal is to foster an innate capability to continue the endeavour of the protection of the real estate balance and its nurturing for the benefit of the settlement occupants and the community.
Summing Up..

Thus, to achieve this vision, it is required to adopt policies, undertake detailed plans, work programs, and secure necessary funding for development processes which complete one another. They, then form the basis to launch development projects in existing urban communities in areas that suffer problems or deficiencies. These are chosen and identified according to evaluation standards. As well, the comprehensive development priorities of the city as a whole on one hand and the local conditions and its unique socio-urban structure on the other.

These plans and programs are to be identified with well defined goals, implementation time schedules, proactive community participation, to ensure a good living standard for members of the community under study. The structural features of these programs may be defined as follows:

1. Approval of the overall strategy and laying out development and community participation policies.
2. Choice of the study area according to priority evaluation and identifying its morphology and relevance.
3. Undertaking the preparation of existing socio-urban studies of the study area, which are to take in:
   a. Overall urban studies of the study area specifically and of a wider scope of the more comprehensive urban area.
   b. Evaluation of current housing situation, and the definition of methods to reach the end goal of provision of suitable housing, an endeavour which is to involve residents to take into account their views, needs and problems.
   c. Inventory of the numbers and types of available services on both levels of the development area boundaries and on the more comprehensive vicinity level. Also, definition of their efficiency and the degree of compatibility of the existing situation with the needs of the community for services.
   d. Evaluation of situations, resources and economic and production structures on both levels of the development area boundaries and on the more comprehensive vicinity level. Also, definition of their efficiency and the degree of compatibility of the existing situation with the needs of the community for services.
4. Undertaking a comparison among issues of the socio-urban studies in a collective analytical mode (SWOT).
5. Preparation of comprehensive and detailed development plans along with implementation mechanisms.
6. Assessment of financial requirements and estimated cost for projects and securing them. In addition, a cash flow timetable for the implementation of approved plans, and evaluation of economic feasibility of development programs, plans and projects.
In partnership with the Ministry of Urban Renewal and Informal Settlements (MURIS), the Governorate of Cairo and the Governorate of Giza, the Needs Assessment and Activity Design Study, funded by Agence Française de Développement (AFD) and managed by the Social Fund for Development (SDF) seeks to:

− Develop a program for the upgrading of four unplanned settlements in the Cairo and Giza Governorates; and
− Identify employment-enhancing programs for micro and small enterprises in these settlements

PROJECT OBJECTIVES

The I2UD/EQI/TWC consortium has extensive Egyptian and international experience in developing programs and projects that address the particular challenges of informal settlements. The team’s approach coincides with the objectives of the Study and includes:

□ Developing practical upgrading strategies that have a significant impact on improving the quality of life of the targeted area residents and the potential of micro and small business to provide viable employment opportunities and drive local economic development;
□ Identifying indicative investment packages that reflect community priorities and are developed in partnership with residents and businesses, the local government
units within the Cairo and Giza Governorates responsible for delivering and coordinating services, as well as other key partners providing financial and non-financial services;

- Developing synergies among components, including labor-intensive community development works on the ground that address poverty alleviation strategies within the four communities through socially inclusive approaches that benefit women and youth;

- Framing project implementation, funding modalities, and monitoring of impacts within an institutional context that strengthens vertical and horizontal cooperation among central and local authorities, residents and businesses, NGOs, and funding agencies;

- Maximizing the potential of financial and non-financial inputs. This includes leveraging household, business assets, and social capital in the four communities, as well as fast-tracking the on-going and planned infrastructure and service improvements undertaken by the respective Governorates and other donor programs; and

- Building the capacity of the communities, micro-finance institutions (MFIs), and local authorities to shape the implementation of the investment program, monitor progress, and make adjustments using evidence-based monitoring approaches.

TECHNICAL APPROACH

Community participation. Neighborhood-focused development strategies using socially inclusive and accountable processes are most successful when decision-makers and officials are committed to supporting community-prioritized projects and fostering long-term relationships with community-based organizations (CBOs), local authorities, and NGOs providing intermediary services. In addition, it is also important to integrate the future development of the four informal neighborhoods within their wider urban surroundings to create opportunities for residents and businesses to build upon and strengthen existing local assets. The I2UD/EQI/TWC team has experience in developing demand-driven programs that emerge from the priorities of residents and businesses, including those whose voice is seldom heard, such as
women and youth, as will be the case in the four unplanned area sites.

Key aspects of our community outreach and participation methodology in this project will include:

- In-depth interviews, household surveys, informal discussions, working sessions with local residents and presentations at larger community forums;
- Stakeholder analysis to identify existing local community-based organizations;
- Formation of Community Advisory Committees to facilitate collaboration between the community and the consulting team; and
- Participatory Needs Assessment (PNA) teams to provide active linkages among Governorate, Districts and Communities and to identify demand-driven projects that can improve quality of life of residents and small business opportunities.

Thinking implementation from the beginning. Building the four communities’ commitment and their sense of ownership of the project, especially during the Activity Design phase, will be an important step towards the successful and sustainable implementation of the proposed activities. Seeking partnerships with the Local District authorities and other project implementers will also be critical to build sustainability from the beginning. Our approach from the outset will be to work with local stakeholders to identify tangible interventions that can have a strong impact in improving their living conditions. This may include building on ongoing initiatives either by the public sector, the civil society or by private entities. In our experience, the potential for comprehensive development programs to have a sustainable impact over the long run are multiplied when program implementation strategies focus on achieving tangible results within the initial period. This project will identify “Initiation Zones” where to focus the bulk of the assessment and design activities and will build on existing strengths and resources to identify short-term “Catalyst Projects” that can be scaled up.

Capacity transfer. In light of the expressed interest to strengthen the capacity of the Urban Upgrading Units (UUUs) within the Cairo and Giza Governorates, as well as among staff from the Local Districts, the team intends to actively involve local officials throughout the course of the project. In addition to contributing to their continuous capacity building effort and adoption of new approaches and methods of analysis, this approach will also allow the Study Design to draw upon existing knowledge and experience gained in previous projects, including SFD urban-related initiatives and the GIZ Participatory Development Program (GIZ/PDP) in Urban Areas. This collaboration will also be a good testing ground for the adjustment of the team’s methodology for enhanced transferability and sustainability of the project. The team will draw on this assessment to highlight training and capacity building needs for the main implementing stakeholders that emphasize the Programme’s sustainability beyond short-term participation.
Izbit Khayrallah Overview
URBAN PORTRAIT

Izbit Khayrallah is located in the south of Cairo. The area is bordered in the north by the urban domain of Cairo, including the historical and archaeological sites of El-Fustat, and in the south by the residential communities of Dar Al-Salam. The Nile River, the Helwan metro line, and Al-Zahraa housing vicinity serve as its western boundary, while in the East, Izbit Khayrallah is bordered by El-Arafa (also known by Cairo Necropolis). The territory includes a mountainous plateau, which was uninhabited forty years ago. It is separated from the suburb of El-Maadi by agricultural lands that were previously inhabited by farmers in small, limited settlements. However the 1970s witnessed a migration of laborers to the plateau area that coincided with the urban transformation of agricultural land to residential communities in the areas adjacent to the foot of the mountain plateau. In the absence of action by the State, housing settlement accelerated in this area, causing it to become one of the most densely populated areas in southern Cairo. It has reached a population of about 650,000 living in an area of 500 acres.

1.1 Brief History

Historians of the Middle Ages described the area as a suburban area with rich agricultural, privileged by an abundance of water sources including the Nile, scattered ponds that existed at the time, and natural water wells. It therefore gained a significant status in the life of the city and the community. The most notable pond in the region at the time was Al Habash pond, which was mentioned and described in the writings of travelers and historians and now lies within the domain of Dar El-Salam (formerly known as Deir El-Teen village) and El-Basateen. The lake’s area was estimated to be 2,200 acres, of which 213 acres were located within the domain of the village of Deir El-Teen (Dar El-Salam). The name “Khayrallah” emerged in the 1970s with the influx of migrants, which included the Khayrallah family. The Khayrallah family was not the only family that settled in this locale; there were families already settled in the agricultural areas near the plateau before the transformation of rural communities to urban areas. The majority of those families are still settled in the area and, despite Izbit Khayrallah’s spatial proximity to other settlements, it maintains its distinct social structure.
1.2 Urban Growth in the 20th century

Immigrants from other cities have occupied Izbit Khayrallah for almost forty years. They have formed a semi-urban community, settling primarily on the mountain plateau. Prior to the settlement of that community, a conflict over land acquisition occurred when a decree was issued regarding the allocation of the land to the El-Maadi Company for Development and Reconstruction. The company, however, had not executed any development work in the plateau area, while the population continued to grow. In the wake of the 1992 earthquake, the area witnessed an influx of citizens from neighboring vicinities whose homes were destroyed and who had to seek shelter, as the State did not provide them with any alternatives. Thus, the area turned into one of the least expensive informal housing areas. In the late 1990s, the Ring Road was constructed, dividing the area into two parts. The northern segment comprises the bulk of the mountain plateau area, while the southern section includes the Istabl Antar area and its environs. Construction of the ring road contributed to an increase in the value of land and real estate in the area, due to compensation funds distributed by the government for damages incurred by evacuating some households. Those funds enabled them to acquire tracts of land in the preferred vicinity. As a result, housing construction activities increased. Potential clients were those looking for housing close to the city center that coincided with their financial means. The area has thus become densely populated.
1.3 Site and Situation

The site location is characterized by its position within South Cairo where it benefits from its location at the end of the Nile valley and gate of the Delta, between the river and the mountainous plateau that forms part of the Mokattam range. Historically, the site obtained its prominence from its plateau, which served as a defense point for the protection of the capital from the south. Furthermore, the area was linked to the old port in El-Fustat. Its close relationship with the mountain range and its tracks made it the southern gate of the capital. In the recent past, it was connected to the southern agricultural land extending to Mount Tora, which had been the same previous connection with the network of lakes. Its geographical location has strengthened its uniqueness through the interface between the mountain and the river, as well as the valley in the south, the Delta in the north, and the contention between the prosperous urban heart of the capital and the marginalized communities beyond.
The situation of the area is characterized by well-defined boundaries. The foot of the Mokattam Hills and Al-Arafa (also known by Cairo Necropolis) act as the area’s eastern boundary. Dar Al Salam lies to the south and extends to El-Maadi. The western boundary encompasses the bank of the Nile, the Helwan metro line and the Al Zahraa residential settlement. Historical and heritage areas, including residential communities in the El-Fustat area represent the northern border. This boundary consists of a different spatial nature because of the mountainous plateau in the heart of the area, which slopes down to the east to form a valley with Mokattam. The topography of the plateau accounts for the definition of the area’s other borders.

To identify the area’s potentials and conceptualize its development, we can portray the natural and physical boundaries of the study area as follows:

- In the north: The topographical edge of the mountain plateau.
- In the south: The foot of the mountain plateau and El-Mahgar in Dar Al Salam.
- In the east: Al-Arafa (Cairo Necropolis) at the foot of the cliffs, specifically Haggana Road.
- In the west: The Helwan metro line extending to its underpass at the ring road where it continues to El-Mahata street at the edge of Zahraa residential area.
1.4 Urban and administrative domains (Districts and Shiyakhath)

The territorial domain and boundaries of Izbit Khayrallah are administratively affiliated under three districts:

- Dar Al Salaam district, comprising Athar Al-Naby Shiyakha;
- Misr Al-Qadimah district, comprising Koum Ghorab Shiyakha; and
- Al-Basateen district, comprising Gharb Al-Basateen Shiyakha.

Studying the area’s urban situation, problems, and current needs of the community, and reviewing the territorial boundaries within the geographical and social context are crucial for familiarizing oneself with Izbit Khayrallah. It is particularly important to review the Shiyakhat that overlap the physical landscape of Izbit Khayrallah.
1.5 Problematic ownership and property issues

The 1970s witnessed an increase in the number of immigrants in the area, including its vacant mountain plateau without any public services or utilities. The Cairo governorate issued decrees to remove encroachments on State-owned lands, which were to become the property of the El-Maadi Company for Development and Reconstruction. Despite repeated eviction attempts, Izbit Khayrallah residents did not leave the area, as they were unable to afford renting land, purchasing land, or building in another area. After multiple eviction attempts, government authorities demolished resident’s housing units. In the absence of any attempt to solve the housing problems in the area, the residents rebuilt their demolished units. In 1982, the residents filed a lawsuit to annul the Cairo Governorate decree issued to evict them from their houses and to claim their right to ownership. In 1984, an urgent verdict was issued in favor of the inhabitants, which halted demolition of housing units pending the court ruling with regard to ownership of the land.

Residents applied for the acquisition of land but the Governorate refused to process their applications. As a result, the residents filed a suit before the administrative court in 1986, demanding the abolition of the decision by the governorate to refrain from the sale of land. In the meantime, the residents sensed the reluctance of the State to provide them with infrastructure and utilities as they were seen by the government as trespassers on State-owned land. The residents therefore self-financed their own utilities. The case remained open for 15 years, until 1999, when a final ruling was issued in favor of the residents that approved their right to acquire and own land. Citizens began to file demands to the governorate to legally acquire their lands. The governorate responded that no action would be taken unless a detailed master plan for the area was prepared. Until this day, there is no master plan for Izbit Khayrallah and the court ruling has not been implemented. Due to the unresolved ownership issues, landlords pay an annual fee for usufruct (land utilization), estimated at 7% of the land value, which was estimated by the governorate in 2012 at EGP 200 per square meter, which is equivalent to about EGP 14 per square meter per month. Rents in Izbit Khayrallah range from EGP 300 to EGP 500 per month.
1.6 Urban Morphology and Patterns

The urban morphology and patterns analysis spans from the holistic, contextual level, to the detailed level of the community and the urban structures of the settlements. These community and urban structures have created social cohesion and integration that categorizes Izbit Khayrallah as a spatially unified community with common interests and structures. The analysis of urban morphology and patterns depends on understanding the urban-structure based on vicinity and integration. It also traces the physical, social, and economic development of the urban settlements. This gives us an overall perception of the urban morphological structure of Izbit Khayrallah with regards to the natural and environmental determinants affecting the urban fabric and the urban development transformations that have accompanied social variations and demographic migrations. These urban patterns may be categorized as follows:

- **Rural cores**: Settlement units with historical roots linked to a rural, social background, located on the land stretching south and west of the plateau (Izbit Al-Tahawy, Al-Izba El-Qibliyya and Al-Izba El-Bahariyya)

- **Unplanned urban areas**: Settlement units resulting from migrations that began in the 1970s and 1980s, located at the center of the plateau and extending outward. This pattern generated main urban axes throughout the area, the most important of which is El Nagah Street, running from the El-Haggana access point in the east to the Al-Zahraa area access point in the west. Commercial activities and services have emerged along this axis despite its limitations.
1.7 Landmarks

The network of public buildings forms a map of social, urban, and visual layers that defines the area and the movement within it. Moreover, the integration, upgrading, and functionality of these services serve to connect neighboring units, which create the urban patterns of Izbit Khayrallah. By determining these landmarks, public utilities, and activities, we can assess their efficiency in terms of their functionality within society and the urban domain.
1.8 Historical, archaeological, and heritage sites

The area is located near a number of historical sites, which include the excavations of the city of Fustat, the Religions Complex and churches, the Coptic Museum, ‘Amr Ibn El ‘As mosque, pottery centers and the NMEC (National Museum of Egyptian Civilization). Most of these landmarks are concentrated in the Misr El-Qadimah district. Izbit Khayrallah encompasses several historical sites that date back to the Coptic and Islamic eras, which add to its character. However, these sites do not attract any interest from the concerned authorities and suffer from neglect, abuse, and encroachment.
Al Gabakhanah (Istabl Antar).

Al-Gabakhanah, commonly known as Istabl Antar, is considered the most prominent archaeological site in the area, from which the southern part of Cairo gets its name. It was used in the 19th century to store weapons, equipment, and ammunition. The site is a walled courtyard with the storage building situated in the middle of the courtyard. Construction of Al-Gabakhanah is believed to date back to 1829, as an alternative to a similar building that existed in the Citadel and was burned down twice. During the reign of Muhammad Ali, four tabias (turrets) were built as well as a military hospital. Al-Gabakhanah was constructed for the purpose of guarding the south of the city. It was affiliated with the Ministry of Interior before it became affiliated to the Ministry of Antiquities, which is currently entrusted with its management and conservation. Al-Gabakhanah presents one of the untapped assets in Izbit Khayrallah with its spacious courtyard, which can be used for cultural activities and for providing various public services to the community. Turning it into a center for development could guarantee its protection through a positive relationship with the community.
**Al Saba’ banat Domes.**

The Al Saba’ banat domes are situated in the northern mountain plateau site and is one of Izbit Khayrallah’s most important landmarks. They date back to the Fatimid era and acquired their name from a renowned incident of that time. The Caliph Al-Hakim bi Amr Allāh is claimed to have killed six daughters of the minister El- Hussein Bin Ali, whom he had accused of treason. Later, six domes were constructed on their tombs beside the tomb of Sheikh Abu Al-Nasr Al-Asfeehy, where the seventh dome is located. Only four of them still exist, as well as the foundations of another two, while the seventh dome has disappeared. The historical site has acquired a social dimension, as there are many folk legends about its power to heal sick and infertile women. According to the stories told by women of the area, women who suffer infertility would wallow on the floor of the domes, light candles, and draw henna on their hands and on the walls for three weeks at a time. Once a positive result was achieved, a popular community ceremony would take place. The site represents an important asset with its heritage and local value, and can potentially work to serve the community.
Tal Al Tawaheen (Hill of the Mills) & Al-Tahuna Church.

Izbit Khayrallah encompasses several Coptic landmarks, such as Al-Tahuna church, which comprises an archaeological windmill. The windmill was the shelter and sanctuary of Pope Cyril VI for nearly six years in 1936. It has since been restored and still exists inside the church. Today, large numbers of Christians continuously flock to visit this church, making it an important religious destination. The mill is a circular stone building around six meters tall with a diameter of three meters. It lies within the area known as Tal Al Tawaheen (Hill of the Mills) in the northwest of Izbit Khayrallah, which had previously housed fifty mills. It is believed that they had been built during the French occupation of Egypt. In 1986, many of the mills were demolished and only about four remain.
Ahmed Ibn Tulun Water Aqueduct & Om El-Sultan Well.

The aqueduct and well are considered to be one of the most important archaeological sites in the Al Basateen district, adjacent to Izbit Khayallah. The site is one of the oldest and most at risk of neglect. The aqueduct and well were constructed to provide the city of Al-Kataae' with water through a wall that resembles the Aqueduct (Sour Magra Al-ouyoon). Today, the remnants of that construction include parts of the aqueduct and the inlet tower, which is a brick construction with a well inside that was drilled by Ahmed Ibn Tulun, known as Om El-Sultan well. Despite the historical significance of the aqueducts, they are severely deteriorated. The wall is neglected and tons of garbage pile up against it. Sometimes fires break out in the accumulated garbage, putting the wall at an even greater risk. A street vendor is currently using the well a fruit sale outlet and a kiosk (booth) has been placed in front of the well, which has put a stop to the garbage dumping.
The IFAO excavation site.
In 1985, a French mission commenced their archaeological excavations, covering an area of 2 hectares (5 acres) south of El-Fustat. The excavations are currently suspended in order to study and disseminate the materials that were discovered. The site acquires its significance from its historical location as a part of the social and urban fabric of Al-Fustat, the capital of Egypt after the Arab conquest in 642 A.D. Several residential settlements were discovered in the site that date back to the era of the Arab conquest. It is believed that these settlements were inhabited by one of the Yemeni tribes that arrived in Cairo with the Arab conquest and settled on the highlands overlooking the Al-Habash pond.

Al-Khadra Al Sharifa Shrine.
This Islamic shrine is believed to be situated in Al-Arafa Al-Kobra (Al-Basateen), southeast of El-Fustat. The renowned historian Al-Maqreezi classified this shrine among the oratories in Al-Arafa Al-Kobra. He stated, “There were several oratories and mahārīb (prayer niches) in Al-Arafa Al-Kobra including the Al-Sharifa shrine, located in Darb Al-Arafa (Al-Arafa path) in the Al-Gabbaseen neighborhood in Al-Sadaf district. It was built by a merchant called Abu Mohammed Abdullah bin Al-Arsoofy Al-Shami in 577 (A.H.)."
Izbit Khayrallah Needs Assessment
Prior to the 1970s, the area was not inhabited except for some rural communities south of the mountainous plateau in the adjacent agricultural lands. Following the migrations to the plateau and the urban transformation of the earlier rural communities, the area became a densely populated area of 650,000 inhabitants on about 500 acres. One of the characteristics of the area’s residents is a strong sense of community and social cohesion solidified by fending off attempts of forced evictions and fighting for their right to land acquisition and provision of State services and utilities to provide a dignified life for themselves and their families. Employees and business owners represent a small fragment of the workforce, while the majority are laborers and craftsmen in and outside Izbit Khayrallah. This diversity has contributed to bringing together the efforts of self-help development, resulting in the foundation of multiple civil society organizations (about 23 NGOs). The area comprises 12,000 commercial outlets, in addition to marble workshops, foundries, and car workshops, among others. The most widespread craft is Kontar El-Izba plywood with Izbit Khayrallah containing approximately 170 plywood workshops, as well as workshops engaged in recycling wood. Residential buildings are often overlapped with these commercial uses.

Al Nagah Street is the main axis in the area, especially in the mountain plateau, with a central market and a primary school. There are approximately 775 streets of varying grades, most of which are deteriorated, unpaved, and lack public lighting except for few that are lit by the residents. Accessibility to the area is very limited. There are no means of public transportation except for Shalhoub Street in Izbit Al-Tahawy, which connects the eastern area of Izbit Khayrallah with Dar Al Salaam. Means of transportation are limited to microbuses or Tok-Toks. The construction of the ring road in the area has contributed to the use of more microbuses among inhabitants. The area is almost devoid of public services, as there is only one primary school and one Al Azhar Institute and the area lacks health, social, recreational, and cultural services, as well as security. Though most of the communities were provided with basic infrastructure networks in the 1990s, they are now in a deteriorated condition.
2.1 Accessibility

The topographic nature of the area is the first obstacle that makes vehicle entry scarce and restricted to areas with low to normal slopes that allow for such entrances.

- **North (Misr El-Qadimah):** There is an entrance through Al-Fustat that leads to Al Sabaa’ Banat Street. Despite the importance of this entrance, it is unpaved.
- **East (Al Basateen):** There is an entrance from Al-Khayalah road that leads directly to Al-Nagah Street.
- **West (Al Zahraa):** There is an extension of Al-Nagah Street that slopes and passes through Al-Zahraa residential area, reaching the Nile Corniche and the Al-Zahraa metro station via the Al Zahraa bridge.
- **South (Dar Al-Salam):** Despite the dynamic relationship between Izbit Khayrallah and Dar Al-Salam, only one vehicular entry through Shalhoub Street links them, east of Izbit Khayrallah.

To be able to exchange benefits and services with neighboring districts, the inhabitants have created pedestrian paths and stairways as solutions to overcome the rough topography and the lack of efficient entry points. Two main pedestrian entrances can be identified. The first one is Mostafa Al-Dandrawi Street, from the Batn Al-Baqara in the north, which is a narrow unpaved street that slopes naturally and does not accommodate vehicular movement. The second one is in the south and links Izbit Khayrallah to Dar El-Salam through several flights of stairs, the most important of which is the one near Al-Gabakhana (Istabl Antar), in addition to the stairs that lead to the Ring Road.

2.2 Roads Network

Due to the topographic nature of the area, circulation axes vary. There is a main and subsidiary roads network serving the area that links the similar, converging areas. There are also connecting nodes and vertical circulation elements such as stairs, to overcome greater grade differences, and tunnels to overcome physical constraints (such as the Ring Road) to connect the north and south of Izbit Khayrallah. Stairways have also been constructed on both sides of the Ring Road. 775 roads of varying grades pass through Izbit Khayrallah, most of them are deteriorated, unpaved, and don’t accommodate vehicular mobility.
The major circulation axes are:

- The Ring Road, which passes through Izbit Khayrallah. In spite of the lack of exits, the inhabitants have built pedestrian stairways on both sides of the Ring Road which have become nodes for microbus stops;
- Abu Bakr Al-Siddiq Street and the ‘Haram El-Da’ery are two main axes parallel to the Ring Road, both representing service roads for craft centers and workshops on both sides;
- Al-Nagah Street is the main urban axis that extends from east to west through Izbit Khayrallah. It represents the commercial and service center in the area. The street varies in width, use, and traffic density;
- Al-Sabaa’ Banat Street, it is believed, used to connect the south and the north of the plateau and extended up to Istabl Antar in the past. It is also the main entrance from Misr Al-Qadimah and intersects with several lateral axes;
- Gouda Street and Bahgat Al-Islam Street;
- Al-Imamain Street and Shalhoub Street; and
- El-Mahgar Street, Al-Seyana Street and Al-Mahata Street.
2.3 Land Use

The predominant land use in Izbit Khayrallah is residential, in addition to economic and service activities, which are either in concentrated areas or integrated within residential areas. Land use in Izbit Khayrallah can be categorized as follows:

2.3.1 Residential Land Use

Residential is the prevailing land use in Izbit Khayrallah. The highest density of residential use in Izbit Khayrallah is in the area around Istabl Antar. The rest of Izbit Khayrallah is mixed-residential use in varying grades. Some residences are occupied by commercial, service, or workshop activities on the ground floor, targeting local residents. The density of mixed-residential use is higher on the main streets and may extend to more than one floor, housing nurseries, clinics, and law offices. Mixed-residential land use represents about 75% of total residential land use.
2.3.2 Economic Activities

The majority of the area’s inhabitants are working class or self-employed craftsmen. Employees and business owners of the middle class represent a proportion of the population as well. Economic activities in the region may be categorized as follows:

- **Commercial activity**: Despite the large number of shops in Izbit Khayrallah (over 12,000), no specific commercial activity prevails and the impact of these activities does not extend beyond the boundaries of the area. They mostly cater to the daily needs of the residents in addition to a limited number of shops selling clothes, stationery, furniture, and other household items. Commercial activity is represented in different forms:
  - Outlets for everyday needs between residential quarters;
  - Main commercial streets such as Al-Nagah, Al-Imamain, Bahgat al Islam, and Al-Mahatta streets;
  - Street markets such as Al-Nagah and Abu Ashraf Markets, serving Izbit Khayrallah and Dar Al Salam.
Crafts: The area houses various workshops, such as workshops for marble, foundries, mechanics, auto repair shops, tile casting, handicrafts, and Alabaster. The predominant craft in Izbit Khayrallah is plywood manufacturing, known as Kon-tar El-Izba plywood. There are approximately 170 workshops in the area. Some of the workshops are engaged in recycling old wood, and are located around Istabl Antar and Al-Sabaa' Banat Street. Limestone and marble workshops are concentrated in Izbit El-Tahawy area (in the southwest) and Abu Bakr Al Siddiq Street. Auto repair shops and car mechanics are mostly concentrated in Abu Bakr Al Siddiq and at the beginning of Al Nagah Street (from the east). There are an estimated 12 cloth workshops in the area, four of which are located in Magd Al-Islam Street. Izbit Khayrallah is also bordering Batn El-Baqara in the north, which is a center for pottery.
IZBIT KHAYRALLAH NEEDS ASSESSMENT

Izbit Khayrallah Workshops
1- Car workshops
2- Marble/limestone workshops
3- Wood workshops
4- Cloth making workshops
Industrial Activity: In addition to plywood manufacturing workshops, a limited number of factories exist in the area, varying in size and activity, including factories producing: plastic, yarn, blankets, and carpets. Specific factories in Izbit Khayrallah include the Egyptian Company for Metalworking, the General Company for Chemicals, and the General Company for Marble and Granite. Other factories have closed, such as the marble factory in Izbit Al-Tahawy and the Abu-Yousuf factory in the El-Izba El-Qibliyya. There isn’t any information about the factories named in terms of production or the number and nature of the labor force.
2.3.3 Services

- Governmental Services: Izbit Khayrallah has one post office and a technological center. The area lacks primary governmental services such as a police station, an ambulance station, and a fire station. This has led the inhabitants to rely on these services as provided in neighboring areas. The situation is exacerbated by the fact that the area is administratively divided into three districts, making access to services even more problematic.

- Religious Services: The area is home to nearly 33 mosques. The most famous mosques in the area include: Abu Bakr Al-Siddiq Mosque, located in Al Imamain Street; Bahgat Al-Islam Mosque, in Bahgat Al-Islam Street; Al-Rashad Mosque on El-Mahgar Street in El-Izba El-Qibliyya; and the shrine of Sidi Salama in Izbit Al-Tahawy. There are five churches in the area, the most famous of which is the Al-Tahuna Church (the Mill Church) with a service center, home for the elderly, and a medical center. Other churches include the Church of the Blessed Virgin Mary, The MarMina Church, the Church of the Great Martyr Velobatir Marcarius (Abu Sefien Church), and the Church of Saints Anba Moses and St. Karas.
Daily Supplies: Daily services are available in the area in varying quantity and quality. Outlets are located either within residential streets or concentrated in main commercial streets. They can be divided into two sectors:

- Sector North of the Ring Road, where most daily needs and services are available in two major centers:
  - Al-Nagah and Al-Imamain Streets, which are the most vital in terms of density and diversity of services. The largest central market of the area is located on Al-Nagah Street. The majority of the area’s inhabitants rely on this market to meet their daily needs.
  - Gouda Street and its extension Bahgat al Islam Street are the second densest and present the second most diverse selection of daily services. While they adequately meet the needs of the northwest Ring Road residents, many residents of that area head to Al-Nagah Street for their daily supplies.
Despite the availability of services in the two aforementioned centers, residents of the western edges rely on the Al-Zahraa area to meet their daily needs at lower prices.

- Sector South of the Ring Road: There is a relatively lower availability of services in this sector, especially in Istdabl Antar, where daily services are almost non-existent and in El-Izba El-Qibliyaa and El-Mahgar, where there are only street vendors. The inhabitants of this sector rely on two centers:
  - Shalhoub and El-Seyana Streets serve Izbith Al-Tahawy and neighboring areas, as well as the western areas around Istdabl Antar. Residents visit these centers to meet their daily needs in the absence of markets within their vicinity.
  - Abu Ashraf Market is located at the end of Shalhoub Street between Izbith Khayrallah and Dar Al Salam and is primarily a fruit and vegetable market.

Izbith Khayrallah in general suffers from a shortage of certain services. For instance, the nearest gas cylinders warehouse is in Ain El-Seera, making residents rely primarily on street vendors.
Educational Facilities: The area has one primary school operating in two shifts. Residents of Izbit Khayrallah are dissatisfied with the quality of education in this school and resort to schools in neighboring areas such as Dar El-Salam and Al-Zahraa’ for education at various stages. The area has a private Azhar Institute, numerous nurseries (funded either by charities or mosques), and tutoring centers. Some NGOs undertake educational activities, such as Tawasol Organization for Community. Dar Al-Salam also accommodates the Cairo School for Advanced Architecture.
o Health Facilities: The Izbit Khayrallah area as a whole lacks a public hospital. As a result, the majority of residents are dependent on neighboring areas for health care facilities such as Al-Khalifa Hospital, Dar Al Salam Hospital, and Al-Mollak Medical Center in Al-Zahraa. Smaller health facilities are present in Izbit Khayrallah, such as El-Qamhawi Specialized Hospital on Shalhoub Street; the CRS (Catholic Relief Services) Hospital, operated in cooperation with USAID in the El-Mahgar area; El-Fayrouz Physiotherapy Center; and El-Zayat Medical Center on Al Imamain Street. The area contains two closed (deserted) hospitals: Kamal Al-Din Specialized Hospital on El-Mahgar Street and Sayed Al-Morsaleen Hospital on Al-Nagah Street. Religious centers also contribute to providing health care services in Izbit Khayrallah, the most influential of which is the Medical Center of Al-Tahuna Church (the Mill Church) and Al-Rashad Hospital, an Annex to the mosque in El-Izba El-Qibliyya. There are also a number of private clinics on Al-Nagah Street and Shalhoub Street. The area encompasses approximately 15 pharmacies, mostly concentrated on Al-Nagah Street and Bahgat Al-Islam Street. There are no pharmacies present in El-Mahgar and El-Izba El-Qibliyya areas.

IZBIT KHAYRALLAH NEEDS ASSESSMENT
Transportation: The predominant means of transportation connecting Izbit Khayrallah to the surrounding areas is microbuses. There are several microbus stations inside Izbit Khayrallah: one in front of Al-Rashad mosque in El-Mahgar area (to 6th of October); another in front of Abu Bakr Mosque on Al-Imamain Street (to Al Sayyeda Aisha and Nasr City); and a third in front of El-Tahuna Church. Along the Ring Road, there are several informal microbus stops that pass through the area. Residents of the area use the metro station of Al-Zahraa and can reach it by microbus from Al-Nagah Street. There are no means of public transport in the area except for a bus line that passes through Shalhoub Street. The residents within the area largely depend on Tok-Toks, which can access narrow street and alleys.
Recreational Facilities: The area is provided with a limited number of recreational facilities, such as El-Nahda Youth Center in El-Izba El-Bahriyaa and the Ta’lae’ El-Forsan Club on Al-Rimaya Street in El-Zahraa, west of Izbit Khayrallah. Izbit Khayrallah contains two football courts and a basketball court in the Istabl Antar area, though one of them is deserted. Another football court in El-Mahgar zone was established by CRS (Catholic Relief Services) in cooperation with USAID in 2013. Unfortunately it has not been well maintained. Children sometimes use open spaces on the edge of the mountain and dead end streets as playgrounds. There are no community centers in the area, though people use the streets for social activities (particularly women and children). The main social activity in Izbit Khayrallah is visiting at sidewalk coffee shops in some of the main streets. Religious centers also play a role in providing spaces suitable for social activities, such as family events and weddings.
2.4 Open Spaces

The urban patterns of Izbit Khayrallah and its development have generated bordered open spaces within the residential fabric or at the edges of the area. The use of such spaces vary between being abandoned and representing a constant threat to the population, as in the case of the open spaces on the edge of the mountain, or those in the residential areas used by the area residents. Some residents use open spaces as a place to socialize or as an extension of their houses. Others use open spaces for storage or as an extension of their economic or recreational activity space.
Izbit Khayrallah is affected by several sources of pollution. The most critical sources are:

- Ain El-Seera Lake: This lake lies in the northeast of Izbit Khayrallah. It was originally a natural spring. Its water was rich in minerals and people used it for its therapeutic characteristics. In the second half of the 20th century, the groundwater level rose and the spring mixed with sewage waste. Studies show that the percentage of bacteria in the water matches those found in sewage. Additionally, in recent years, inhabitants have used the lake as a dumpster, doubling its polluting effect.
• Batn El-Baqara – Pottery Center: Batn El-Baqara lies north of Izbit Khayrallah. Its pottery workshops are considered a source of air pollution since these workshops use outdated furnaces and don’t follow any health or safety measures.

• Garbage: One of the most challenging problems in Izbit Khayrallah is the lack of a solid waste management system. As a result, garbage accumulates until its set on fire. Other residents resort to dumping the garbage on the Ring Road, where it remains until the officials are forced to remove it before it blocks the road. NGOs have failed to find a radical and thorough solution to this problem. Residents also dump garbage in the Ain El-Seera Lake and on the northern edge of the plateau.
2.6 Current and Future Projects

• A water network was inaugurated and the execution of water networks was announced in February 2014. The completion of subsidiary networks is still ongoing.

• Cairo Governorate announced in February 2014, in coordination with the concerned ministries, its intention to provide a school complex, as well as a post office, a fire station, and an ambulance station. None of these services have been implemented yet.

• Ain Shams University announced a cooperation protocol signed in September 2014 with MURIS in the fields of technical studies and research projects for the development of slum areas and solid waste management.

• Ain Shams University and MURIS also signed a cooperation protocol for a joint Masters Degree (in collaboration with the University of Stuttgart, Germany) to guide studies in areas that the Ministry is aiming to develop. One of these areas is Izbit Khayrallah.

• The Ministry of Environment has embarked on founding small waste management enterprises (with a legal entity) to hold contractual agreements with the governorate. These enterprises are tasked with raising awareness of garbage collection, sorting, and transfer to dumpsters and recycling points.

• MURIS is undertaking a study to develop the tunnels under the Ring Road.

• MURIS is currently implementing a project to paint building facades along the Ring Road.

2.7 Government-level Actions

• Following the incident of the collapse of the Duwaiqa rock in 2008, and fearing landslides on the edges of rocky areas in Izbit Khayrallah, the Cairo Governorate formed a committee to determine and assess risk areas. The committee was also to determine boundaries of safe areas to build at the top and bottom of the plateau. The committee recommended the demolition of a number of housing units located on the edge of the mountain, within unsafe areas, and the rehousing of evicted residents in alternative areas. This strategy was implemented in two stages in order to demolish high-risk areas. However, residents promptly rebuilt their houses given their strong connection to their neighborhood, work, and the difficulty of moving to remote areas.

• The Cairo Governorate has engaged in evictions in Misr El-Qadi-mah District, El-Mahata Street, El-Gabal El-Tany Street, Al Khayallah Street, and in the chemical factory area. The demolished area is estimated at approximately 43,000 m², containing 1,464 housing units.

• The Cairo Governorate has also undertaken demolitions in Dar Al-Salam, specifically on El-Mahgar Street and its subsidiary streets, Al-Sa’adah Street, El-Gomhouria Street, Al-Fouly Street, Nour Al-Din Street, and Adly Al-Senoussi Street. The demolished area is estimated at 25,000 m², containing 240 buildings that housed 1,452 families.

• It has been decided that once the necessary resources are provided,
Immediate evictions of high-risk areas will take place. These include:

- The south and west terraces of Al Gabakhanah, extending from the iron factory on El-Mahata Street in the west to Al-Gihad Mosque, covering an estimated area of 50,000 m² containing 4,000 housing units;

- The edge of the mountain terraces on El-Mahgar Street with an estimated area of 50,000 m² containing approximately 4,000 housing units; and

- Completing demolitions in the Al-Sehilah area northwest of the Ring Road, covering 4,000 m² and containing 650 housing units.

Figure 24. Izbit Khayrallah Unsafe Areas (according to MURIS)
Izbit Khayrallah General urban conditions
Izbit Khayrallah Infrastructure conditions

IZBIT KHAYRALLAH NEEDS ASSESSMENT
3 SUMMARY NEEDS ASSESSMENT

3.1 Identification of community needs and problems

A series of analytical methodologies, studies, field studies, and community discussions have led the study team to determine the problems, obstacles, and potentials of Izbit Khayrallah and to categorize them as follows:

Problems and Needs of the Residents: The field surveys and community dialogues were aimed at evaluating the current situation, identifying community problems, and prioritizing them. They can be presented as follows:

Procedural, administrative, and institutional problems:

- Ownership, tenure, and the legal status of land ownership: Izbit Khayrallah residents are determined to stay in the area, as they are unable to afford rents for housing units or purchase land elsewhere. The Governorate has attempted to evict them several times and legal disputes have continued for more than thirty years. A verdict was issued in favour of the residents in 1999 granting them the right to own land by purchasing it from the governorate, though it has not yet been implemented. The issues of land ownership and tenure are still pending and represent a major obstacle to development.

- Forced evictions: Forced eviction is a major concern for the area residents, despite the life threatening risks in some areas, particularly in those areas located on the edge of the plateau. Several evictions and demolitions have already taken place in some of the high-risk areas. However, construction in those evicted areas promptly followed. This phenomenon is due to the desire of the population to remain in the area, where they have strong connections to their neighborhood and work and encounter difficulties moving to remote areas.

- The administrative status of the area: The area is administratively divided among three districts, causing several problems due to a lack of coordination and the absence of a separate budget allocated to the area for service provision. This situation is also causing complex administrative procedures for the residents. Consequently, the area is administratively subordinated to different police stations and prosecution complexes, a situation that adds to residents’ confusion when processing official papers. The residents have suggested that Izbit Khayrallah becomes consolidated within a single district or becomes a district itself.

- Encroachment on historical and archaeological sites: The area encompasses several historical and archaeological sites. The absence of a strategy to protect and conserve these sites however, has resulted in infringements and encroachments. They have been transformed into garbage collecting points (dumpsters) instead of being used as cultural foci to serve the community and promote the area as a whole.

Environmental problems: Garbage disposal and its accumulation is one of the main problems in the area given the absence of a systematic procedure. Some residents wait for it to accumulate and then burn it, while others resort to dumping their garbage on the Ring Road, where it remains until the officials are forced to remove it to avoid it from blocking the road. NGOs have failed in their attempts to find a radical and
thorough solution to this problem. There is no industrial safety system in place for laborers in Izbit Khayrallah and a lack of commitment to environmental safety. Many workshops employ large numbers of workers with no regard for industrial safety, which directly affects the lives of laborers and neighboring residents, causing many workers to be prone to chronic diseases. The area is constantly threatened by fire outbreaks due to the absence of compliance with different conditions and regulations. In addition, waste and remnants from workshops exacerbate the problem of garbage in the area and may be a source of contamination in the area, presenting an environmental hazard.

Infrastructure and Utilities problems:

- Inefficiency of water and sewerage networks: This is one of the most important problems facing the area. In 2007, the Ministry of Housing approved a project to implement water and sewerage systems in the area. From 2007 to 2010, only 70% of the sewerage networks were executed and the project was not completed until 2013. Sewage pipe failures are frequent, resulting in sewage mixing with drinking water. This adds to the increasing difficulties faced by the residents of Izbit Khayrallah.

- The public electricity network: Electricity was installed in the area at the beginning of the 1970s, concurrently with the beginning of land sub-division. However, many inhabitants are supplying their houses with electricity illegally due to the legal status of Izbit Khayrallah (by stealing electricity from the main network). To overcome this challenge, it will be necessary to reach an agreement or reconcile with the concerned parties.

- Natural gas network for the area: The area lacks a natural gas network, as well as a proper system for the distribution of gas cylinders. It is very difficult to obtain a cylinder given the state’s official prices, which represents an additional burden on the residents.

Circulation axes, roads, and transportation problems:

- Accessibility: despite the location of Izbit Khayrallah and its proximity to major circulation axes, accessibility to the area is problematic. This is primarily due to limited entrances and exits and their urban and technical inadequacy. Internal streets are also in poor condition and are mostly unpaved, making it more difficult for public transport to access the area.

- Deterioration of the majority of the road network and public spaces: The road network has deteriorated mainly due to repetitive drilling in the main streets for the provision and maintenance of infrastructure networks in the area. Main and subsidiary streets, as well as public spaces, are devoid of plants and landscaping. Most of the subsidiary streets are unpaved and lack public streetlights.

- Transportation and circulation networks: Residents of the area depend primarily on Tok-Toks to reach the nearest microbus or metro station. This doubles the time, effort, and cost for residents working outside of the area. Although the Ring Road runs through Izbit Khayrallah, the concerned authorities have not considered
connecting the area with the road. Residents have therefore addressed the issue through collective community efforts and fundraising to build stairways along both sides of the Ring Road to reach any passing means of transportation. Residents have also established informal stops along the Ring Road, posing an extremely dangerous and life-threatening hazard.

**Urban, structural and housing problems:**

The urban condition varies according to the age and location of the area. The oldest and most deteriorated areas are El-Izba El-Qibliyya, El-Mahgar, and El-Izba El-Bahariyya. These three areas suffer from a severe decline in services and facilities and deterioration of roads and buildings. The area north of the Ring Road is in a relatively better condition. Al-Imamain Street is considered in the best urban condition, where the street is paved, the buildings are relatively new and in a good condition, and utilities are relatively reliable. Al-Nagah Street and Bahgat Al Islam Street are in the next best condition with regard to urban quality.

**Urban, community, and daily services:**

- The absence of urban and community services: The area is deprived of education, health, social, cultural, and administrative services such as post offices, civil defense (ambulance and fire) stations, and police stations in terms of quality, quantity, and geographical distribution. There are no vacant lands available for the provision of these necessary services in the area. However, on the outer edges of the area, there is vacant land that could house the needed services. Some of these lands are privately-owned properties, while others are state-owned or owned by sovereign authorities.

- Approximately 37 acres of vacant land east of the area, at the El-Haggana entrance, are owned by the governorate. In 1995, the governorate issued a decree to use parts of it to accommodate a school and a youth center to serve the residents of the area. However, this decree has not been implemented due to conflicts among official state bodies. Thus, the area still lacks services, which forces the residents to rely on the services in neighboring areas.

- Catering daily life needs: Circulation axes such Al-Nagah Street and Shalhoub Street cater to the daily life needs of the majority of the residents within its domain. The area generally lacks markets, with certain zones relying on neighboring areas such as Dar Al Salaam and Al Zahraa.

**Developmental problems and economic structure:**

- Unemployment: The area generally suffers from a high rate of unemployment among the educated (both residents with some higher education or secondary-level education). Some workshops and craft centers employ labor from outside the area, leading directly and indirectly to societal problems, such as the spread of drug addiction among young people and a high drop-out rate at the various stages of education, especially in primary/elementary schools. There is also a high level of child labor in the area.

- Poverty map: Some of the urban communities in Izbit Khayrallah lack the nec-
necessary resources for area upgrading or funding small and micro small enterprises. These areas are the poorest areas in Izbit Khayrallah and are mostly located in the south, below the mountain plateau. They include the El-Mahgar zone, El-Izba El-Qibliya, and El-Izba El-Bahriyya, and are considered the most marginalized areas in Izbit Khayrallah.

Social and demographic problems:

- The social and economic situation is conducive to the proliferation of crime and social unrest;
- The spread of drug addiction among young people is a primary concern of residents; and
- Sexual harassment is an issue for many residents.
3.2 Constraints and Limitations

The unresolved issue of the legal status of tenure and land ownership is one of the main obstacles in Izbit Khayrallah. The site and situation of Izbit Khayrallah present an attractive opportunity for investment. However, the incomplete implementation of the verdict in favor of the residents for land acquisition is an obstacle for investment plans and ambitions in the area.

The Ministry of Investment has embarked on a development project in Al-Fustat area, which encompasses establishing a central garden for Cairo, constructing 10,000 housing units, and using natural water wells to attract medical tourism. Additionally, the project aims to create a new traffic circulation axis to link the east and south of Cairo to the south of Giza. The project comprises the areas of Al-Basateen, Izbit Khayrallah, Batn Al-Baqara, Izbit Abu Qarn, and the tanneries zone in Misr El-Qadi-mah. The total area of the project is approximately 1,400 acres, 114 acres of which fall within the vicinity of Izbit Khayrallah, requiring the eviction of about 160,000 residents.

The Cairo Strategic Plan for 2050 contained similar visions to those adopted in the project for Al-Fustat zone, threatening parts of Al-Fustat with demolition for the benefit of tourism and investment projects. In 2012, the Urban Planning Authority and the Cairo Governorate jointly prepared a scheme for the development of the zone. The scheme included proposals to demolish parts of the area and replace them with hotels and a therapeutical retreat, and included a master plan for the entire area. These schemes created an obsessive fear among the inhabitants about the intentions of the State and its policies towards evictions and the transformation of the area without any regard for the area residents. This fears necessitates a set of rules to be defined by the law to achieve a balance of interests and to guarantee the rights of citizens who were forced to resolve their problems by themselves in the absence of State action. These laws are meant to prevent the possibility of corruption and loopholes that can be exploited for personal interests. This will guarantee justice and the upgrading of the area through community participation to ensure sustainability.
3.3 Potentials and development opportunities

The area is characterized by social cohesion, despite the variations in the population profile, which can be encouraged by proactive and positive participation. The area has several potentials that can accelerate development. There are a number of NGOs and community-based initiatives that provide various services but are limited in their financial means. The region is also characterized by its central location in the south of Cairo, which is an added value that should be leveraged. The study team has defined two economic potentials that could play a role in area’s upgrading:

• Supporting the current economic crafts structure: The area contains a number of workshops, small and medium-sized factories, and traditional craft activities in the surrounding areas (namely pottery and ceramics) that can be supported, such as marble workshops, carpentry and plywood manufacturing (Kontar El-Izba). All of these economic activities face an absence of funding and development opportunities, social security, and industrial safety for their laborers. These challenges are often met with informal economic solutions.

• Developing archaeological and cultural heritage sites: The area encompasses several historical and heritage sites, which may be re-employed socially, economically, and culturally. Our vision is not to convert these sites into conventional tourist attractions, but rather to convert them into development centers that serve the community and can be affiliated to other historical sites in Al-Fustat.
Izbit Khayrallah Action Plan
4 ACTION PLAN

4.1 Methodology and Urban Vision Components

Sustainable, long-term development can be achieved by designing a set of upgrading policies, strategies, and programs tailored to each area’s local conditions. Upgrading must also be rooted in an all-inclusive development approach that addresses the following mutually reinforcing components:

- Improving infrastructure (street networks, hygiene, disposal of solid waste, etc);
- Improving local administration and consolidating community participation;
- Improving the built-up environment;
- Providing sustained financing for projects, including for operation and maintenance; and
- Promoting socio-economic development.

Upgrading policies should put residents at the center of development. There have been too many projects in Egypt and elsewhere where residents’ participation is limited to attending preparatory planning meetings while outside “experts” end up making the final plans and policy decisions. This has resulted in development efforts fading away once external technical assistance and funding have come to an end. Upgrading projects should therefore aim to reach out to, mobilize, train, and motivate residents in order to guarantee sustained change beyond project completion. Community participation must go beyond basic consultation to actively involve residents in the adoption of more significant project roles. In essence, nurturing residential participation is an ongoing process, but perhaps its most important component is flexibility during the implementation phase to allow for experience to accumulate and gain community sustainability.

This can be achieved by merging the component of engagement with the component of flexibility in order to achieve sustainability through an “Action Planning Approach”.

Upgrading should be carried out using a framework based on the principles of justice, participation, and sustainability. Justice should grant all citizens the rights to carry out a respectful and decent lifestyle. These rights include having readily accessible services, basic living needs met, and resources that comply with acceptable standards. Residents should participate throughout all phases of the development process to offer individual and collective input, in collaboration with the relevant government institutions. Sustainable development depends on leveraging and maintaining financing offered by the state, non-government organizations, and other similar entities.
4.2 Identifying priorities and initiation zones

We can visualize the entire area into sub-zones according to its urban social cohesion by studying and analyzing the current situation and by identifying the area’s limits, potentials, priority problems, social structure, urban settlement morphology, development, and urban transformations. This will enable us to develop a strategy in order to achieve upgrading programs and an implementation plan and to ensure the right of the area’s residents to a just life.

Taking into account all of the above, we can determine the priorities of the urban communities according to a certain criteria. This can be scheduled by using a matrix in order to identify initiation zones. It can be considered as an initial stage for setting general development programs and policies, as well as implementation plans for their specific domains. This phase will be followed by other phases in a flexible and participatory way in order to ensure sustainability. We will also determine indicators and a criterion to evaluate the main priorities by using the following two groups:

The First Group – Basic Needs Indicators. The matrix begins with five indicators describing the very basic needs of each area. These aspects are considered to be critical to the upgrading of the area and to the improvement of the overall quality of life of residents. This group of indicators is allocated a 66.6% relative weight in the evaluation and final score. Definitions of indicators include:

1) Condition of infrastructure and services. This indicator measures access and quality/efficiency in the area regarding: water supply, sanitation, electricity, gas, as well as basic public services such as schools, healthcare centers, public spaces, and markets.

2) Environmental condition. This refers to the quality of the environment in each area, including its exposure to garbage, water contamination, as well as sewerage, air, and soil pollution.

3) Socio-economic status of residents. This indicator refers to the incidence of poverty in the area, including the prevalence of key issues such as unemployment, drug addiction, sexual harassment, and social marginalization.

4) Housing conditions. This refers to the condition of the housing stock as well as to the area’s legal status regarding tenure and property.

5) Overall living conditions. This indicator refers to the overall quality of life in the area factoring in the residents’ exposure to public health threats derived from the issues described above and the overall assessment of key issues and needs.

The Second Group – Local Indicators. The matrix continues with five indicators referring to planning and the economic and partnership opportunities that could be derived or leveraged from interventions in each area. These indicators are allocated a 33.3% relative weight in the evaluation and final score.
6) Larger impact outside of the IZ. This indicator refers to the spillover effects that could be anticipated from upgrading interventions in each area.

7) Opportunity to demonstrate a variety of interventions. This indicator refers to the presence of planning assets in each area. Assets may include availability of vacant land and the presence of historical sites or landmarks such as open space, schools, and markets that could be developed.

8) Strong local partners. This indicator refers to the existence of active civil society organizations, community groups, relevant initiatives, and/or clearly formulated development plans within a specific area.

9) Benefit to micro and small enterprises (MSEs). This refers to the presence of MSEs in each area and to their opportunity to benefit from the interventions.

10) Leverage ongoing investments. This indicator refers to the existence of other ongoing or recently completed public or privately-led development initiatives in the area.
Al Mahgar overview

Izbet Khayrallah « Al-Mahagr »

- Residential area
- Industrial area
IZBIT KHAYRALLAH NEEDS ASSESSMENT
1.1 COMPREHENSIVE ACTION PLAN FOR THE SETTLEMENT

Any serious effort to upgrade the living conditions and economic environment of informal areas must be comprehensive and go beyond the one-time EU/AFD/EU investment Programme. Building off the findings from the extensive needs assessment conducted in Deliverable 2, the proposed action plan for Izbit Khayrallah includes a combination of institutional and administrative proposals, upgrading policies and physical projects that could be undertaken by a multiplicity of stakeholders and funding agencies. The underlying principles of this development approach are the promotion of justice, participation and sustainability for the dwellers of informal settlements. The proposed Programme detailed in this volume is situated within this larger development framework.

1.1.1 Institutional and administrative proposals

- Review the legal status of land tenure and ownership;
- Redefine the boundaries and the administrative situation;
- Develop a detailed plan for the development of the area;
- Provide a police station to achieve social stability and to offer governmental services;
- Study the possibility of providing alternative housing within the area and its surroundings to the 1,000+ housing units expected to be demolished south and west of Al Gabakhanah.

1.1.2 Policy proposals

- Improve housing and living conditions. Promote the maintenance of residential buildings and the rehabilitation of abandoned properties;
- Protect from natural hazards, provide safe living conditions, and tackle environmental problems with a focus on developing an effective solid waste management system;
- Upgrade infrastructure networks, primarily water, sanitation and power.
- Improve the area’s accessibility;
- Improve the roads network, as well as public and private transportation networks;
- Protect Al-Gabakhana archaeological site and rehabilitate it to serve the community;
- Enhance the urban environment and develop a network of open spaces to serve the community;
- Provide urban, health, educational, social, youth, and administrative services. Study the possibility of developing state-owned vacant lands within the area for such services;
- Support basic and secondary commercial and business activities;
- Support the development of industrial and crafts activities, and micro and small enterprises.
1.1.3 Key development goals framing the physical proposals

The programme of physical investments in Izbit Khayrallah will be structured around a number of key development goals derived from the urban needs assessment, notably:

- Enhance in-and-out accessibility;
- Support the main commercial spine and its extensions;
- Enhance North-South accessibility across the Ring-Road;
- Redevelop existing heritage assets along a “civic artery”;
- Environmental upgrading;
- Provide public services, with an emphasis on health and education.

• In-and-out accessibility. Reduced in-and-out accessibility has been consistently identified as a key issue seriously hampering the development of Izbit Khayrallah. Lack of paved roads and public transportation was identified by PNA respondents as a main barrier, as it restricts the movement of goods and the accessibility to the area by increasing the costs of selling outside the settlement. It is also a contributing factor to the solid waste management issue by limiting the vehicle’s access to certain areas. Of the five main access points to the settlement, there is a consensus that the one situated on the west of the site, next to the metro line, is in the highest need of improvement.
• Support main commercial spine and its extensions. Commercial development in Izbit Khayrallah is concentrated along Al Nagah Street and its north-south extensions. Their overall urban conditions being substantially better-off than the rest of the settlement’s these streets have become saturated with commercial activities. Thus, there is an opportunity to channel part of the commercial demand towards adjacent streets and to the south of the Ring-Road.

• North-South accessibility. As it was reflected in the needs assessment report Izbit Khayrallah is split in two by the Ring-Road. Connectivity among both sides is very poor and limited to a number of tunnels and staircases in poor condition. As a result, better urban conditions and commercial activities are concentrated on the northern side, while development to the south of the Ring-Road is seriously constrained.

• Heritage redevelopment along “Civic artery”. As indicated in the needs assessment, Izbit Khayrallah’s main heritage sites, notably Al Saba’ Banat Domes, the Tal Al Tawaheen (Hill of the Mills) & Al-Tahuna Church, and the Al Gabakhanah (Istabl Antar) require urgent redevelopment to ensure their preservation and their use as neighborhood and tourism amenities. Incidentally, all three sites fall along the Al Sabaa Banat Street, an artery perpendicular to commercial thoroughfare Al Nagah Street. Linked to the redevelopment of the heritage sites, an opportunity is found in the development of Al Sabaa Banat Street as a main “civic axis” that could spur ample development opportunities outside the already congested commercial areas.

• Environmental upgrading. As it was mentioned in the needs assessment, Izbit Khayrallah used to be a military defense point prominently located on top of a mountainous plateau. As scenic as it might be, the edges of this plateau are perceived as “no man’s land” and as a result they concentrate the bulk of the settlement’s environmental hot spots (primarily solid waste and demolition debris). Hence, great potential for environmental upgrading is found in these areas, linked to open space improvements and the development of a “civic axis”. Addressing the sewerage and solid waste hazards across the settlement should also account for additional components of the environmental upgrading strategy.

• Provide public services, with an emphasis on health and education. The needs assessment and the PNA showed that Izbit Khayrallah’s deficit of health and educational facilities is a main deterrent for the area’s development in the long-term. According to the residents there are neither any formal health services nor an ambulance station provided in the settlement. The nearest health services are located in El Malik El Salih Hospital, which is 7 km away from the area. There is also the Dar El Salam Hospital for day-care surgeries, which is 5 km away. Both routes to these hospitals are unpaved and difficult to circulate through. Thus, priority public services to be provided include building a hospital, providing primary health centers across the settlement, and upgrading and building new schools.
1.1.4 Initiation Zone (IZ) and Initiation Sectors (ISs)

Once the development framework has been established, the next step is to determine the spatial zones that will be targeted for the investments under the EU/AFD/SFD Programme in Izbit Khayrallah. These will include the El Maghar Initiation Zone (IZ); and the Gabakhana, and the Ard El Khayallah Initiation Sectors (ISs).

Before getting into more details, a recap on the methodology used to arrive to these different intervention zones is provided. The mismatch between the limited budget envelope and the large area and population size of the target areas became evident from the early stages of the study. To address this constraint while maximizing the Programme’s impact, the consultant and the AFD/SFD agreed to concentrate investments in selected sub-areas of the settlements. Subsequently, four “Initiation Zones”, one in each settlement, were identified on the basis of their comparatively higher levels of need and deprivation, and proposed as the initial stage for the Programme’s implementation. In Izbit Khayrallah the selected IZ was the “El Mahgar”, an area with high development potential yet displaying the poorest basic needs indicators in the whole settlement.

As a result of subsequent AFD/SFD comments emphasizing the need to further stress local economic development (LED) considerations in site selection, the team agreed to complement the proposed IZs approach with the identification of “Initiation Sectors” or ISs, where interventions will be able to positively contribute to the achievement of LED goals and benefit a larger number of the areas’ residents. Based on these considerations, a number “Initiation Sectors” were selected in areas where the achievement of LED goals and other key strategic development concepts could be maximized for larger parts of the settlement. Selected ISs in Izbit Khayrallah, include:

1. The Gabakhanah Initiation Sector (IS)
2. The Ard El Khayallah Initiation Sector (IS)
Gabakhana Initiation Sector. This is a better-off sector (compared to El Mahgar IZ), with good environmental conditions and a fair socio-economic status of residents whose main asset is the presence of the Gabakhanah heritage site. The Sector is strategically located at the crossroads of the western access road mentioned earlier and the proposed “Civic axis” of heritage sites – both projects offering great redevelopment potential.

Ard El Khayallah Initiation Sector. Similarly to Gabakhanah, this is a relatively better-off sector displaying fair infrastructure, housing and environmental conditions. The sector is Izbit Khayrallah’s eastern gateway and has a strong commercial orientation due to the presence of Al Nagah Street, the settlement’s main commercial thoroughfare. Other key strategic assets located in this IS include the Ain El-Seera Lake and the Ard Al Kayallah site, a publicly-owned 30+ acres site with potential to accommodate badly needed public services for the wider community.

1.1.5 Physical proposals
Building off the key development goals, the Initiation Zone, and the Initiation Sectors, a number of physical proposals have been identified, notably projects that:

- Address key development goals;
- Are located within the El Mahgar Initiation Zone, and the Gabakhanah and Ard El Khayallah Initiation Sectors;
- Have a high impact on improving quality of life and/or promoting local economic development (LED) and job generation;
- Fall within the EUR 3.25 million budget envelope; and
- Respond to key priorities flagged in the needs assessment, the PNA and have been endorsed by key stakeholders.

These physical proposals are further detailed, by IZ and IS, in the map and paragraphs below.

**El Maghar IZ**

- Within this IZ, the following projects are proposed:
  - Upgrading of western access. Of the five main access points to the settlement, there is a certain consensus that the one on the west, next to the metro line, is in highest need of improvement. The proposed upgrading of this access should go beyond the entrance area, through El Mahgar, to open up accessibility for the entire south-western part of the settlement. The project should upgrade Al Maghar Street in its full length; build a ramp to connect Al Maghar and Khaled Al Waleed Street at top of the plateau; and finally upgrade the connection with Izbit Khayrallah’s northern side under the Ring-Road.

- Sewerage upgrading in El Maghar. Sewerage upgrading was identified among the top three priorities of residents in El Maghar. The upgrading of the western access offers a great opportunity to combine street and sewerage upgrading interventions that will have a multiplier effect on improving the living conditions and the business environment of south-side area.

- Open space improvement. Located on the edge of the plateau, this area is catalogued as high risk by the Cairo Governorate; and housing demolition has taken place there recently. Despite the fact that demolition debris was not collected—perhaps with the goal of making it harder for residents to rebuild their houses—the needs assessment revealed that reconstruction is already taking place in some areas. The proposed open space improvement project offers an opportunity to transform steep areas unsuitable for construction into community assets. By making them an amenity and a gathering point for the residents reconstruction would be prevented, cleanliness guaranteed, and commercial development within the surrounding areas promoted. Open space improvements in this area should be connected to the proposed “civic axis” and the Gabakhanah site through the up-
grading of the existing staircase, as detailed under the Gabakhanah IS.

- Leverage existing vacant land for the provision of services. The Al Nasr factory site is a prime site of real estate located by the metro tracks and subject to high redevelopment pressures. As part of the needs assessment it was conveyed to the consulting team that a new shopping mall project could be coming up in this site. Hence, an opportunity arises to provide public services such as health and education facilities in this site and serve Izbit Khayrallah and the larger Dar Al Salam district. It would require the articulation of a Public-Private Partnership (PPP) with the developer whereby the required public facilities would be provided in exchange of the necessary permits and/or zoning allowances to pursue commercial development.

### Gabakhanah Initiation Sector (IS)

Within this IS, the following projects are proposed:

- Gabakhanah’s redevelopment. The Gabakhanah heritage site offers the clearest redevelopment and revenue generation potential. The site is compound of a 2,375 m² building, an 18,325 m² court and a 7,850 m² open space area which could be reused as a social services and cultural hub for the community and for tourism. Amenities could include exhibition halls, office space, library, public spaces, outdoor cafes, venues for open air concerts and shows, etc. This project is endorsed by the Cairo Governorate and by active NGOs in the area, and the Ministry of Antiquities recently granted an approval to hold an open-air cultural event in the site. The Ministry’s endorsement and leadership would be a prerequisite for the implementation of this project. Accessibility to the redeveloped site and to the new “civil axis” will be greatly enhanced by the proposed western access upgrading project.

- Improve two (2) tunnels under the Ring-Road. While heavily used by southern side residents to reach neighborhood amenities on the north, the tunnels are uninviting for pedestrians and affected by sewerage overflows. By enhancing the linkage with the north side of the settlement, this project builds off and reinforces the upgrading of the western access presented earlier.

- Improve staircase. The staircase connecting El Maghar to the Gabakhanah is in urgent need of rehabilitation. The staircase is heavily used by a majority of Izbit Khayrallah’s south-side residents to access amenities in the north yet it is very steep and in bad condition and a cause of many accidents. Meetings held with local NGOs and with the former Ministry of Informal Settlements identified this as a priority project.
Redevelopment of existing heritage sites

Istabl Antar building  = 2375 m²
Istabl Antar Court    = 16325 m²

Redevelopment of Gabakhana

Istabl Antar Indoor Space  
Istabl Antar Court
Istabl Antar Open space
Civic spine
Stairs
Ard El Khayallah Initiation Sector (IS)

Within this IS, the following projects are proposed:

Upgrading micro-bus station area. Located on Masaken Al Khayrallah Street and serving main commercial arteries, this micro-bus terminal connects Izbit Khayrallah to Nasr City and Al Sayeda Aesha. Its informal condition is a cause of congestion, traffic and chaotic circulation negatively affecting micro-bus operators, users and ultimately area businesses. This project should be bundled with the upgrading of Masaken Al Khayrallah Street directly linking to Al Khayrallah Road (Izbit Khayrallah’s main access road from the east).

Open space improvements along the Ain El-Seera Lake shores. This project would entail the development of the lake shores as promenade walks for the larger area including residents of the New Fustat suburb off Al Fustat Street. By making this area a destination and a gathering point for a wider socio-economic range, this intervention should spur commercial development and improvements within the surrounding area. Promenades could be combined with street greening interventions through a green corridor connecting the lake with the proposed “civic axis” on Al Sabaa Banat Street. Remediation of the lake’s pollution hazard should be a pre-requisite for the success of this project.

Leverage vacant land for the provision of public services. The Ard Al Kahyallah site is a 30+ acres public site that the Cairo Governorate intends to develop as a new neighborhood. The provision of the requisite education and health facilities in this area would be possible. The Cairo Governorate is in agreement with this opportunity, yet it would like to study it as part of a detailed master plan for the site.

Other zones of intervention

Some of the interventions that are required in Izbit Khayrallah cannot be circumscribed to a particular zone. This is the case of improved solid waste management, necessary across the settlement. As requested by the AFD/SFD and the Cairo Governorate, a SWM business model and action plan for the four target areas has been prepared. The business model is sustainable and is based on the provision of soft loans to small private firms / NGOs. It has been included as an Activity within Component II of this investment programme (Financial Services to MSEs).

In other instances, like in the case of public services improvements, opportunities for interventions may be derived from establishing partnerships and agreements with local actors, and their location decided based on the actors’ areas of influence. Two preliminary opportunities are presented here below, in the realm of public services improvement, in collaboration with Tawasol and Kheir wi Baraka NGOs.

Providing health services through local NGOs. The needs assessment and related consultations with active associations revealed a preliminary opportunity to build up existing health services along the lines of the Ministry of Health’s (MoH) “Improvement of health services in slum areas” project. The model is simple and straightforward; it is based on identifying existing primary care health units and improving them through the purchase of technical equipment; the rehabilitation and refurbishing of
the premises; the staffing and training of nurses, physicians and health officers; etc. The model has successfully been implemented in Manhṣiet Nasser (an informal settlement in Cairo Governorate) with financing from donors and to a lesser extent from the GoE / MoH.

Tawasol. In addition to its extensive educational curriculum, Tawasol provides health services in Izbit Khayralla. As described in the stakeholders analysis included in the needs assessment report, the NGO currently has one internist who makes medical examinations five times a week in the school facility. The service is not restricted to the school parents and children but it is open to all the area residents. There is also an ophthalmologist and orthopedic clinic that operates once or twice a month. Consultation visits are EGP 5 per person, and Tawasol pays for 50% of the costs of medication/treatment. Surgical procedures are referred to an outside private hospital in Dokki (Giza governorate), the Chabrawichi Hospital, where discounts on the surgeries are granted –with Tawasol paying for the difference. Eye surgeries are referred to El Maghraby Center for eye surgeries, and have carried out about EGP 100,000 worth in eye surgeries from areas in the Izba, Batn El Baqar. Cases are studied socially and economically before being accepted for referral.

In subsequent consultations as part of the activity design, Tawasol’s Vice-Chairman showed an interest in establishing a full-fledged eye / health care center, with sophisticated equipment, in the area. She stated that the NGO’s plot of land (1,000 m²) where construction of a new school is about to begin could accommodate this facility yet funding to purchasing the equipment would be required. Perceived as an opportunity to build synergies with the EU/AFD/SFD Programme, the consulting team requested Tawasol to prepare a budget for the health unit so that the proposal could be included into Izbit Khayrallah’s investment Programme. It should be noted, nevertheless, that the AFD/SFD have reiterated the importance of identifying labor-intensive investments, a pre-requisite that could restrict the Programme’s ability to finance the procurement of medical equipment.

Kheir wi Baraka. Kheir wi Baraka is one of Izbit Khayrallah’s most active and well-known NGOs providing all kinds of socio-economic support programs, and a key advocate for the development of the area. The project team held numerous discussions with Kheir wi Baraka during the preparation of the activity design. The association expressed a high interest in partnering with the EU/AFD/SFD for the provision of a health facility. The business plan for the facility includes the provision of specialized clinics to include internist, pediatrics, obstetrics and gynecology, ophthalmology, dermatology, ear, nose and throat, surgery and physiotherapy. Purchase of an ambulance will also be required to serve a population of 650,000. The business plan estimates an initial total budget of EGP 4.58 million / EUR 540,000 for year 1, after which the facility would be financially self-sustainable. In implementing it, Kheir wi Baraka would require EU/AFD/SFD Programme funding to acquire and/or rent a suitable facility; procure the necessary equipment; and staff it. The NGO claims to have previous experience in the sector through work with the Health Directorate, and to have the necessary human resources to assist establishing and managing the center.

While the project team believes such a partnership with an experienced NGOs could offer an interesting opportunity to provide badly needed health facilities in the area,
it should be noted that according to the AFD/SFD the Programme cannot fund the purchase of real estate; it is still to be seen whether the rental of property would be an complying option.

1.2 PROPOSED INVESTMENT PACKAGES FOR THE EU/AFD/SFD PROGRAMME

The previous section introduced the long list of priority projects for Izbit Khayrallah that are derived from the needs assessment, the PNA and the stakeholders consultations conducted in the site. This section will identify the short-list of projects to be proposed for funding under the EU/AFD/SFD Programme.

1.2.1 Risk assessment and mitigation

The short-list of projects proposed for implementation must derived from the assessment of risks that could threaten successful project implementation. As it has been mentioned, the current context with regards to informal settlements is characterized by a certain instability, which can be translated into unpredictable changes both in institutional counterparts, civil society partners, political agendas, and financial commitments. To balance off these contextual uncertainties, the team adopted a preventive approach aimed at minimizing the operational risks that may arise from Programme implementation.

Main risk factors that were assessed and mitigated include those related to: (a) successful project implementation by December 2019; and (b) project sustainability.

a) Successful project implementation by December 2019. The assessment took into account a number of considerations for each physical intervention, notably whether:

- The lead implementing agency (SFD / Governorates) has competences and/or previous experience in implementing similar initiatives;
- The project requires limited or no approval/buy-in from other stakeholders (e.g. Central Government Ministries);
- The project requires limited or no feasibility studies; and
- The project can be implemented within the existing legislation.

Merging these four considerations into a composite indicator “Ease of implementation”, projects were assessed against that indicator and ranked from 4 (“Very likely”) to 1 (“Unlikely”), as shown in the matrix below. The column “Remarks” provides a summary note on the assigned ranking.

b) Project sustainability. The assessment took into account considerations having an impact on project sustainability after completion, notably whether the resources and responsibilities for operation and maintenance (O&M) have been defined.

Similarly to the ease of implementation, a composite indicator “Ease of sustainability” was produced, with projects ranked from 4 (“Very likely”) to 1 (“Unlikely”), as shown in the matrix below. The column “Remarks” provides a summary note on the assigned ranking.

The specific rankings assigned are based on the team’s institutional assessment as well as on a number of technical and political discussions on the projects with the Governorates and the SFD.
Short-list of projects

Based on the rankings obtained from the risk assessment matrix, the short-list of projects to be proposed for funding under the EU/AFD/SFD Programme in Izbit Khayrallah include:

- Upgrading of western access road
- Micro-bus terminal upgrading
- Improvement of tunnels
- Improvement of staircase in El Maghar
- Open space improvement in El Mahgar
- Sewerage upgrading in Al Mahgar Street
- Equipment for health unit