

THE CHALLENGE OF GREATER CAIRO GOVERNANCE

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ABSTRACT

As one of the largest urban agglomerations in the world, Greater Cairo Region is situated in a great challenge that affects its liveability and sustainability. From its creation in the second half of the twentieth century, great efforts and investments were allocated to this mega city, but it still faces critical problems of overcrowding, traffic over-congestions, informal settlements expansions and high socio-economic disparities. This is mainly resulted from the inadequacy in the existing fragmented governances of the region. Actually, the weird situation of imbalance, between efforts and investment from one side and the quality of life from another, calls for a comprehensive review of the governance framework in the region.

This paper addresses the challenge of Greater Cairo governance. It analyzes the current governance framework to identify its weaknesses. Then it searches for other governance frameworks that will be more suitable for the case of Greater Cairo.

This will be done through highlighting successful governance frameworks in the world such as the one for Greater London Region. Finally, it proposes a new governance framework that overcomes the main weaknesses that are facing the existing one.

KEYWORDS: Mega-City, Urban Agglomeration, Governance, Greater Cairo, Greater London, Authority

INTRODUCTION

Greater Cairo is one of the largest urban agglomerations in the world. For decades, this mega-city has witnessed high population growth rates due to steady natural increase and continuous internal migration. In 2009, Greater Cairo ranked seventeenth in the list of largest urban agglomerations in the world [1].

First of all, there are three different entities that have the word Cairo in its title in Egypt. The three entities are Cairo Governorate, Cairo Region and Greater Cairo Region (GCR). Actually, the three titles are mistakenly used instead of others by both the community and many researchers. So, it's very important to distinguish between these three entities before discussing the situation of GCR.

Cairo governorate is one of twenty seven governorates of Egypt. It's totally an urban governorate. The populated built up area is known as Cairo city. All other areas are desert lands. Cairo Region is one of seven planning regions that Egypt consists of. These regions are determined according to economic sustainability.

The other six regions are Delta, Suez, Alexandria, Asuit, North Saied and South Saied. On the other hand, Greater Cairo Region is a metropolitan area and the capital of the nation. It's a huge urban agglomeration. Table 1 and Figure 1 present a comparison between these three entities [2-6].

Table 1: A Comparison between Three Entities Named Cairo in Egypt

Entity	Definition	Establishing date	Divisions	Area (km ²)	Pop. (2006 in Millions)
Cairo Governorate	A governorate (one of twenty six Egyptian governorates)	1960	31 districts which are divided into 41 <i>qisms</i> which are divided into 325 <i>sheyakhas</i>	3085	6.76
Cairo Region	A planning region (one of seven Egyptian regions)	1977	Cairo Gov. Giza Gov. Qalubia Gov.	17342	18.3
Greater Cairo Region	A metropolitan area – nation capital	1965	Cairo Gov. Giza city. Shubra-Elkheima city & surroundings	3600	11.0 approximately

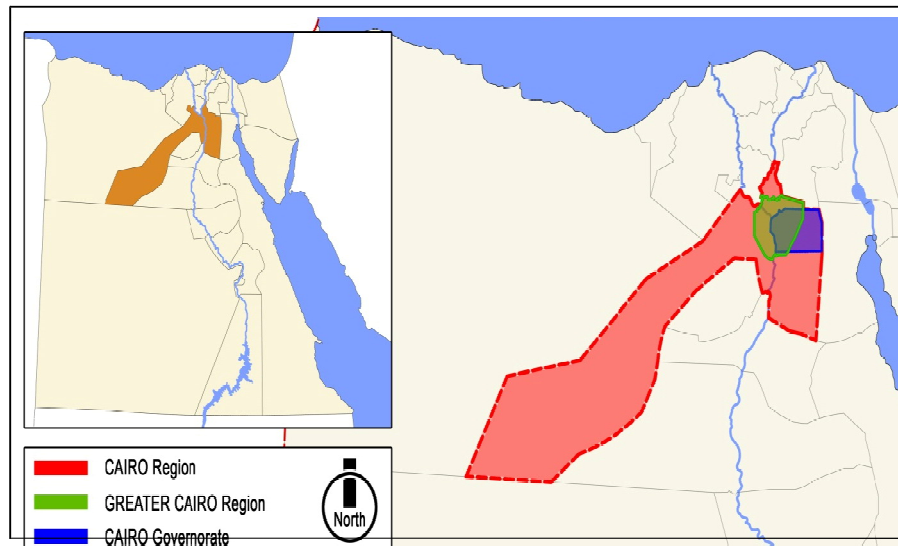


Figure 1: A Comparison Between three Entities Named Cairo in Egypt.

GCR is one of the important urban centers locally and regionally. Although great efforts done and huge investments allocated for it, this mega-city still suffers from deteriorated quality of life in most of its parts. Critical problems are facing GCR and are hindering it from achieving better quality of life. The main problems are:

1. The continuous traffic congestions almost all daytime.
2. The expansion of informal settlements. Actually, its area is increased from 6.7 km² (0.4 million inhabitants) in 1950 to 140.1 km² (8.3 million inhabitants) [7].
3. Continuation loss of valuable agricultural land surrounding the built up area.
4. Degradation of environment characteristics, especially air quality.
5. High unemployment rates.
6. High socio-economic disparities in the community.
7. Population over-concentration in specific parts of the region.

The continuation, and sometimes, expansion of such critical problems threatens the livability and sustainability of this mega-city. This conflict calls for a comprehensive review for the governance of this region in order to identify the reasons for such situation. This paper discusses the governance framework of GCR. It analyzes the existing governance of the region and compares it with governance framework in one of the developed regions in the world, Greater London Region. It targets to find out a more suitable governance model that is able to solve the critical situation of this important region.

THE EXISTING GOVERNANCE FRAMEWORK OF GREATER CAIRO

The governance of a huge urban agglomeration with population that exceeds 10 million inhabitants in one of the less developed countries is a great challenge. According to the head of the General Organization of Physical Planning (GOPP), GCR governance has been always a complicated issue [8]. For decades, GCR never had any macro-administrative structure that deals with it as a distinct city [9]. First of all, the administrative division of GCR is also complicated. Officially, GCR area is divided between three different administrative entities, the governorates of Cairo, Giza and Qalubia. To be parts of Cairo governorate, Giza governorate and Qalubia are the components of GCR. Figure 2 illustrates the geographic boundaries of GCR.



Figure 2: Administrative division of GCR

Concerning statistics, it's a very hard work (and sometimes impossible) to get clear statistical data for Greater Cairo. As a result, numbers are significantly varied from reference to another. National census in Egypt is being executed at the level of governorates and its divisions. There is no any census that done to GCR as a whole. Table 2 illustrates different population of Greater Cairo for the same year according to different references.

Table 2: Comparison Between Different Population Statistics for Greater Cairo

#	population	year	Reference
1	15'000'000	2005	Demographia Urban Areas Database
2	11'128'000	2005	United Nations Department of Economic and Social Affairs / Population Division - 2005 revision
3	11'487'000	2005	United Nations Department of Economic and Social Affairs / Population Division - 2007 revision
4	10'560'000	2005	United Nations Department of Economic and Social Affairs / Population Division - 2009 revision

The governance of GCR is divided between a group of central ministries and three governorates' local agencies and directorates. There is no any clear organization between these parties concerning the mega-city as a whole. Of course, each governorate has its vision and takes its actions without efficient coordination with the others. In addition, each ministry has its own agenda and usually executes it with modest coordination with other agencies. The following part of the paper discusses how some sectors in the region are governed.

Urban Development

Generally, four parties are involved in the urban development of GCR. The first and most important one is the Ministry of Housing, Utilities and Urban Development (MHUUD) through one of its agencies, the GOPP [10]. The other three parties are the planning departments in each governorate. These departments are mainly responsible for monitoring and technical support to the first party. In addition, local councils in cities who are elected periodically have the authority of approving new plans and budgets. But, the role of these councils are very limited and usually dominated by the ruling party of Egypt [9].

In addition, GCR geographic boundaries were not respected in most of urban development plans. Despite that these plans were prepared by central agency, three out of the four plans of 20th century didn't recognize the official boundaries of GCR. The first master plan that shows this boundary is 1997 master plan. It's to be concluded that, one of the most important urban development strategies, the new cities, was prepared and executed from 1970s without taking in consideration the official boundaries of GCR. As a result, five out of eight new cities established around GCR to alleviate its overpopulation are intersected with these boundaries. Of course, this is a big case of authorities interference. These cities are 6th October and Sheikh Zayed cities to west and New Cairo, Elobur and Elshorouk cities to the east. Figure 4 illustrates the interferences between new cities boundaries and GCR boundaries[11].

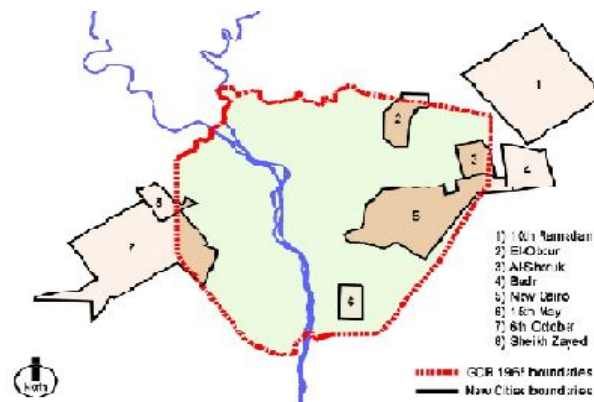


Figure 3: Interferences between GCR Boundaries and New Cities Boundaries

Another conflict is the submission of two strategic future plans for the region within two years only. In 2008 a strategic urban development master plan for 2027 was prepared by cooperation between GOPP and Japan International Cooperation Agency (JICA). On the other hand, another strategic urban development master plan for 2050 was introduced by the GOPP in 2010.

It's worth mentioning also that, the two new strategic master plans (2027 & 2050) are recognizing study area that is larger than GCR boundaries. This is because that both urban development and urban informal growth in the last fifty years changes the fabric of the region and expanded its built up areas. So, it seems now that there is a need to

redefine GCR boundaries. Figure 4 presents the action area boundaries of 2027 master plan in relation to GCR boundaries.

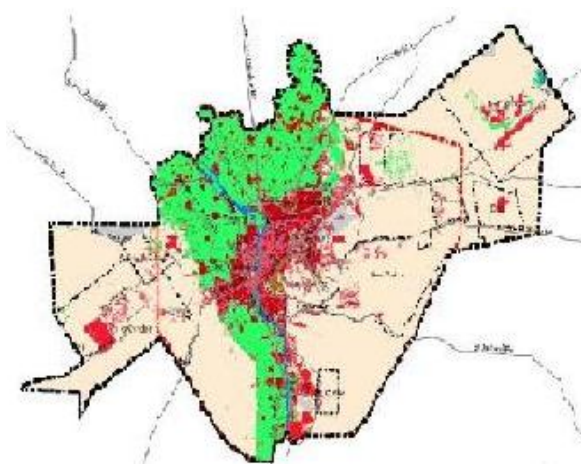


Figure 4: The Boundaries of 2027 Master Plan (Black Dotted Line) Versus GCR Boundaries (Red Dotted Line)

Transport Sector

Concerning transport sector in GCR, there is a group of seven national (such as the Ministry of Transport) and local (such as traffic department in each governorate) parties who are playing one or more roles [12]. To be more specific, for consultancy and policy decision issues, there are there national parties who are in responsibility. For execution issues, there are five different local and national parties who are involved in. And for the operation and monitoring, there are also five different working parties. Table 3 summarizes this interrelated structure [12].

Table 3: Summary of Interrelated Transport Responsibilities Between Different National & Local Parties

#	Party	Agency	Discipline	Responsibility
1	The Egyptian cabinet		consultancy & policy decision	National Project Decisions
2	Ministry of Transport	Higher Committee for GC transportation	consultancy & policy decision	Consultancy & studies
		General Authority for Roads, Bridges & Land Transport	operation and monitoring	Operation of highways, elevated roads...
		Egypt National Railways	operation and monitoring	Operation of sub-urban metro lines in GC.
		National Authority of Tunnels	operation and monitoring	Monitoring of metro & tunnels construction
		Egyptian Company for Metro operation & maintenance	operation and monitoring	Operation of urban metro lines in GC.
3	Ministry of Housing & Urban Development	General Organization of Physical Planning	consultancy & policy decision	Consultancy & studies
			execution	Construction of highways, elevated roads... in GC
4	Ministry of Interior	General Directorate of Traffic	operation and monitoring	Traffic Management schemes for National roads only passed in GC
				Traffic Law Enforcement for National roads only passed in GC

#	Party	Agency	Discipline	Responsibility
		Local Traffic Police	operation and	Traffic Management schemes
		departments in Governorates	monitoring	Traffic Law Enforcement in the corresponding governorate.
				Drivers & vehicles license.
5	Cairo Governorate	Cairo Transport Authority	operation and monitoring	Bus network operation in the region.
		Cairo Traffic Engineering Bureau	consultancy & policy decision	Approving new land uses and off-street parking facilities.
		Technical Directorate of Roads & Transport	consultancy & policy decision	Decisions for local projects.
			execution	Execution of local projects
			operation and monitoring	Minibus network supervising in the Gov.
				Parking facilities in the Gov.
				Taxi supervising
6	Giza Governorate	Technical Directorate of Roads & Transport	consultancy & policy decision	Decisions for local projects
			execution	Execution of local projects
			operation and monitoring	Minibus network supervising in the Gov.
				Parking facilities in the Gov.
				Taxi supervising
7	Qalubia Governorate	Technical Directorate of Roads & Transport	consultancy & policy decision	Decisions for local projects

	execution	Execution of local projects
	operation and monitoring	Minibus network supervising in the Gov.
		Parking facilities in the Gov.
		Taxi supervising

The existing governance framework of transport in GCR depends on many involved parties. These parties need a high level of coordination which cost a lot of time, effort and money. In addition, there are some interferences between these parties. For example, in Giza governorate part of GCR, bus lines are under the responsibility of Cairo governorate. On the other hand, shared-taxi is under the responsibility of Giza governorate. As a result, the latest master plan of transport in GCR 2025 submitted in 2002 was solely prepared by the JICA for the ministry of Transport [13]. This plan suggests establishing an agency that will be responsible for the coordination of the execution of both urban development and transport development plans [10].

Water Supply and Sanitation

The real role in the sector of water supply and sanitation is for the national government of Egypt. MHUUD is the national authority who is responsible for water supply and sanitation in Greater Cairo and all other Egypt parts [14]. For policy decision and execution issues, the Executive Agency of Water Projects and Sanitation is responsible for the whole governorates of Cairo, Giza and Qalubia. The responsibility of this agency covers GCR and the rest areas of Giza and Qalubia governorates. For operation and delivery of service [10], two companies are responsible for water supply and other two for sanitation. These companies are Greater Cairo Water Company, Giza Company for drinking water, Greater Cairo Sanitation Company and Giza Company for sanitation respectively. The first and third companies are serving Cairo governorate, Shubra-elkhima city and urban parts of Giza. The second and fourth companies are serving the other parts of Giza Governorate [15]. Other two companies are supposed to be established to serve Qalubia governorate solely. It's worth mentioning that, all these companies are subsidiaries of the Holding Company for Drinking Water and Sanitation which has been established in 2004. In addition, Housing and utilities

directorate in each governorate offers operation and monitoring support. It's to be concluded that the delivery of both water supply and sanitation services in GCR is divided unevenly between two different companies for each. And some parts in both Giza and Qalubia lands in GCR are served with other parts outside the region.

Electricity

The governance of electricity sector in GCR is similar to the water supply and sanitation one. The Ministry of Electricity and Energy (MEE) is the national authority who is responsible for electricity sector in Greater Cairo and other parts in Egypt. Concerning the production of electric power, Cairo Company for the production of electricity is responsible to generate all electricity that is needed for GCR. Its responsibility covers all tasks such as consultation, policy decision, execution, operation and monitoring. Actually, this authority may be the only agency that has clear responsibility of one sector in GCR. Concerning the distribution and delivery of electric power to users, two specialized companies are responsible for this in GCR, North Cairo Company for Electricity Distribution and South Cairo Company for Electricity Distribution [16]. It's worth mentioning that, all these companies are subsidiaries of Electricity Holding Company for Egypt which has been established in 2004. In addition, Housing and utilities directorate in each governorate offers operation and monitoring support. Again, some parts in GCR are served with electricity with other parts outside it. Unfortunately, the division of electricity distribution differs than the one of water supply and sanitation.

Security and Policing

Security in GCR is under the full responsibility of National Authorities. The Ministry of the Interior is the only organization that manages all human and buildings security issues in the region on the base of governorates divisions. Policing services are classified into five main groups of public security, central security, economic policing, social security and specialized security services. Each one of these five groups has a directorate in each governorate through which services are introduced to community [17].

Informal Settlements

The existence of Informal settlements is one of the most critical problems in GCR. Starting from 1981, every governorate has full presidency procuration to take suitable actions to solve this problem by upgrading these informal areas [18]. As a result, each one of the three governorates that forms GCR took some actions concerning this issue. Such policy resulted in notable discrepancies between governorates concerning its informal settlements [19]. In 2007, GOPP suggested a master plan for contaminating informal settlements in Greater Cairo in order to prevent any more informal expansion [20]. On the other hand, in 2008 central government established a new national organization called the Informal Settlements Development Fund (ISDF). This new organization takes the responsibility of upgrading the informal settlements all over Egypt including GCR. It's clear to conclude that until 2007, GCR informal settlements never been dealt with within its comprehensive context. But from 2008, a case of interference between the two central authorities GOPP and ISDF started to take place concerning these settlements.

Public Health

Public health services could be divided into three main levels. These sectors are medical services, preventive health services and public hygiene services. The first two groups of services are offered and governed by one of the national authorities in Egypt, the Ministry of Health and Housing. Services are classified into a group of sectors and each sector has its directorate in governorate or region. For example, ambulance services are offered by regional branch

that cover the planning region of Cairo (Cairo, Giza and Qalubia governorates). Hospitals and medical centers are governed by directorates that are subsidiaries of the ministry. On the other hand, public hygiene sector is the main responsibility of local authorities. Each governorate has the full responsibility of cleaning and beautifying its districts. So, Cairo Cleaning and Beautifying Agency and Giza Cleaning and Beautifying

Agency are responsible for this sector in Cairo and Giza governorates respectively. It's worth mentioning that some national authorities such as the Ministry of State Environment Affairs and the Ministry of State for Local Development play important roles in policy making and technical support in this sector.

EVALUATION OF THE EXISTING GOVERNANCE FRAMEWORK OF GCR.

From all what mentioned previously, it's clear that the existing governance framework of GCR is inadequate. This is for many reasons. The first and most important reason is the absence of unitary authority that is responsible of GCR as a whole. Actually, there is no any institute, ministry or agency that is working only for this important region. In addition, this is resulted in lack of coordination between the national and local authorities who are involved in governing GCR. The second reason is that the interference and sometimes conflict of interests between national and local authorities who are involved in governing one of sectors in GCR. Another reason is the inconsistency of ranges of validity between governing parties.

It also important to highlight the unsuitability of the existing administrative division of GCR. From its creation, the region is fragmented between three different governorates. And in some years they were five ones. There is no hierarchical division. It's just a group of administrative units that are varied in its level. The agglomeration consisted of three cities (Cairo, Giza and Shubra Elkhima) in addition to a group of rural administrative units (markaz) in the governorates of both Giza (such as Badrasheen, Hawamdia and Aiiat) and Qalubia (Qalubia, Shebin-alqanatir and Alqanater-alkhaireia).

THE GOVERNANCE OF GREATER LONDON.

Greater London Region (GLR) is one of the thirty largest urban agglomerations in the world [21]. Its importance comes from its worldwide power and fame. It's one of the best practices of the good governance of such huge urban agglomeration. This is due to its unique governance structure that enables the city to save its liveability and prevent it from overpopulation explosion and its harmful consequences. It's worth mentioning that, there are some similarities between both GCR and GLR.

The two mega cities are created in the same year. They both have a historic core that dated back to hundreds of years. In addition, there was a common history between the two nations especially in the first half of the twentieth century.

Introduction to GLR.

GLR is officially created in 1965 through the London Government Act 1963 [22]. According to the act, the region is divided into 33 local units. These units are called boroughs. These boroughs are varied in area, population and density, but all of them have the same level of independency and rights. The total area of the region is 1572 km² [23]. The population of greater London is almost consistent until now. Figure 5 illustrates the official division of the Region [24] and Figure 6 illustrates the evolution of population in both GCR and GLR [25].

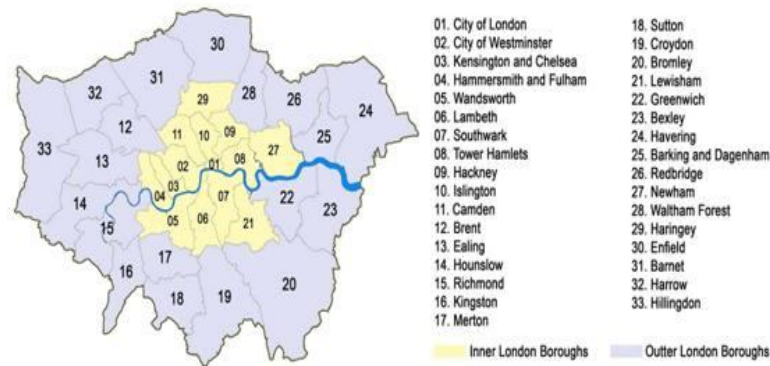


Figure 5: The official Division of Greater London Region.

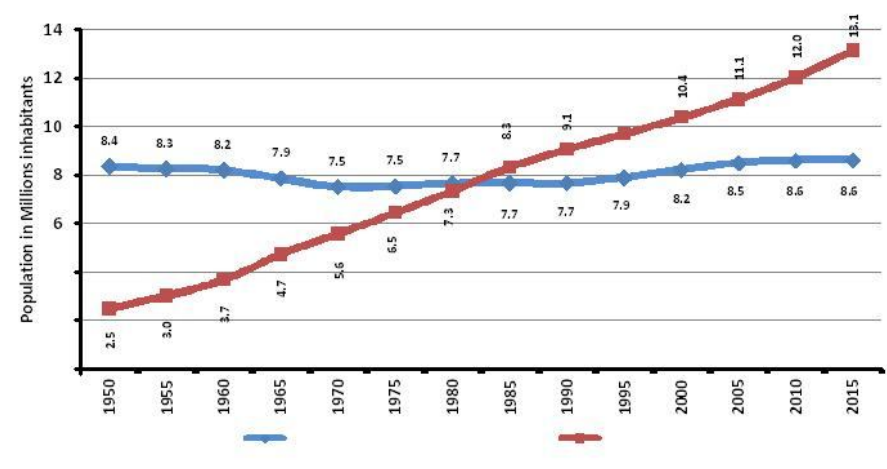


Figure 6: Evolution of Greater London Population Compared to Greater Cairo One.

GLR has its unique importance as the capital of the United Kingdom and an important political and economic centre across the world.

History of GLR Governance

Since establishing GLR in 1965, the governance of the region was depended on two-tier system that composed of Greater London Council (GLC) and the Boroughs councils. GLC is composed of 100 elected members. It's worth mentioning that all GLC elections were won by the then leading national opposition party. The London Government Act 1963 changed the administrative divisions of the London surrounding counties in order to form the new boundaries of GL. the new boroughs boundaries are illustrated previously in Figure 5.

GLC was solely responsible for limited number of services such as emergency planning, fire protection, waste disposal and flood prevention. Other services (such as housing and planning) of the region were the co-responsibility between GLC and boroughs councils. Unfortunately, there were a lot of interferences between GLC from one side and boroughs councils from another one. In addition, there was inefficient coordination between them and the central government. GLC achievements were both very limited and very costly [26]. All of this was resulted in abolishing GLC in 1986. And all GLC authorities were transferred to the boroughs councils or other joint boards [27].

The Existing Governance Framework of GLR

The existing governance framework is dated back to year 2000. It's legislated for via the Greater London Authority Act of 1998 [28]. According to this Act, a two-tier system of local governance is adopted again. The new system is consisted of both Greater London Authority (GLA) and the thirty three boroughs councils.

GLA is the higher-tier government that is responsible for strategic governance for GLR as a whole [29]. So the main focus of the authority is setting plans and policies for eight main sectors in the city. These sectors are transport, policing, fire and emergency planning, economic development, urban regeneration and environment, arts and culture, strategic planning and health [30-31]. The authority consisted of three main components. These components are the mayor, the 25 member assembly and the support staff [31]. Both the mayor and the 25 member assembly are elected on a four yearly cycle [28]. The support staff is permanent. The Greater London Authority Act specifically determines the roles of each component of the authority. The mayor role is to prepare statutory strategies and budgets. The assembly role is to scrutinize the mayor works and may take decisions on the base of two- thirds majority agreement. To guarantee both transparency and accountability, at least ten public or private question meetings between the mayor and the assembly should be held annually. Figure 7 presents photos of these meetings.



Figure 7: One of the Public Meetings Between the Mayor and the Assembly.

The permanent staff, the third component of GLA, offers technical support for elected ones. They guarantee the continuous of coordination between successive elected bodies. There are four main functional bodies that help GLA to execute its plans and strategies. These bodies are Transport for London agency, metropolitan police authority, London fire and Emergency planning authority and London Development Agency.

Boroughs councils are the lower-tier government in the system. They are unitary authorities who are responsible for the delivery of on-the-ground services to its local communities. Their responsibility covers everything such as education and culture services, housing, recreational services and solid waste collection. The members of each council are elected every four years.

According to the 1998 act, boroughs councils are committed to the authority decisions and policies. It's worth mentioning that the existing configuration of Greater London boroughs councils is dated back to 1965 through the Government of London Act in 1963 [30].

In addition, another governance body is involved. It's the Government Office for London (GOL). This body is the representative of the central government of England in the region. The main responsibility of this office is to ensure that the strategic framework of London is in the context of vision of the central government [28] and is committed to the policies and decisions of national agencies. The office creation is dated back to 1996 [30]. Figure 8 summarizes

the governance model of the greater London.

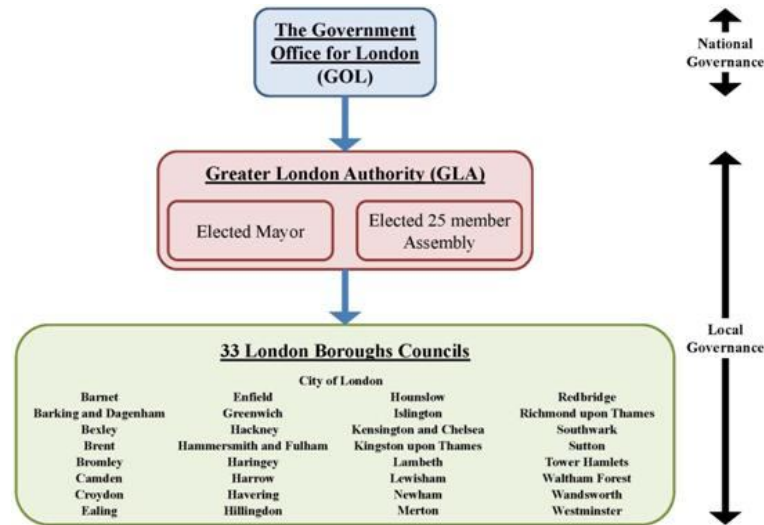


Figure 8: Governance Model of Greater London Region

Analysis of GLR Governance Framework.

The existing governance structure of GLR achieves notable success. According to Tony Travers (2008) the Greater London Authority consisting of the Mayor and Assembly has, by the standards of many British government reforms, been a success [32]. In both 2007 and 2011, key additional powers had been conferred to both the mayor and the assembly of GLA. These add-ons target to give more tools to the authority in order to help it to efficiently govern the region. Following is an analysis of some important issues of GLR Governance.

1. From its creation in 1965, GLR has a single unitary authority for thirty three years out of forty seven years. In the period from 1986 to 2000, the unitary government was abolished and its authorities were devolved to the boroughs councils. This fragmented governance framework has failed to achieve progress to the region. As a result and starting from 1998, both the central government and London residents realized their bad need to re-establish a unitary government of GLR again. Actually, the referendum results concluded that 72% of Londoners said yes to the establishing of a new unitary government body for GL [28].
2. Administrative hierarchical division of the region is very clear without any degree of interference. The region is divided into 33 boroughs that are equal in rights and duties. Such clear division helps different parties who are involved in the governance of GLR or part of it to efficiently organize their works, authorities and action areas. In addition, the existing governance framework focuses on removing, as possible, conflicts between the authorities geographical boundaries in order to guarantee the unity. For example the outer boundaries of authority for GLA and the metropolitan Police department (one of the main four functional governance bodies) are different. The 1999 act realigned the policing outer boundaries to match with GLA boundaries in order to unify their interests and their action areas.
3. The existing of clear and concrete distribution of rights and duties among the three levels of governance in GLR and among the sections of each level helps in efficiently separate the powers and remove any interference between them. This helps to achieve high level of coordination between them with minimum efforts and cost.

4. The governance framework adopted democracy, plurality, transparency and accountability as main governance principles that guarantee the successful management of the region. These principles are realized through many organizing procedures such as:
 1. The election of the mayor, the 25 member assembly and the boroughs councils.
 2. GLA decisions are taken by the mayor and should be approved by the 25 member assembly.
 3. The question meetings held by the 25 member assembly to discuss the mayor work could be attended by the London residents.
 4. Both GLA and Boroughs Councils have a website through which local community can be efficiently in touch with the governance issues of their home city.

A MODEL FOR GOOD GOVERNANCE OF GCR

After more than four decades of GCR establishing, it's very important now to a reinvent its governance framework. This is because the current one failed to achieve acceptable quality of life for all residents in the region despite huge efforts and investments. The new governance framework should commit to the following principles:

1. Identifying clear geographic boundaries for the region. This should be the first step, as these boundaries will determine the official identity of the region. Setting these boundaries should be done after extensive studies for the natural, socio- economic and urban characteristics of the whole area of the current boundaries and its surrounding. In addition, political dimension should be addressed as GCR is the capital of Egypt. These boundaries should be familiar to all members and institutes in the nation. Table 4 compares between the original boundaries of GCR and the new suggested boundaries in the last two strategic master plans [11]. These two boundaries are previously illustrated in Figure 4.

Table 4: A Comparison between the Original Boundaries of GCR and the New Suggested Boundaries of 2027 and 2050 Master Plans.

#	Boundaries	Components	Area (km ²)	Population in 2006 census (millions)
1	Original boundaries of GCR	<ul style="list-style-type: none"> ▪ Cairo city. ▪ Giza city and surrounding. ▪ Shubra Elkeima city and surrounding. 	3600	11.0 approximately
2	Boundaries of study area in 2027 & 2050 strategic master plans.	<ul style="list-style-type: none"> ▪ Original boundaries. ▪ 6th October city. ▪ Sheikh Zayed city. ▪ 10th Ramadan city. ▪ Badr city. ▪ The rest of Shubin Elqanater markaz. 	4367	16.1

2. Administrative division of GCR with its original or modified boundaries and its surrounding areas should be altered. The region should be settled as one high-tier division (one governorate). So, the boundaries of governorates should be modified. This is in order to cancel any current interference between the authorities of adjacent governorates. It means that, parts of GCR in Giza and Qalubia and may be other governorates should be deducted and be united with the existing Cairo governorate. Another proposal is to

unite all administrative units of GCR in two governorates, Cairo (all lands located to east of the Nile) and Giza (all lands located to west of the Nile). In this case, a higher-tier authority should be formed for the whole region. It could be titled as the supreme council of Greater Cairo Region or Greater Cairo Region Authority. One of the important advantages of this clear division that it will facilitate the availability of statistical information. Figure 9 illustrates a comparison of the two proposed administrative divisions of new GCR.

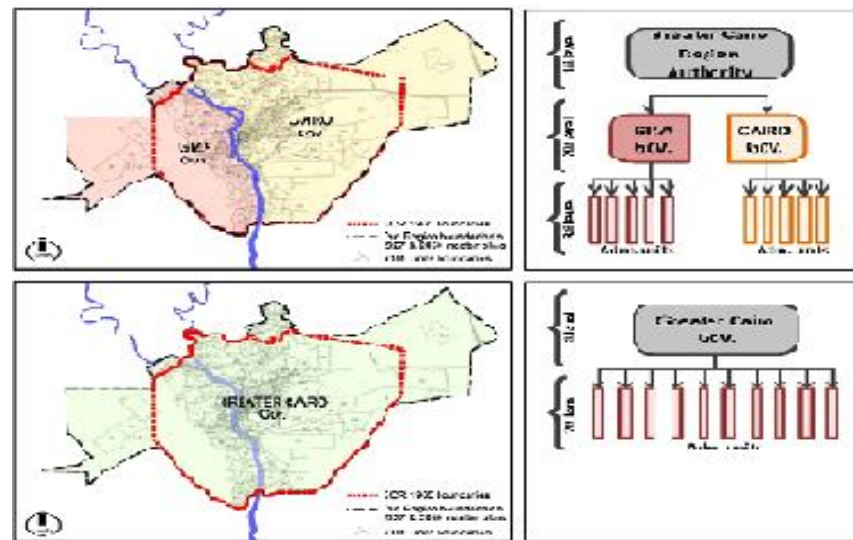


Figure 9: A Comparison between Two Proposals for the Administrative Division of GCR, (UP) Three Level Division (DOWN) Two Leve Division.

3. The governance of the region should be multi-tier system that depends on distributing governance responsibilities on the main levels of division. It may be two-tier (governorate then districts) or three-tier (the supreme council then governorates then districts) system according to the adopted administrative division. Generally, development planning, policies making and guidelines setting should be the responsibility of the higher-tier authority. On the other hand, execution, operation and delivery of services will be the responsibility of the lower-tier authority.
4. The governance framework should be based on good governance principles (such as democracy, plurality, transparency and accountability) that are supported and guaranteed by clear and concrete rules. This is in order to assure the rights and duties of each authority and to prevent any interference or conflict of interest.

CONCLUSIONS

GCR is one of the largest urban agglomerations in the world. In 2005, it ranked seventeenth in largest population list. The region, which is the capital of Egypt, acquired great attention and investments for the last fifty years. Despite this, it faces critical challenges that hinder its development march. Continues high population growth, informal settlements, traffic congestions, deteriorated environment and poverty are all of the main problems that are always facing the residents of the region. Reviewing the existing governance framework of GCR concluded that it's a fragmented framework which based on sectors and never has a unitary authority that deals with the region as a whole. This resulted in a lot of interferences and conflicts of interest between involved authorities. In addition, there is another problem in the formation of the region as it's fragmented between three governorates, Cairo, Giza and Qalubia.

Studying the governance framework of GLR as one of the best practices in good governance in the world helped to identify some of the main principles of good governance which are not existed in GCR framework. The most important principle is the dependence of a unitary governance structure that based on a two-tier system of sharing responsibilities. The higher-tier authority will focus on the region as a whole and the lower-tier authorities will highlight the administrative divisions. Finally, it's very important to reinvent the governance framework of GCR in order to enable that important mega city to thrive and maintain its liveability and sustainability. In addition, it's clear that there is an essential need to review the region geographical boundaries.

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