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**The American University in Cairo**  
**School of Global Affairs and Public Policy**

**ADOPTING A CITIZEN-CENTERED APPROACH IN CONSULAR  
SERVICES PROVISION BY THE EGYPTIAN MINISTRY OF  
FOREIGN AFFAIRS**

**A Thesis Submitted to**  
**The Public Policy and Administration Department**  
**in partial fulfillment of the requirements for the degree of**  
**Master of Public Administration**

**By**  
**Nevine El-Saeed**

**Supervised By**  
**Dr. Jennifer Bremer**

**May 2012**

The American University in Cairo  
School of Global Affairs and Public Policy  
Department of Public Policy and Administration

ADOPTING A CITIZEN-CENTERED APPROACH IN CONSULAR SERVICES  
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Nevine El-Saeed

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**ABSTRACT**

This study investigates whether the necessary preconditions for applying a citizen-centered approach exist in the relationship between Egyptian citizens abroad and the Ministry of Foreign Affairs (represented by diplomatic missions abroad). It also explores ways of making the bureaucracy more prepared for applying this new approach in an attempt to enhance consular service provision, and to rebuild the lost trust between Egyptians abroad and the Egyptian government.

The study showed that even though there are continuous interactions between citizens abroad and diplomatic missions, the communication pattern between the two sides is still in the information stage, and has not moved to the consultation or active participation stage. The decision-making cycle within the Ministry of Foreign Affairs regarding consular services reveals that even though ministry employees try to incorporate citizens' demands while formulating laws or designing consular services, citizens are not directly involved in the process. The study also showed that both sides of the relationship, ministry employees and citizens, have trust issues with each other. Recommendations were made regarding the steps that the ministry should take to enhance participation of citizens abroad in the design and evaluation of consular services, and regarding the changes that should occur on a wider scope in the government as a whole to support citizen participation in decision-making.

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## LIST OF ACRONYMS

• Citizen-Centered Governance	CCG
• Citizen Relationship Management	CiRM
• Customer Relationship Management	CRM
• Citizen Identity Management Systems	CIMS
• Human Rights Watch	HRW
• International Organization for Migration	IOM
• Ministry of Defense	MOD
• Ministry of Education	MOE
• Ministry of Foreign Affairs	MFA
• Ministry of Interior	MOI
• Ministry of Manpower and Emigration	MME

# I. INTRODUCTION

## A. Background

In 2011, Egypt witnessed one of the most important events in its modern history; the 25<sup>th</sup> of January revolution. With the revolution came the aspirations of millions of Egyptians to witness a new political system that would tackle the grievances that have been left for so long unaddressed. On the top of the agenda comes the reform of Egyptian governmental institutions. For many years, the relationship between Egyptian citizens and these institutions has been dominated by mutual distrust. With the change of the political system, Egyptians are hoping that politicians and bureaucrats will be more responsive to their needs. Creating a new political system that relies on representative democracy is expected to fulfill some of these aspirations. But at a time where “tasks of the state have become more complex and the size of polities larger and more heterogeneous ... representative democracy ... seems increasingly ill-suited to the novel problems we face in the twenty-first century” (Fung & Wright, 2001). Representative democracy is thus in need of a complementary model to fill the gap. It is for this reason that the adoption of citizen-centered participatory democracy offers a model with the potential to improve services and enhance citizen satisfaction with government.

Before the revolution, Egyptians were not engaged in policy/program design and evaluation in any sector. The management technique followed by all governmental institutions was bureaucracy-oriented rather than citizen-oriented. The stagnation in the political development in Egypt has hindered the formation of governmental institutions that can accommodate citizen participation (Fukuyama, 2011). There is no reason to believe that the Ministry of Foreign Affairs (MFA) is any different. Even though the direct involvement of citizens in the formulation and evaluation of a country’s foreign policy might be difficult to achieve, there should be no debate regarding the importance of engaging citizens in the decision-making process related to another very important aspect of MFA’s work, the provision of consular services.



There are two types of consular services that are expected of diplomatic missions abroad. In the first type of services, MFA plays the role of an intermediary between Egyptians abroad and different authorities and ministries in Egypt. This category of services includes issuing/renewing passports, travel document, and national identification cards (ID), processing requests to acquire the Egyptian nationality, issuing birth/death certificates, performing marriage/divorce procedures and issuing relevant certificates, as well as notarizing commercial and civil documents. Other services that fall under this category are settling military draft status, and holding exams for Egyptian students in-line with Egyptian curricula (Consular Services).

Some of these services can be provided directly by the diplomatic missions, as is the case with notarizations, while others require contacting the relevant authorities in Egypt to process the requested service. To provide these services, MFA has to continuously coordinate with many ministries including Ministry of Interior (MOI), Ministry of Defense (MOD), Ministry of Manpower and Emigration (MME), and Ministry of Education (MOE). Documents such as national IDs cannot be issued directly in the embassy/consulate for example, and so the request to issue one should be sent to Cairo where the ID would be issued and sent back to the citizen in the country of residence. Sometimes delegations made up of employees from the Civil Status Department from MOI would go on tours in several countries carrying the necessary equipment to issue Egyptian national IDs in the countries of residence (Akhbar Al Wizara, 2011).

In the second category of consular services, diplomatic missions play the primary role. This category of services includes contacts done by these missions with different stakeholders in the country of residence to assist Egyptians abroad. Examples to this category include handling transportation of bodies of deceased Egyptian expatriates in collaboration with foreign authorities, making sure that the financial dues of the deceased are transferred to family members, intervening with local authorities to help Egyptians in situations of distress, and providing Egyptians abroad with advice (Consular Services).

It will be the aim of this study to examine whether or not the preconditions that are necessary to enable citizen engagement in consular service decision-making exist in the relationship between MFA and Egyptian expatriates. The study will also provide

recommendations on how MFA can create a strong citizen centered model that can help make its services more responsive to citizen needs and to help the institution in regaining the trust of Egyptian citizens.

This research is important to guide reform that can be applicable not only for MFA with regard to adopting a citizen-centered approach, but it could also provide reform guidelines for other ministries and institutions in the country. Citizen engagement in policy formulation and evaluation has always been absent in Egypt, and there is no better time to start introducing it to governmental institutions than now.

The first part of this paper discusses the reasons why addressing the relationship between Egyptian citizens living abroad and MFA is so important at this junction of developments currently taking place in Egypt. The section that follows discusses the literature written on topics that fall within the theoretical and practical vicinity of citizen-centered public management. In section three, the conceptual framework on which the research was structured is outlined along with the methodology used in the research process. In the final two sections, collected data is analyzed and recommendations are formulated regarding the steps that need to be taken on the level of MFA and on the wider governmental level to enhance citizen participation in decision-making.

## **B. The Problem**

Two of the major challenges that the Egyptian government is facing after the revolution are how to regain the trust of the Egyptian citizens, and how to enhance government performance. It is important to point out that “citizens may have negative perceptions of government performance regardless of how government is actually performing. Public confidence in government [can be] influenced ...by subjective measures or citizen perceptions, which are subject to political discourse and framing” (Yang & Holzer, 2006). Having free and fair parliamentary and presidential elections will undoubtedly have a positive impact, but that will not be enough on its own. The way the bureaucracy deals with citizens is very important in this equation. “Citizens have more contacts with public servants than their elected representatives throughout their life. They

experience policies and the structure of the state through their interactions with the public administration” (Schellong, 2008).

The relationship between diplomatic missions and Egyptian citizens abroad has always been dominated by apprehension. As indicated by a study conducted by the International Organization of Migration (IOM) on Egyptian Diaspora:

“Egyptians abroad still believe that there are significant rooms for improvement in the services provided by the staff in embassies and consulates of Egypt. It is interesting to note that many of the [participants in the study] ... had never visited an embassy or a consulate of Egypt abroad themselves, but nonetheless, they expect a certain level of ignorance and negligence on the part of the staff. It seems that there is a powerful stereotype concerning Egyptian diplomatic missions abroad which is detrimental for both the diaspora community as well as the government who is trying to maintain linkage with these communities” (IOM, 2010).

Perhaps no incident can better illustrate the tension in the relationship between Egyptian citizens and MFA, and how it can lead to serious repercussions, than the case of the Egyptian lawyer Ahmed El Gizawy who was detained in Saudi Arabia in April 2012 (ANA, 2012). The detention of Gizawy on charges of drug smuggling led to protests in Cairo in front of the Saudi Embassy as well as MFA, after initial interpretations indicated that he was arrested in retaliation by the Saudi government for advocating for the rights of Egyptian workers in the kingdom (ANA, 2012). The protests led Riyadh to recall its Ambassador and close its diplomatic missions in Cairo which strained the relationship between the two countries. Throughout the events, citizens voiced their concern that the Egyptian diplomatic mission in Saudi Arabia would not stand up for El Gizawy and so believed that protests were the only way to ensure that his cause would be given enough attention (ANHRI, 2012). These events clearly illustrate how the lack of trust of Egyptian citizens in MFA can lead to serious consequences that could easily be avoided if work is done to rebuild that lost trust.

The adoption of a citizen-centered approach can help in restructuring the government-citizen relationship on a healthier basis and in enhancing quality of the delivered services. The importance of applying such an approach extends beyond avoiding escalation of events such as the one described earlier. To understand why it is important to start applying this approach in consular services, we must understand the importance of the Egyptian diaspora to their home country, and the magnitude of problems that they face abroad.

For a country like Egypt which has a huge number of workers abroad, consular services go far beyond passport renewals and notarizing documents. According to a recent statement by former Minister of Manpower and Emigration Ahmed El Boraay, there are around 10 million Egyptians abroad; 3 million in Arab countries, 5 million in Europe and America, while 2 million are unregistered (Aboul Ela, 2011). Many of the workers in the Arab countries need assistance from the consular missions to get their basic rights especially in countries that apply the sponsorship (Kafala) system. According to Human Rights Watch (HRW), this sponsorship system ties a migrant worker's legal residence to his/her employer (sponsor). Migrant workers can only move from one employer to another with the consent of their sponsors leading to abusive situations. Under this system as implemented in some Arab countries, employers can confiscate passports, force workers to work against their will, and can even delay paying wages (HRW, 2010). It is thus clear that the support of consular missions to Egyptians abroad is more crucial than is the case with other countries.

There is also an important economic dimension that should not be disregarded. The Egyptian economy relies on four main sources of income which are revenues from oil, the Suez Canal, tourism and remittances of Egyptians working abroad (UNDP, 2012). Remittances of Egyptians abroad increased from 9.8 billion dollars in the fiscal year 2009/2010 to 12.6 billion in 2010/2011 in an effort from Egyptian expatriates to indirectly support the revolution (Zahry, 2012). We can see from these facts that remittances from Egyptians abroad are very important for the Egyptian economy. By enhancing consular service provision, and regaining the lost trust between Egyptians and

the government, Egyptians abroad will be encouraged even further to play a positive role in their home country's economy.

Another benefit from enhancing consular services via a citizen centered approach is the developmental role that Egyptians abroad can play in Egypt. After the revolution, groups of Egyptians abroad started implementing initiatives to help in the developmental efforts in Egypt. One group composed of 14 thousand Egyptian businessmen and scientists abroad established a non-for-profit institution called "Egypt, The Hope" to provide support for the Egyptian government. The initiative focuses on three main areas which are the implementation of a national housing project, partnering with the government to improve education, and reducing the food shortage by investing in agriculture in areas such as Sinai and Nuba (El Sharkawy, Semeka, & Magdy, 2011). Another example is the initiative led by Egyptians in North America called "Egyptian Abroad for Development (EAD)" which was created after the revolution to support the social and economic development of Egypt (EAD). Improving the relationship between Egyptian Diplomatic missions and Egyptians abroad can have a positive impact on the activation of such initiatives in a time when Egypt is in need of such efforts.

It is thus clear that enhancing the relationship between Egyptian expatriates and Egyptian missions abroad has many advantages for a country like Egypt. This paper aims to explore whether the necessary preconditions for applying a citizen-centered approach exist. It will also explore ways of preparing the bureaucracy to apply this new approach keeping in mind that "an essential precondition for legitimate exercise of state authority and one that nurtures harmonious state-society relations is the efficient and effective provision of public services" (UNECA, 2003). A healthy state-society relationship can open the door for encouraging Egyptians abroad to provide their home country with the economic and developmental assistance that they might otherwise feel reluctant to offer as was the case before the revolution.

Even though this study focuses on the relationship between citizens abroad and the Egyptian diplomatic missions, the conclusions and recommendations of the study can be applied to other national institutions. One of the aims of this paper is to highlight to policy-makers in Egypt the importance of adopting citizen-centered governance (CCG) in

a time where bureaucracy-centered policymaking has failed to be responsive to citizens' needs.

## **II. LITERATURE REVIEW**

There have been many studies done to examine different aspects of citizen-centered governance in theory and practice. Literature reviewed for the purpose of this paper includes articles in journals, academic books, publications and reports conducted by international organizations such as the Organization for Economic Cooperation and Development (OECD). The review encompasses literature produced throughout the period from 1987 till 2011 including theoretical studies as well as case studies conducted to examine the implementation of CCG in different countries.

This section depicts the different perspectives that have been used to explain the citizen-centered approach to governance. It also introduces various concepts that have become associated with CCG such as e-government, and management techniques used in the private sector to organize the customer-business relationship, and their applicability to the citizen-government relationship. This section also highlights the different changes that need to be implemented on the government level to accommodate CCG such as establishing citizen identity management systems (CIMS) and introducing intergovernmental management.

### **A. Components of Citizen-Centered Collaborative Public Management**

CCG involves engaging citizens and community organizations in setting the direction and priorities of governmental organizations. It enables citizens to take part in shaping policy choices, modeling service frames and delivery, and to hold the government accountable (ACT, 2008). Traditionally, expertise and knowledge to participate in decision making were restricted only to public servants and professionals. This new governance model however introduces citizens as knowledgeable contributors to the decision making process (Barnes, Skelcher, Beirens, Dalziel, Jeffares, & Wilson, 2008). It adopts the rationale that citizens are the only stakeholders that are fully aware of their needs and priorities which should be addressed by the government.

The citizen-centered approach to governance has been viewed by some as a phenomenon that exists within developed and democratic countries. Others have described it as a means of achieving public sector reform by helping developing countries to transform their governmental institutions to make them more result-oriented, and thus more effective. Supporters of this view argue that this form of governance concentrates on establishing the necessary institutional setting for result-oriented reform. This involves creating “participatory, localized structures through which citizens are empowered to demand better results from government. This kind of institutional environment stimulates the incentive for governments to develop result-oriented institutions (rules and tools) themselves” (Andrews & Shah, 2003). They support the idea that a citizen-centered approach defies the top-down governance models that are an integral feature of developing countries, replacing it with a bottom-up model that forces the bureaucracy to focus more on outputs and outcomes rather than inputs and processes.

To be able to effectively use the citizen-centered approach as a reform technique, it is necessary to examine the different components that need to be considered before applying it. Cooper, Bryer, and Meek (2006) describe five components of civic engagement that need to be considered: (1) identifying the population that should be involved in the civic engagement in terms of size, depth, and diversity, (2) recognizing who is responsible for initiating the civic engagement, (3) understanding why citizens need to be involved and whether the engagement focuses on policy creation or implementation, (4) formulating an idea about how/where the engagement will take place, (5) realizing the process that will be employed which ranges from confrontational or competitive modes of engagement to collaborative or cooperative modes of engagement. It would also be helpful, in my opinion, to consider the involvement of citizens in the policy evaluation phase alongside the two phases mentioned in the third component which are policy creation and policy implementation. It is by engaging citizens in the evaluation phase that we transform citizen-centered public administration to a tool of public sector reform.

Maturity of a government in implementation of civic engagement has three main stages as defined by OECD (Macintosh, 2003). In the first stage (information stage), the



government provides citizens with information in a one-way relationship. In the second stage (consultation stage), the two-way relationship allows citizens to give feedback on issues raised by the government. In the final stage of maturity (active participation stage), there is active collaboration between citizens and the government in shaping policy options.

Studies focusing on CCG use different approaches in analyzing how it can be effectively applied. Some studies explore the topic from a political perspective by attributing success in the implementation of CCG to the structure and operation of the political system (Macedo, 2005; Fung & Wright, 2001). Others investigate social and even psychological factors that can either help or hinder its application. A study that combined more than one perspective created a model that defines six variables that should be maximized to achieve a functioning citizen-centered collaborative public management: government trust in citizens, citizen efficacy, citizen trust in government, citizen competence, government responsiveness, and government legitimacy (Cooper, Bryer, & Meek, 2006). It is worth mentioning, however, that even though they offer empirical justification for the assumptions they made behind this model, they indicated that empirical research is necessary to test their claims.

One of the studies done in this field made an empirical analysis of public administrators' trust in citizens and described it as a missing link in citizen-centered administrative reforms. The study proved that administrators with a higher propensity to trust are more likely to trust citizens, administrators who have prior positive experiences with citizens are more likely to trust citizens, and the more the organization is procedure-oriented, the less administrators trust citizens (Yang, *An Empirical Analysis of Public Administrators' Trust in Citizens: A Missing Link in Citizen Administrative Reforms*, 2003).

Other studies addressing the citizen-centered culture within governmental organizations tackle it from a purely public administration perspective. These studies attribute the lack of its application on a wider scale to the nature of traditional bureaucracy which depends on hierarchy, strict rules and procedures, along with rigid task divisions. This makes organizations following the bureaucratic model more likely to

adopt a management style that is more authoritarian, has little communication, follows a top-down approach, has limited scope of initiative, and is oriented towards repetitive and centralized decision making (Claver, Llopis, Gasco, Hipolito, & Conca, 1999).

Studies that handle CCG from this approach argue that for this concept to be successfully integrated into bureaucratic organizations, a new culture needs to be introduced that is based on the following assumptions: tasks and activities that are carried out in a public agency are solely aimed at usefully serving the citizens, the organization will be judged according to the quality of the service given with the resources available, citizens have a primary role in the scale of shared values, there is frequent contact with the citizens, the problems that arise in public service are thoroughly analyzed, prompt service is sought by all members of the public administration, and the way citizens are treated is usually governed by previously set rules (Stewart & Clarke, 1987; Claver, Llopis, Gasco, Hipolito, & Conca, 1999).

## **B. The Citizen-Centered Approach and Information & Communication Technology (ICT)**

In many studies, ICT in general and e-government specifically have been cited as the main tool for adopting a citizen centered approach to governance. It could be argued, however, that using new technologies represents only one of the five components mentioned in the previous section which has to do with how/where civic engagement will take place. E-government provides a mechanism for collaboration between the government and citizens, but it should not be seen on its own as a tool that can transform governments to become citizen-centered.

A study done by OECD (2009) showed that there is a significant gap between the supply and usage of e-government services which it attributed to the lack of attention given to organizational and cultural changes, with a focus only on technology. A citizen centered approach to governance is a culture that entails making deeper adjustments to governments, procedures, administrators, and citizens. Attempts were made to use new technologies to enhance citizen participation in policy formulation and evaluation, and to

reduce dissatisfaction. It is worth mentioning, however, that such attempts “have had limited impact, and there is little evidence that new technologies have helped increase participation rates in formal policy or political organizations” (Komito, 2005). A study on public sector managers in South Korea showed that “the attitudes of Korean public managers toward ICT seem to have remained in the traditional bureaucratic framework while the new innovative public management practices offer an opportunity to exploit their strategic potential for creating public values” (Park, 2009). So, if other components and variables of citizen-centered government are not taken into consideration, potential benefits for using ICT to promote a citizen-centered approach may never be fulfilled.

### C. Citizen Relationship Management & Citizen Identity Information Systems

There have been many studies done to examine whether or not the principles of customer relationship management (CRM), which has been used to manage the relationship between businesses and customers in the private sector, can be adopted in the public sector to handle the relationship between governments and citizens. CRM is defined as “a holistic management approach, enabled by technology with a broad customer focus, to start, maintain and optimize” the relationship between businesses and customers (Schellong, 2008). It revolves around aligning business plans with customer needs. “CRM requires a customer-centric business vision and culture to support effective marketing, sales, and service processes” (Swift, 2001).

Many studies conducted to examine what came to be known as citizen relationship management (CiRM) tackled its theoretical aspects while case studies were conducted to examine the impact of implementing this concept in the government. There have been studies done on the impact of applying CiRM on the local level in countries such as the UK (King, 2007), the US (Reddick, 2010), and Iran (Zamanian, Khaji, & Emamian, 2011). It is worth mentioning, however, that there is still a lack of “theoretical and conceptual clarity due to sparse administrative implementation and empirical or theoretical academic research” (Schellong, 2008).

As described in the literature, the main aim behind using CiRM is to shift from government-oriented management to citizen-oriented management. It is a concept that should be used by public authorities to “reorient their service operations around citizens rather than around self-serving administrative processes” (Smith, 2003). This can eventually lead to forging a strong and healthy relationship with citizens, leading indirectly to legitimizing the state bureaucracy and underscoring the government’s democratic practices (Schellong, 2008). It can also be used as a tool to enhance the performance of the bureaucracy.

CiRM is not just about using ICT to manage the relationship with citizens. CiRM fills the gap where e-government falls short because it involves a change in culture, processes, structures, and responsibilities within the bureaucracy (Schellong, 2008). A good CiRM strategy should place citizens “above traditional departmental and bureaucratic lines and [should] make them the center of service activities” (Kannabiran, Xavier, & Anantharaaj, 2004). It entails enhancing cross-agency communication so that the processes become citizen-centered.

When contemplating the use of CiRM, governments need to start by developing what can be called citizen information systems (Kannabiran, Xavier, & Anantharaaj, 2004), or citizen identity management systems (Lips, 2010). To be effective, such systems need to “exchange data horizontally and vertically on all state and agency levels. Front and back offices have to be integrated to offer a closed loop environment” (Schellong, 2008). A public employee might need to access information on a citizen in order to perform a simple task or service, and so information boundaries between governmental agencies should be eliminated. To have a fully functional CiRM, the government needs to be able to extract information from different sources to “develop a 360 degree view of each citizen” (Kannabiran, Xavier, & Anantharaaj, 2004).

CIMS do however raise many concerns from a democratic standpoint. These concerns include means of controlling access to data and protecting information from misuse (Schellong, 2008). “Some point out that the use of new citizen identity management systems ... [can lead] to social sorting” (Lyon, 2003). Such systems are meant to process citizen information to create citizen profiles which would help

government agencies in classifying people and so be able to determine who should be targeted for services, special treatment, scrutiny, ...etc. (Lips, 2010). Advocates of this viewpoint insist that such systems might have a negative impact on citizen rights including privacy, equity, security, and anonymity (6, Rabb, & Bellamy, 2005; Backhouse & Halperin, 2007).

Advocates of CIMS however stress that it “will enable a new public management model which includes more effective public service provision to citizens” (Dunleavy, Margetts, Bastow, & Tinkler, 2006). In that sense, the transformation from government-oriented to citizen-oriented management by using CIMS will eventually lead to the empowerment of citizens rather than their subordination. To do this however, citizens need to be assured that “the new online public service environment is authentic, and that the personal information they provide to the public service providing agency is secure and used in accordance with legislative requirements” (Lips, 2010). Governments should be more transparent about the use of citizen information and the regulations governing dissemination of this information across government agencies. Countries need to adopt legislations to protect that privacy of citizen information as is the case with the UK data protection legislation (Taylor, Lips, & Orhan, 2009) and New Zealand’s privacy legislation (Lips, 2010).

Literature discussing CiRM indicate that it is still a long way from being empirically proven to be a successful management technique to transform governments from being government-oriented to citizen-oriented. There are many challenges that will need to be addressed before CiRM can be applied. Aside from formulating data protection legislation, policy makers need to work with bureaucrats to address challenges such as inequity that might result from the digital divide among citizens and the need to involve a large number of stakeholders in such a process, which can make behavioral and organizational change difficult (Kannabiran, Xavier, & Anantharaaj, 2004; Schellong, 2008).

## D. Networked Governance and Intergovernmental Management

Studies have been conducted to examine the importance of applying concepts of networked governance and intergovernmental management if a country is to effectively implement collaborative CCG. Some scholars argue that “theories of collaborative public management are being built on intergovernmental and network foundations because of the changing nature of the state and its operations” (Agranoff & McGuire, 2007).

Networked governance is believed to enhance public administration’s legitimacy and responsiveness. Networked governance is basically the formulation of policies and the designing of services based on systematic deliberations with a wide range of participants including citizens and organizations. It mandates the state to “steer society in new ways through the development of complex networks and the rise of more bottom-up approaches to decision making” (Stoker, 2006). Networked policy-making can help politicians and senior public managers in sharing public responsibility with more stakeholders which helps in solving complex cross cutting problems that might otherwise be hard to tackle (Hayden & Benington, 2000). On their own, government hierarchies will never have sufficient flexibility, expertise, and ‘collective intelligence’ to deal with today’s complex problems (Bogason & Musso, 2006). This concept of governance overcomes problems that arise from bureaucracy-centered policy formulation which is usually disconnected from citizens’ aspirations. Another advantage of networked governance is that “deliberation can educate people about the workings of government and their roles as citizens and build social capital” (Fung & Wright, 2001).

Another equally important area of study is management of programs across different organizational boundaries known as ‘intergovernmental management’. Today’s complex problems need collaboration among government organization through shared decision making and implementation across institutional boundaries. Managing such a process of coordination has a direct impact on the quality and responsiveness of public services. An important dimension of intergovernmental management is knowledge sharing and integration through which common learning and innovations can occur. There are two dimensions for this type of management, namely vertical and horizontal (Agranoff & McGuire, 2007). The vertical dimension deals with intergovernmental collaboration between central and local governments in a decentralized system. The

horizontal dimension tackles the relationship between governmental institutions on the same level.

Networked governance enables a wide range of stakeholders to be involved in policy formulation and implementation. This will undoubtedly make them more in line with citizens' needs and aspirations. On the other hand, governments need to adopt intergovernmental management techniques to allow citizen-centered processes to be formulated and implemented seamlessly across different governmental institutions. Without such management techniques, processes tend to be oriented towards organizational boundaries as outlined by institution-specific bureaucrats.

The value that this research would add to previous research work is to establish whether CCG preconditions exist in the Egyptian context. It also shows how innovative management concepts and tools such as CiRM and CIMS, along with supporting governance techniques that should be adopted by the government as a whole such as networked governance and intergovernmental management can contribute to the effective adoption of CCG. The relationship between Egyptian citizens abroad and MFA is chosen as a representation of the wider relationship between Egyptian citizens and the Egyptian government.

### **III. CONCEPTUAL FRAMEWORK AND METHODOLOGY**

#### **A. Conceptual Framework**

Figure 1 depicts the factors that will be studied to determine whether or not the factors necessary for a citizen-centered approach are in place in the relationship between MFA and Egyptian Citizens.

For citizens to be able to participate in a citizen-centered process, there should be a mechanism that allows for communication between the government and citizens to take place. So, this study will examine whether or not there is such a mechanism that allows Egyptian citizens living abroad to communicate their needs to MFA. Such a mechanism may be virtual (emails, website complaint/request functionality), or direct (complaint/request hotlines, regular meeting with Egyptian citizens in Embassies/Consulates), or representative (consultations between MFA and associations representing Egyptians abroad).

Another important factor that needs to exist to make citizen participation possible is the trust of government administrators in citizens' abilities and intentions, and the belief that citizens have a right to participate in policy formulation and evaluation (Cooper, Bryer, & Meek, 2006). When we look at MFA, this criterion applies to the administrative staff, as well as diplomats.

The third factor that should be studied to examine whether or not citizen participation is possible is the trust of citizens in the government (Cooper, Bryer, & Meek, 2006). This is divided into two parts: (1) what is the type of government that exists in the country? Was it democratically elected? Do citizens feel that this government puts their needs as a priority? (2) How responsive has the government been to previous citizen demands? These sub-factors are very important if citizens are to collaborate with the government in decisions that directly affect them. If, for example, previous demands have been made with no response, it is probable that citizens will be discouraged from voicing their opinions again.



The final factor is citizen awareness (Cooper, Bryer, & Meek, 2006). In order for participation of citizens in policy making and evaluation to be possible, they need to be aware of their right to voice their needs and concerns, and that it is their right to receive a response. In countries where citizen demands have been ignored for a long time, citizens may not believe that they have a right to participate, and that the government has an obligation to be responsive.

Another criterion that falls under the fourth factor is the awareness of citizens of the true mandates of the governmental organization they are collaborating with. So, in this study, it would be important to detect whether or not citizens are aware of the mandates of MFA when it comes to consular services or have readily available means of finding out about such mandates. This is important to ensure that citizens can demand their full rights without having unrealistic demands that go beyond the actual boundaries of MFA’s consular service mandates.

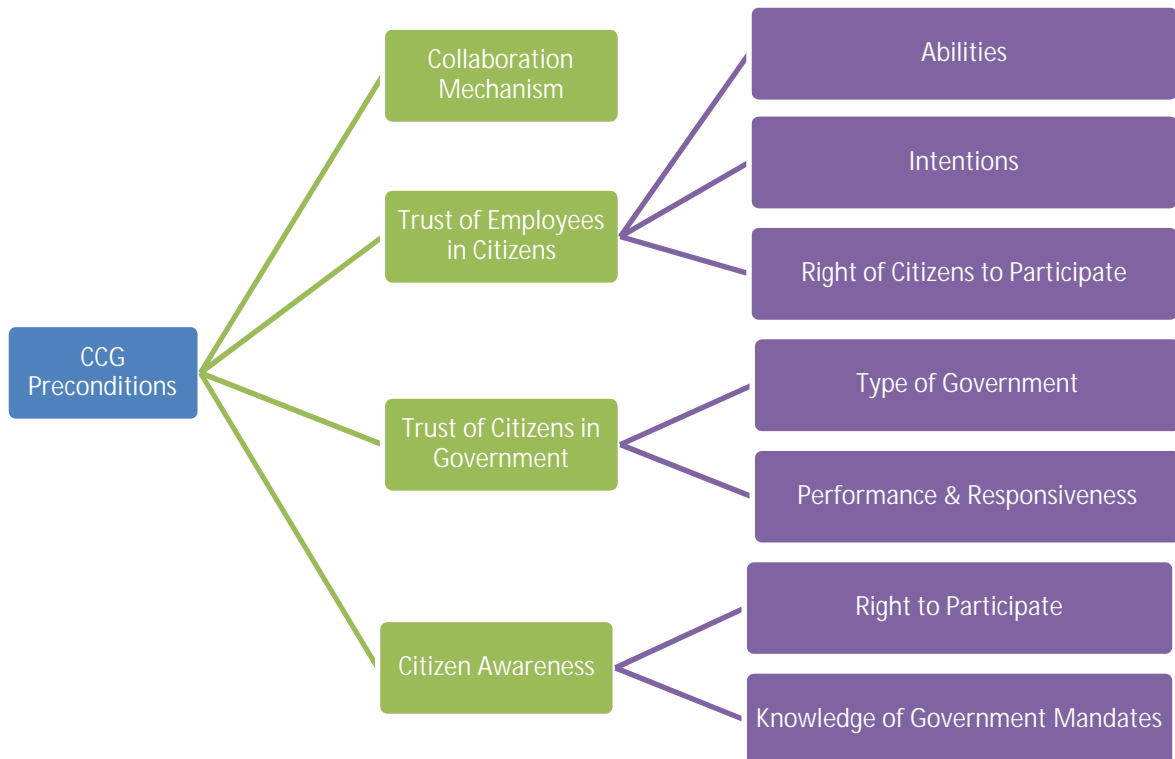


Figure 1 - Preconditions for implementing CCG (Conceptual Framework)

## **B. Methodology**

Throughout this research, a mixed methods approach (qualitative and quantitative) was used. There were no hypotheses since this was an exploratory study. A mixture of data collection instruments was used including semi-structured phone, face-to-face, and online interviews, along with an online survey. The online survey (appendix A) was used to secure the participation of a wider base of Egyptian citizens abroad. Answers given in the survey were used in the interviews that were conducted with Egyptian expatriate community leaders (appendix B) and Egyptians abroad to get a deeper understanding of the response patterns in the survey.

Interviews and survey questions were designed to explore the existence (or lack of existence) of the four preconditions necessary to implement CCG as follows:

1. The first precondition: the existence of a collaboration mechanism provided by MFA to allow citizens to voice their opinions, and the awareness of citizens about such mechanisms (if they are provided).
2. The second precondition: the trust of government administrators/diplomats in citizens' abilities and intentions, and the belief that citizens have a right to participate in program design and evaluation. This was studied by probing administrators/ diplomats (appendix C) to find out:
  - Whether or not they trust citizens' abilities to provide meaningful feedback to MFA which would help in improving service provision.
  - Whether they believe that citizen feedback represents constructive criticism or is more of a retaliatory practice.
  - Whether they believe that it is the right of Egyptian citizens to voice their concerns/requests, and that it is the obligation of administrators/diplomats as representatives of the government to respond positively within the scope of their responsibilities.
3. The third precondition: trust of citizens in the government. Egyptian expatriates were probed to:

- Understand the effect of having a democratically elected government on their trust in the government, and see whether or not that will affect their willingness to more actively collaborate with MFA to voice their requests.
  - Get their feedback on whether or not they have tried to collaborate with MFA before to make requests, and whether or not MFA has been responsive.
4. The fourth preconditions: Citizen awareness of their right to collaborate with MFA in decision-making, and awareness of the mandates of MFA with regard to consular services:
- Participants were presented with a mixture of actual mandates and frequently requested services that are not part of MFA mandate to detect their knowledge and awareness of MFA mandates.
  - Questions were structured to detect whether citizens are aware of their right to voice concerns/requests, and the obligations that fall on the government to be responsive.

### **C. Sample**

There were three samples, one for each of the following targeted groups: Egyptian citizens abroad, heads/prominent figures of Egyptian communities abroad, and MFA employees. The survey that targeted Egyptians abroad was administered online on Facebook pages/groups of Egyptians abroad, and so it is based on a volunteer sample. In interviews however, the study targeted reaching Egyptian expatriates and heads/prominent figures of Egyptian communities abroad in Italy, Australia, the United States, and Saudi Arabia.

The reason why these specific countries were chosen has to do with differences in the kind of consular services citizens need in each of these countries according to the activities Egyptian citizens perform in these countries and the difference in educational, social, and financial levels of Egyptians living in these countries. In Australia, there is a relatively large Egyptian community made up of Christian Egyptians who have been

known to voice criticism to the Egyptian government for a long time. In Saudi Arabia, the majority of Egyptians are workers living under hard conditions including the constraints imposed on them through the “Kafeel” system. The United States has a diverse set of Egyptian citizens with different educational backgrounds and careers. Like Saudi Arabia, Italy has a huge number of Egyptian workers but their situation is different from their counterparts in Saudi Arabia because their work is subject to the Italian law rather than systems such as the “kafeel” system.

Regarding the MFA employee sample, the study targeted administrators and diplomats working in MFA. This sample also included employees who have worked previously in the consular file in Egyptian consulates/embassies, along with employees who have no prior consular experience. The group also included employees who worked in diplomatic missions that cater to large numbers of Egyptian expatriates (more than one million Egyptians) and others that have fewer numbers in their jurisdictions (tens of thousands of Egyptians and less).

The snowballing technique was used in reaching heads/prominent figures in the Egyptian communities abroad for interviews with the help of the staff in the diplomatic missions. The same technique was used with some of the interviews done with MFA employees with the help of acquaintances in MFA. The voluntary participation technique was used in interviews with citizens abroad. Egyptian citizens abroad were contacted through the Facebook pages/groups of Egyptians living in the targeted countries.

#### **D. Description of Data Collected**

The online survey was posted on 50 different Facebook groups for Egyptian expatriates. These groups covered Egyptian expatriates in the Gulf, Non-Arab Asian countries, Europe, the United States, and Australia. Before conducting this online survey, the approval of the American University in Cairo Institutional Review Board (IRB) was obtained.

A total of 139 responses were received to the survey, four of which were disregarded because respondents failed to answer many of the key questions within the

survey. The survey had to be posted several times on each page/group to reach this number of respondents. Collection of responses was concluded when the number of responses being received became very low and as a result of time constraints.

Initial analysis of the data showed that 57% of the participants indicated that they are currently living in Gulf countries (Kuwait, Saudi Arabia, Qatar, Oman, and United Arab Emirates), 18% indicated that they are living in European countries (Denmark, Belgium, Luxembourg, Poland, Netherlands, United Kingdom, and Italy), 14% indicated that they are living in Canada and the United States, and 11% of the participants are living in Australia. There were no responses from Egyptian expatriates living in Asian countries.

Participants in the survey were predominantly between the ages of 30 and 45 (53%), while 28% were 30 years old or below, and only 19% were above the age of 45. Many of the participants indicated that they hold managerial positions (37%), while 13% indicated that they are engineers, 10% indicated they are students, 8% indicated they work in health care (doctors and nurses), and only 7% indicated that they have worker jobs (repair, construction...etc.). The remaining 25% are divided among different jobs including university professors, teachers, lawyers, and accountants.

The first group of interviews was conducted online with four leading figures in the communities of Egyptians abroad in Italy, Australia, United Kingdom, and Saudi Arabia, with the help of the Egyptian missions in these countries. The second group of interviews was conducted online and on the phone with seven Egyptian expatriates living in Italy, Australia, the United States (two participants), Saudi Arabia, and Kuwait (two participants). Another set of interviews was conducted with MFA employees. A total of six interviews were conducted (three interviews with administrators and three with diplomats) after which data saturation was reached.

## **E. Limitations of the Study**

There is a risk that responses of heads/prominent figures in Egyptian communities abroad that were contacted through diplomatic missions might not be representative of

the opinions of the majority because it is probable that these interviewees are on particularly good terms with these missions. Attempts to reach heads of communities via websites of the associations they lead failed. To limit the bias, participants were asked to forward their responses directly to the researcher after signing the consent form that promises participants confidentiality.

It is also important to point out that the online survey was only accessible to Egyptian expatriates who are literate, have Facebook accounts, and are members of these Facebook groups/pages. Points of view of this group might not represent the opinions of Egyptian expatriates who do not fall under this category. Even though interviews done with community heads and prominent figures included questions to get a deeper understanding of the opinions of other categories outside this group, there is a chance that the answers might still not be in line with the opinions of that other group. The survey sample is also biased because it relied on self-selection (self-selection bias).

## **IV. DATA FINDING AND ANALYSIS**

### **A. Data Findings and Analysis**

The data will be analyzed according to the preconditions for implementing CCG described in the conceptual framework describe earlier. It is important to point out that analysis of the responses given to the online survey showed that there is no response pattern depending on the participants' country of residence or age.

#### **1. Collaboration Mechanisms**

Participants in the survey were asked whether or not there is a mechanism that can be used to contact the embassy/consulate to voice a complaint or to make suggestions. 48% agreed that there is such a mechanism. They mentioned that methods of communication include emails, postal mail, phone calls, face-to-face contact with mission staff, and consulate/embassy Facebook groups/pages. Answers regarding the existence of ways of communication between both sides were confirmed by the answers given by MFA employees in the interviews conducted with them, as well as in interviews conducted with leaders within Egyptian communities abroad.

After analyzing the content of two of the Egyptian embassy Facebook pages, it was noticed that while one of them was open for users to post, the other was open only for viewing posts or commenting on posts. Both pages however were more of an announcement board for embassies than a collaborative tool that citizens use to state their complaints, concerns, and suggestions. The pages are responsive, and whenever there are questions regarding procedures or required documents, responses are usually prompt. It is worth mentioning however that these pages are a result of personal efforts from embassy staff (based on interviews with MFA employees), which makes such a communication method unsustainable.

Respondents to the survey were also asked whether or not there are regular meetings held between Egyptian citizens abroad and consulates/embassies. Only 13%

responded affirmatively, but this group confirmed that in these meetings, citizens are given the chance to express their opinions and complaints in a two-way dialogue.

The data was analyzed to examine whether there is a link between an Egyptian citizen having registered in the Egyptian consulate/embassy in the country he/she is living in, and the response to whether or not there are regular meeting with the consulate/embassy. The analysis showed no relation as can be seen in Figure 2. There was an initial supposition that those who are registered in the consulate/embassies would be the ones to receive invitations from Egyptian missions to attend regular meetings.

When MFA employees were asked if regular meetings are held to bring citizens and consulate/embassy staff together to discuss consular service issues, they mentioned that there has been an increasing interest to hold such meetings on a more regular basis after the revolution but that it is usually left to the discretion of the ambassador/consul to determine the details of the frequency of holding these meetings and the topics that are to be discussed. It can thus be concluded that these regular meetings are dependent on the management style of the ambassador/consul. This can be seen as one of the reasons why 36% of participants in the survey answered 'yes' to a question asking whether or not they feel there is a change in the quality of consular service provision with the change in the staff of the consulate/embassy.



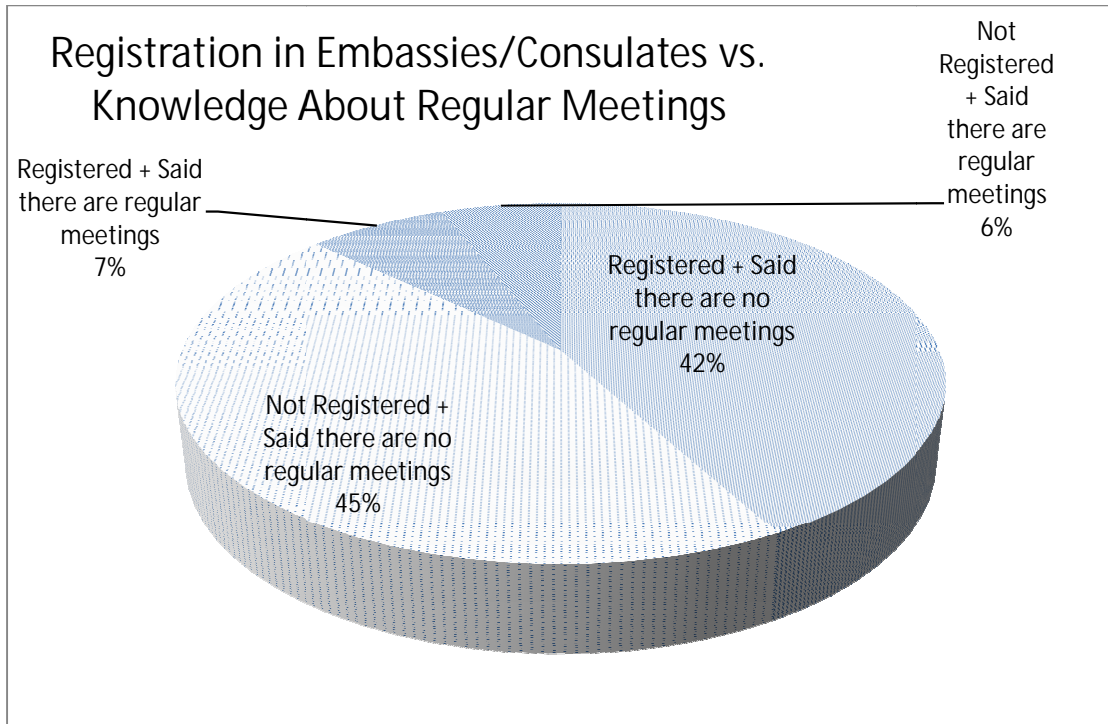


Figure 2: Registration vs. Knowledge about Regular Meeting

When asked whether or not they would be keen to communicate their suggestions and complaints in the case where a two-way communication mechanism between missions and citizens abroad exists, all respondents replied affirmatively. Even though this implies that all participants in the survey will communicate their suggestions and complaints once there is a means of communication, their answers to other questions in the survey convey a different message. Of all the participants who answered ‘yes’ to a questions regarding whether or not they have suggestions on how to improve consular services, 24% confirmed that there is a method of communication and yet they answered ‘no’ to the question regarding whether or not they have communicated any suggestions to consulate/embassies. Figure 3 illustrates that the existence (or lack of existence) of a means of communication between citizens and consulates/embassies is not the sole reason why citizens do not communicate their suggestions. There is a chance however that if better means of communication are found, and are properly publicized to citizens,

a significant share of the 44% that answered ‘yes’ to having suggestions, and ‘no’ to the existence of a means of communication would be reduced.

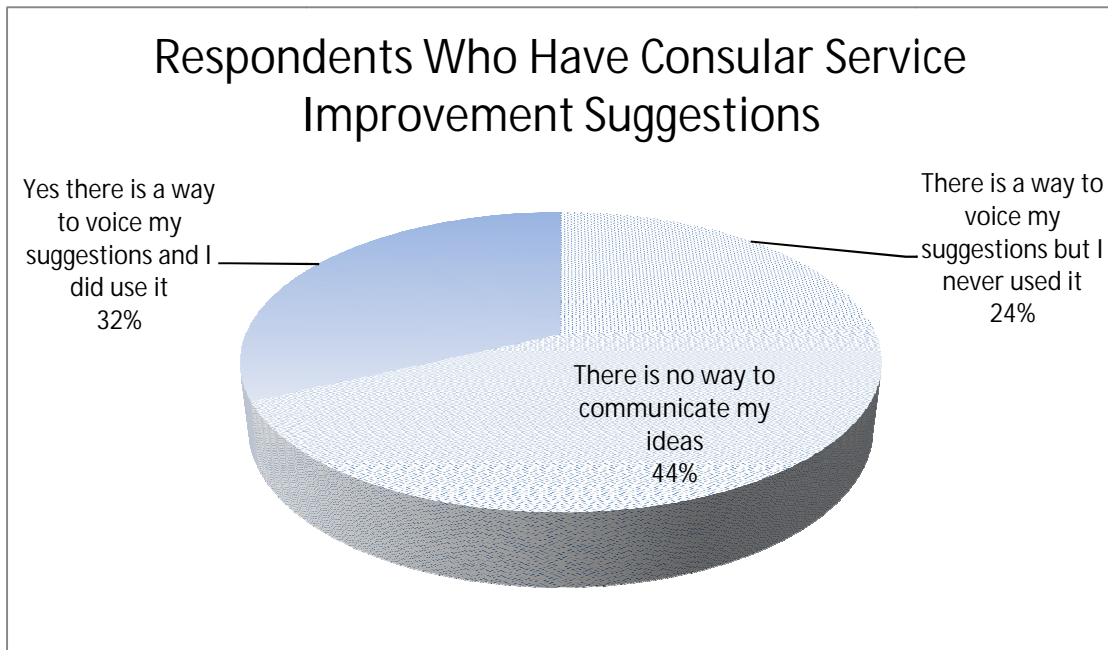


Figure 3 - Relationship between Existence of a Means of Communication & Citizens' Expressing their Suggestions/Complaints

## 2. Trust of Employees in Citizens' Abilities and Intentions:

Interviews done with MFA employees were structured to tackle three main ideas. The first idea is whether they believe that citizens have enough knowledge to provide meaningful feedback which can help in improving consular service provision. Some of the respondents think that even though Egyptians abroad do not have enough knowledge about the role of MFA when it comes to consular services, they can still give meaningful feedback. Some pointed out that there is a need to increase interactions between Egyptian consulates/embassies and citizens because this will be the only way to increase the knowledge of citizens so that their feedback can become more constructive. Others highlighted the idea that the feedback of many of the citizens is based on information they get from the media and so is not based on objective facts.

The second idea that was tackled has to do with whether MFA employees trust the intentions of citizens when they give feedback, or if they believe that their feedback is retaliatory in nature rather than constructive. Even though all respondents mentioned that they do sometimes receive meaningful feedback, they agreed that at many times feedback is retaliatory in nature. Instead of describing the problem and proposing solutions, feedback is usually confined to verbal criticism. One employee explained how when she tried once to ask a citizen why he was shouting and complaining about the bad quality of service provided in the embassy she was working in, the only answer he gave her was that “you are running a fool and falafel place” without giving any objective details of the problem and ways to address it. They also explained that even though they might explain to citizens that the services they are requesting are not provided by the consulate/embassy, they would still blame (and sometimes insult) the staff accusing them of not wanting to help citizens.

It is important to point out that the responses given on this point by MFA employees differed. Some mentioned that the retaliatory component of citizen feedback was more evident than constructive feedback, while others mentioned the opposite. There can be several reasons for this phenomenon. One reason might be that the more the citizens that fall under the jurisdiction of a specific consulate/embassy, the more strained the relationship with citizens is which might lead to more retaliatory criticisms. One of the respondents who mentioned that feedback is retaliatory mentioned that they do around 600 to 700 consular transactions per day. On the other hand, one of the respondents that mentioned that most feedback is constructive mentioned that they handle around 100 transactions per day.

Other criteria that could cause such a difference of opinion regarding how constructive citizen feedback is could be the educational background of the majority of Egyptian expatriates in the jurisdiction of the consulate/embassy, and whether or not the country of residence implements CCG which would motivate citizens to apply this model in their relationship with their home country. The interviews were not conclusive however in linking these two criteria in defining the nature of the feedback.

The third idea that was addressed is whether or not MFA employees think that citizens should play a role in designing consular service programs. All respondents agreed that citizens should cooperate with governmental authorities in the design of consular service programs. They mentioned that their feedback is the only way to make services more responsive and effective. One of the respondents stressed that the degree with which citizens can effectively participate in service design and evaluation depends on the educational and intellectual level of the Egyptian community in each country. They also mentioned that they believe that it is their obligation to address citizen complaints and suggestions when it falls under their jurisdiction. Some of them highlighted the fact that many of the complaints and requests that come from citizens require approval and action by other authorities in Egypt including MOI for example.

When interviewees were asked about the difficulties they sometimes face when communicating with citizens abroad, they mentioned that most citizens come to embassies/consulate with preconceived notions which puts embassy/consulate staff in a defensive position. One respondent mentioned that this makes face-to-face communication unconstructive and confrontational. They also pointed out that at many times they agree with the citizen regarding the futility of some of the procedures followed by Egyptian authorities in some consular issues, but the fact that they have no real authority to change these procedures puts them in confrontation with citizens abroad. Some respondents also complained that female staff who deal with citizens in consular issues face more problems than their male counterparts. One female diplomat reported that she has been subjected to many insults from citizens which had more to do with being a female than with being a member of the embassy/consulate which made her try to avoid direct communication with citizens.

In one of the interviews done with Egyptian expatriate community leaders, the participant mentioned that embassies/consulates sometimes do not trust expatriates because there are cases where citizens lie to embassies/consulates. The respondent mentioned that he knows a case where an Egyptian expatriate went to a consulate once claiming that his company has not been paying his salary and that he needs the help of the consulate. When the consulate interfered, they later found out that the complainant

had not been going to work for over a month. He mentioned that these cases might make staff that has experienced such situations reluctant to help citizens.

### 3. Trust of Citizens in the Government

Participants in the survey were questioned to examine different aspects regarding the trust of citizens in their government and its institutions. They were asked whether or not they felt there is a difference in the relationship between Egyptian expatriates and Egyptians missions abroad after the revolution. It was the opinion of the majority of the respondents (70%) that there is no change in the relationship. Those who said there was a change in the relationship mentioned that communication increased with the embassy/consulate staff, and they feel that they are being treated better and that they started caring more about the needs of citizens abroad. They also mentioned that they interacted with the staff in the out-of-country voting process in the parliamentary elections which made the relationship more amicable. They also pointed out that the creation of Facebook pages that link consulates/embassies with expatriates took place after the revolution making communication easier and more transparent.

Even though 70% of respondents believe there was no change in the relationship, the responses of MFA employees to this same question show that the views of both sides do not coincide. MFA employees mentioned that after the revolution, there has been a significant change in the relationship between both sides. They highlighted the effect of the interactions that took place throughout the parliamentary elections and how it greatly affected the relationship positively. They also mentioned that more meetings are being held with Egyptian expatriates.

In the interviews done with Egyptian community leaders in several countries, there was agreement that the revolution had an effect on the relationship between Egyptian expatriates and the embassies/consulates. They mentioned that discussions have become more frank, even though most of them were hesitant to conclude that this will eventually lead to better consular service provision. Many of them also indicated that the

quality of services and the strength of the relationship with citizens fluctuate with the change of staff in the embassy/consulate.

The data was analyzed to see whether there is a link between those who believe there was a change in the relationship after the revolution and those who are registered and who have been contacted by the embassy/consulate. Analysis showed no link. Even though some respondents mentioned that they were contacted after the revolution to attend the first annual celebration of the 25<sup>th</sup> of January revolution and others mentioned they were contacted by consulates/embassies to inform them about the out-of-country voting in the parliamentary elections, their answer to whether or not the relationship has changed remains 'no'.

Respondents to the survey were asked whether they believed embassies/consulates were responsive to the needs to citizens abroad, and whether they felt that the embassy/consulate staff is keen to help citizens. As can be seen from Figure 4, 84% of respondents believe that Egyptian missions are not responsive, while 69% felt that staff is not keen to help citizens abroad. It is worth noting that according to the responses of participants to the question asking whether or not they have contacted the embassy/consulate to ask for help or to make a suggestion, 71% said they have never contacted them. This means that answers regarding the responsiveness of embassies/consulates and the keenness of their staff to help might not be based on first-hand experience. Some respondents mentioned that they do not register in embassies/consulate or go to them for help because they are sure that they will not find them responsive. In such cases, the views that citizens have which are not based on personal experience might keep them from trying to communicate with the Egyptian embassy/consulate.

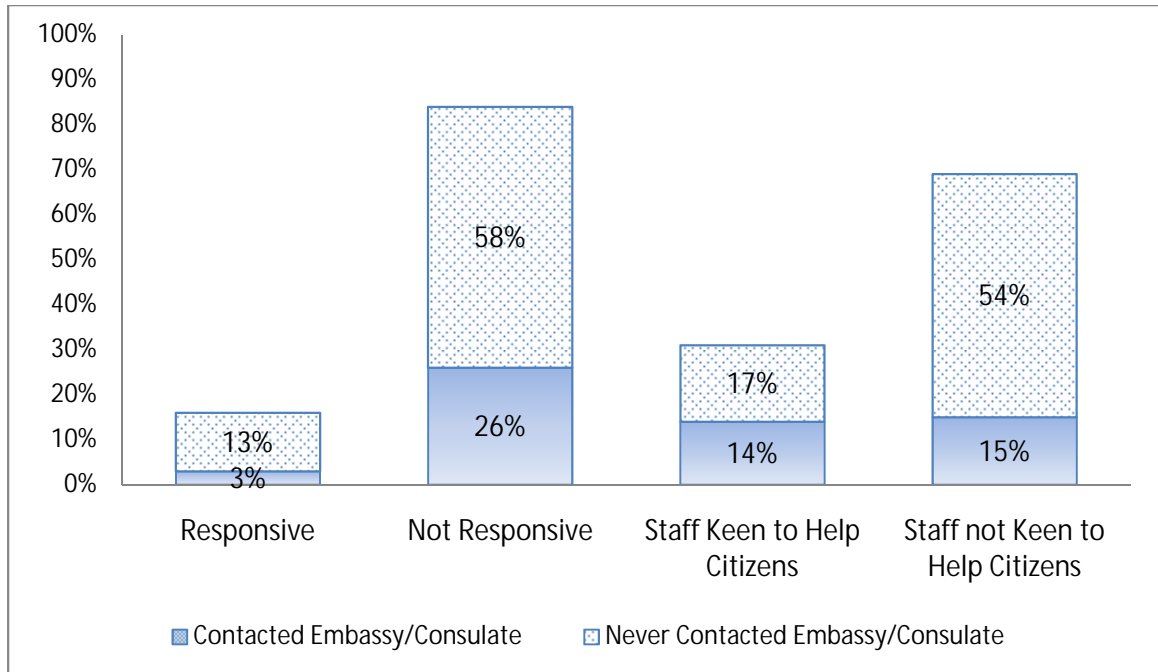


Figure 4 - Relationship between Opinions of Citizens Regarding Responsiveness & Citizen Contact with Embassy/Consulate

To further examine how perceptions are formulated regarding the responsiveness of embassies/consulates to citizens' needs, participants in the survey were asked whether their opinion was based on personal experience, the experience of a friend/relative, or information extracted from social media and newspapers. As can be seen in Figure 5, 43% of respondents stated that their views are based on personal experience, while 30% based their views on the experiences of friends/relatives, and 27% based it on information from social media and newspapers. All respondents who stated that their opinion is based on personal experience answered 'no' to the question of whether or not they think embassies/consulates are responsive to citizens' needs.

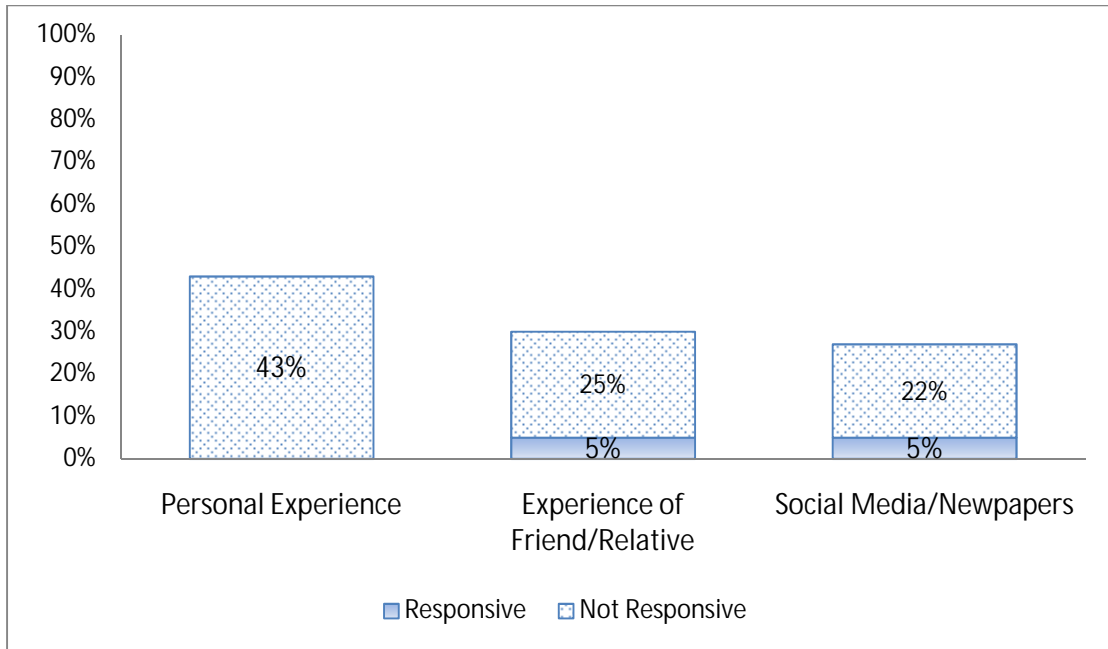


Figure 5 - Source of Opinions of Citizens about Responsiveness of Missions

When asked whether or not they thought that embassies/consulates are responsive to citizens' needs, community leaders mentioned that at many times they are not responsive because they are not the decision-makers. While embassy/consulate staff can make decisions regarding front-end delivery of consular services, most decisions regarding consular services are made by other authorities in Egypt.

In one of the interviews with Egyptian citizens abroad, the interviewee mentioned that during the 20 years he had been living abroad, he had many experiences that led him to believe that consulates do not care about the Egyptian citizens. He tried several times to make complaints to consuls about delivery of consular services, which was taken personally by the staff, leading to an even worse treatment. The requests made by this participant were related to citizens who live far away from consulates/embassies and how their consular transactions should be finalized in the same day so that they do not have to travel twice to the location on the consulate/embassy. This is a delivery issue which falls within the decision-making jurisdiction of each embassy/consulate. The failure to respond to such a request can be viewed as a clear example of non-responsiveness. The



participant mentioned that the response he got was “this is our system and we are not going to change it”.

Most of the expatriates who were interviewed mentioned that they believe front-desk staff in consulates/embassies needs to receive proper training on how to deal with citizens just like customer service officers in the private sector. Some of them mentioned that the staff follows bureaucratic red tape without exercising any latitude.

Some survey questions were designed to examine whether the political system in Egypt affected their trust in embassies/consulates. As shown in Figure 6, 90% of respondents mentioned that before the revolution, they felt that consulates/embassies were sending information about Egyptian expatriates to security authorities in Egypt. Egyptian expatriates who were interviewed elaborated further on this point by giving examples. One respondent stated that “the golden rule shared among Egyptian expatriates is: do not register because you will be monitored”. It is worth mentioning however that 47% of respondents to the survey mentioned that they have registered with the embassy/consulate.

To justify why they felt that information about expatriates was being sent to security authorities, some of the interviewees mentioned that on several occasions, as they were participating in protests in front of the embassies, they saw staff taking pictures of protestors. Another interviewee mentioned that she was trying to create an online community for Egyptian students in her country of residence, and when she mentioned that to a staff member working in the embassy (but who is affiliated to another ministry); he tried to “lure” her into joining the already existing official student body. This was taken as a sign that the embassy is trying to keep them close and under its control. She mentioned that even though there is no proof that this is what they were trying to do, there is “zero trust” which makes it more probable to interpret all these actions maliciously.

When asked whether or not they feel safer after the revolution in dealing with the embassy/consulate, only 50% of respondents replied affirmatively. When asked whether or not they would consider registering in the embassy/consulate now, 62% of the

unregistered respondents said they would. Participants in the survey were also asked whether or not they felt that a democratically elected government would have an impact on improving consular service provision which was answered affirmatively by 84%.

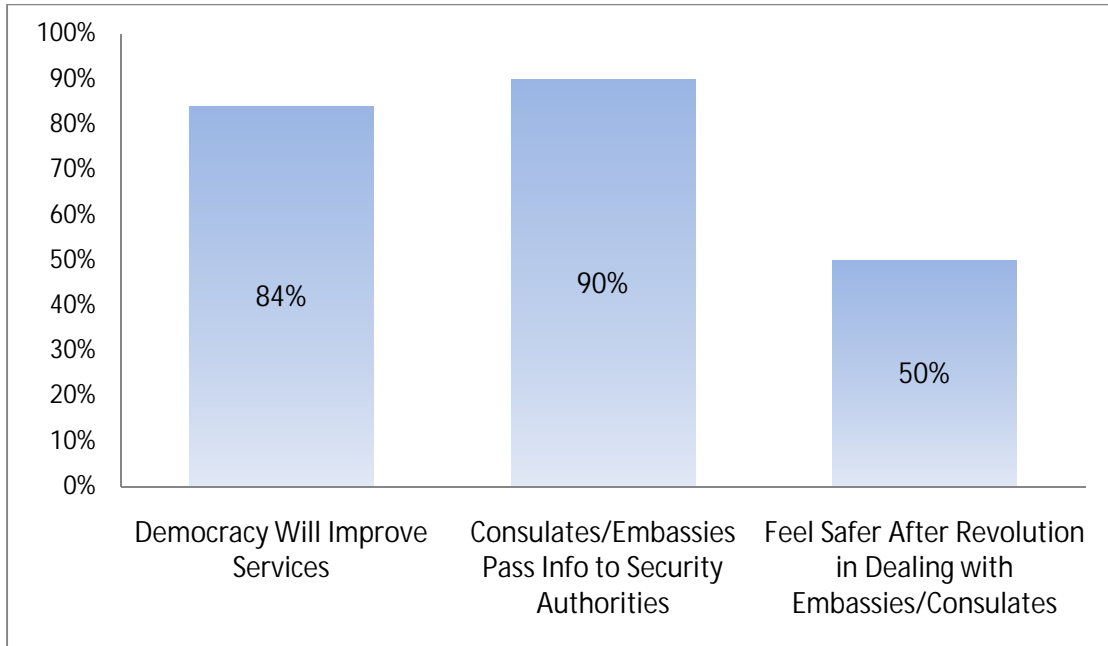


Figure 6 - Indicators of Citizen Trust in Government

When asked about their opinion regarding the mistrust of Egyptian expatriates in consulates/embassies, one of the Egyptian community leaders interviewed mentioned the mistrust of Egyptians in the authorities of their country causes Egyptians abroad to feel the same way about embassies/consulates who are representatives of the Egyptian government. He mentioned that even though he does not believe that consulates/embassies send information about expatriates to security authorities, he agreed that this is a widely shared idea among Egyptians abroad.

When asked about the mistrust of citizens in the consulates/embassies, MFA employees mentioned that this is a normal result of living under a security regime for such a long time. They stated that many Egyptians felt that security authorities have infiltrated most governmental institutions and that MFA was no different. They agreed

that the revolution will pave the way to redefining the relationship between governmental institutions and citizens, but that this process will take time.

#### 4. Citizen Awareness

To measure awareness of citizens, this study looked at two components; awareness of citizens of their right to participate in consular service program design and evaluation, and awareness of the mandates of MFA and consulates/embassies.

For the first component, participants were asked questions that would reveal whether they believed they have the right to participate in the design and evaluation of consular services. In response to a question asking participants whether or not they have ever approached consulates/embassies abroad with suggestions on how to improve consular services, 33% replied affirmatively. When asked whether or not they had the right to design and evaluate consular service programs, 91% replied affirmatively. Participants were asked whether or not they believe that they should have participated in the formulation of the new law regarding the creation of a new authority for the welfare of Egyptians abroad which was prepared by MFA in collaboration with MME and which has been submitted to parliament (Al Moheet, 2012). Only 9% of participants replied that the formulation of such a law should be left to the government and the parliament, while 91% agreed they have the right to participate in the policy formulation.

Based on the responses of participants, as seen in Figure 7, it can be concluded that citizens are predominantly aware of their right not only to evaluate but also to design policies that directly affect them. This view was also shared by all Egyptian expatriate community leaders who were interviewed.

Analysis of some of the Facebook pages created by Egyptians abroad showed that they have the ability to organize themselves and discuss specific proposals of how to enhance consular services. In one Facebook page, the administrators opened a discussion regarding the most pressing suggestions and complaints that members of the page have regarding consular services. The aim behind the discussion was to collect the suggestions

in one document and to send it with representatives to be discussed with a senior consular delegation that was going to visit their country of residence. The discussion was characterized by having many participants who were keen on formulating constructive ideas.

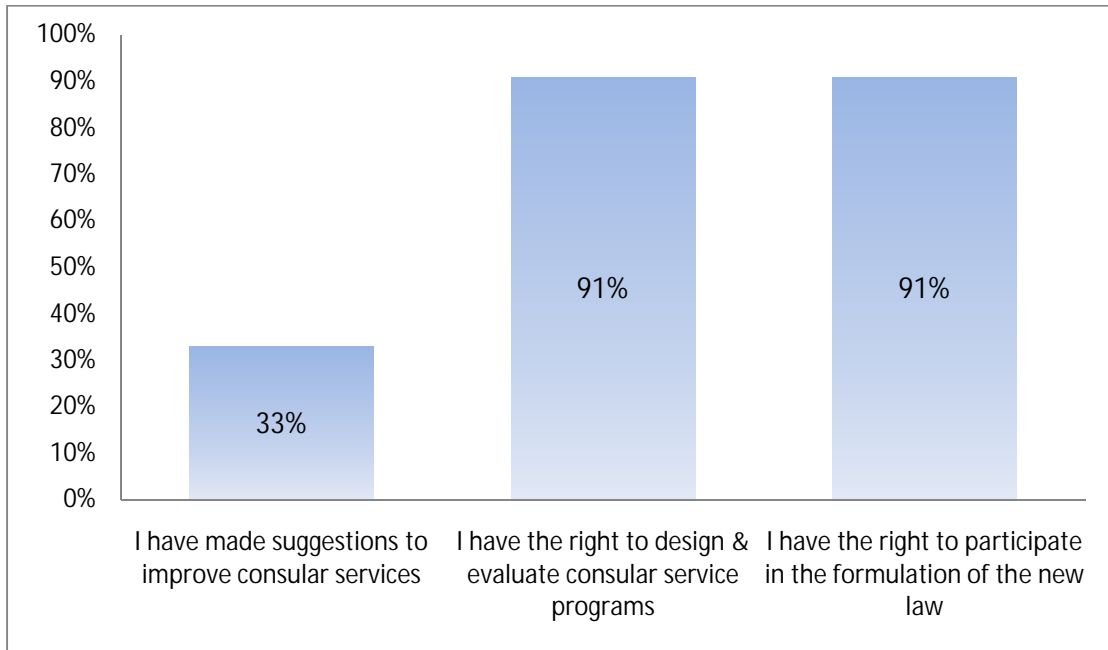


Figure 7 - Awareness of Citizens about their Right to Participate in Decision-Making

For the second component of citizen awareness, participants in the survey were presented with a mixture of actual mandates and frequently requested services that are not part of MFA mandates to detect their knowledge and awareness of MFA mandates and authority. Regarding the questions of whether or not they believed that MFA is the main institution responsible for decision-making in consular services, 88% of respondents replied affirmatively. When participants were asked whether or not they thought that MFA was the institution responsible for setting the fees charged for consular services, 82% replied affirmatively. This view was also shared by interviewed Egyptian expatriate community leaders. When asked whether MFA retains all fees collected from consular services in its budget, 75% of participants answered 'yes'. These answers

indicate that participants are not aware of the role of MFA in the decision-making cycle related to consular services. This point is elaborated on in section 4.2.5.

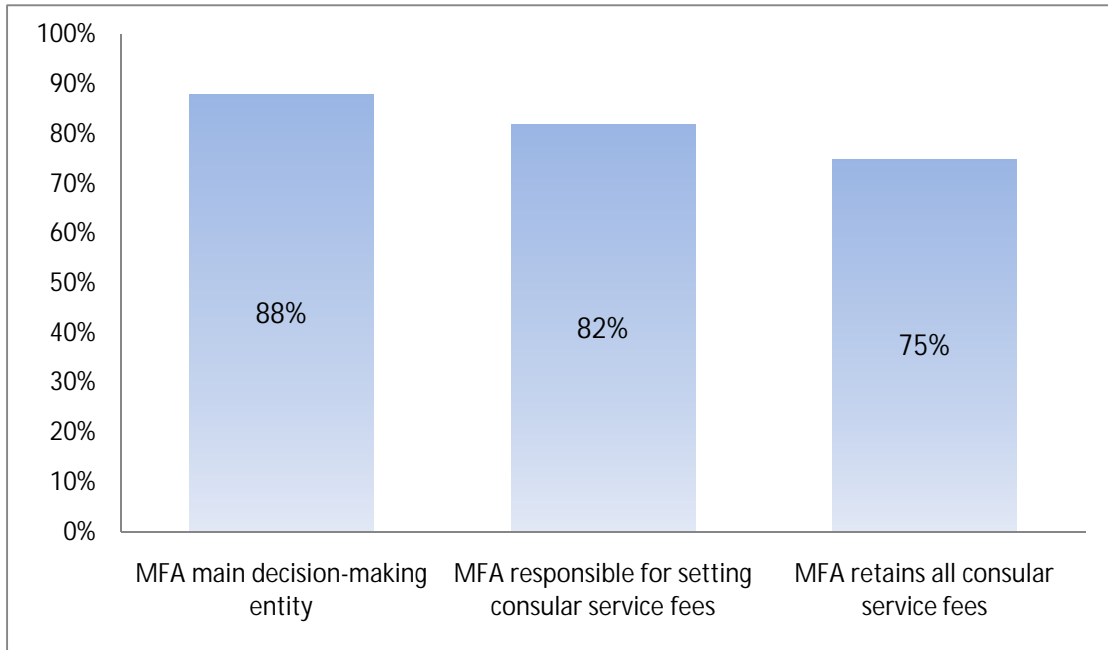


Figure 8 - Citizen Opinions Regarding the Role of MFA in Consular Service Decision-Making

Participants in the survey were asked whether or not they were members of informal Egyptian expatriate associations. Those who replied that they are members (49%) were asked to describe the work of these associations and whether they felt that the role played by these associations should be played by consulates/embassies instead. Of all the respondents, 36% mentioned that the activities and services offered by these associations should be done by the embassy/consulate, while 64% recognized that the role of such associations is complementary to the role of the diplomatic missions. Those who mentioned that the role played by associations should be played by diplomatic missions mentioned that these associations give financial support for needy families, organize recreational and social events, get Egyptians abroad together to discuss problems they face and ways to solve them, and help newcomers to settle in the country. The answers indicated that there is no difference between the opinions of those who are members and those who are not members in associations.

Egyptian expatriate community leaders who were interviewed mentioned that the role of such associations is complementary to that of diplomatic missions. One of the interviewees suggested that holding regular meetings between elected association heads and diplomatic mission staff can help in improving the relationship between both sides. Such meetings can help in voicing problems, concerns, and suggestions to diplomatic mission staff after they have been well discussed and revised by members and heads of such associations.

When asked whether or not they think that diplomatic missions should intervene to release Egyptians who were jailed as a result of violating the law in the country of residence, 55% of respondents answered affirmatively. When asked whether or not diplomatic missions are mandated to pay for lawyers to handle such cases, 90% of respondents answered affirmatively. It is important to point out that research showed that payment for legal assistance in cases of arrest of citizens living abroad is not provided by diplomatic missions of many countries. This applies for countries such as Malaysia (Assistance to Malaysian Citizens Arrested), the United States (Assistance to U.S. Citizens Arrested Abroad), and Canada (Who we are & what we do).

It can thus be concluded that a significant percent of participants in the survey showed a lack of understanding of the role of diplomatic missions. It is worth noting however that some participants provided answers that showed awareness of the role of diplomatic missions. This second group mentioned for example that diplomatic missions should visit detained Egyptians once they gain knowledge of their arrest, stand up for Egyptians in situations that involve authorities of the country of residence to make sure that they are being treated fairly without violating their rights, etc.

When the content of websites of MFA and the websites for diplomatic missions abroad were analyzed, it was concluded that the lack of understanding of the role of diplomatic missions was partially caused by the insufficient information provided by MFA. There is no mentioning of the kind of legal assistance that is provided. It does not mention whether or not diplomatic missions should provide citizens with lists of lawyers in the country of residence, or whether the diplomatic mission should contact the relatives of the detained citizen, etc.

In the interviews, MFA employees also mentioned that at many times, there are intersections between the work of diplomatic missions affiliated to MFA and offices abroad affiliated with MME. In 'kafala' countries, there is sometimes a resident Egyptian Labor Office that handles contracts of Egyptian workers going to work abroad. It is the mandate of such offices to support Egyptian workers if they have problems with their 'kafeel'. One of the interviewees mentioned that at many times the consulate/embassy works in these same issues with the Labor Office, and in countries where there are no such offices, this task is performed by the diplomatic missions. This confuses Egyptian expatriates further regarding the role of MFA. It is also worth noting that while MFA encourages citizens abroad to register in diplomatic missions via emails, phones, mail, etc., MME has a webpage that allows citizens abroad to register online. This duplication confuses citizens regarding the role of each ministry and causes unnecessary duplication of information.

Another interviewee mentioned that this confusion led to the recent demonstrations that took place in front of MFA headquarters in Cairo where workers who returned from Libya with the beginning of the Libyan uprising in 2011 were demanding that they be given contracts to go back to their work. This file was being handled by MME but citizens were not aware of that. Some of the interviewees shared the opinion that some of the other authorities that share decision-making with MFA regarding consular services have an interest in hiding behind MFA and so are keen that roles of each authority not be clearly defined.

## 5. Decision-Making Cycle of Consular Service

MFA employees were interviewed to understand the decision-making cycle related to consular services. Respondents explained that rules and regulation governing back-end decisions related to many consular services are not within the jurisdiction of MFA. Decisions related to issuing/renewal of passports, issuing national ID cards, issuing birth certificates, and settling military draft status, for example, are handled by MOI (Civil Status Department, and Department of Passports, Immigration and Nationality) and the MOD (Department of Military Drafting and Mobilization). As noted above, many

consular decisions (especially those related to work of Egyptians in ‘kafala’ countries) are made by MME.

MFA employees also mentioned that when they receive a complaint or suggestion from citizens, they check to see whether or not it has to do with front-end delivery of consular services or back-end regulations. If it is within their authority, they try to handle it. If it is not, then it is standard procedure to send them to MFA headquarters in Cairo. MFA then sends them to the competent authority in Egypt. According to MFA employees working in MFA headquarters, there was a decision made recently to hold regular meeting in Cairo between representatives from all authorities involved in consular service program design and implementation. Effectiveness of this mechanism in following up on complaints/requests made by citizens abroad and transmitted by diplomatic missions is yet to be verified.

When Egyptian expatriate community leaders were interviewed, they mentioned that the role of civil servants working in diplomatic missions regarding consular service design is minimal. One respondent mentioned that as long as there is no political will to engage citizens abroad in the formulation of laws and regulations involving them, the input of diplomatic missions in the process will remain meaningless. He also mentioned that maximizing the role of diplomatic missions in the decision making cycle related to consular service can have a positive impact on service design because they are the ones who are dealing daily with citizens abroad. He highlighted the fact that consular service decisions are shared among different authorities which makes it hard to know who is in charge and who is to blame.

Regarding setting fees for consular services, interviews revealed that MFA is not involved in setting the fees of any of the services. One of the respondents stated that MFA recommendations regarding consular service procedures and fees are often ignored by other authorities who take these decisions without any consultations. Several respondents referred to an incident where MOI decided directly after the revolution to increase the fees of one of the popular consular transactions against the recommendations of all consulates/embassies abroad. This put the staff in confrontation with expatriates at a time where a new way of thinking should have been adopted to govern the relationship



between citizens and governmental institutions. The respondent also mentioned that the bulk of the fees collected in consular services are not retained in MFA but are returned to the state budget.

To further understand the decision-making cycle regarding consular affairs, additional investigation was made covering the drafting cycle of the draft law that was proposed to parliament to establish an authority for the welfare of Egyptians abroad. Interviews with MFA employees revealed that this law was drafted by MFA in collaboration with MME. It was drafted by a limited number of employees from MFA headed by a former Assistant Minister for Consular Affairs without much consultation within MFA. MFA employees mentioned that Egyptians abroad were not given the chance to participate in the formulation of this law.

The draft of this law states that the board of directors of the new authority proposed will include representatives from MFA, MME, and MOI. Mandates of the authority were left to the discretion of the board with only two mandates stated clearly: provision of legal assistance to Egyptians abroad by signing contracts with law firms in countries of residence, and paying for the transportation of bodies of deceased Egyptian expatriates back home regardless of the financial abilities of the family. When MFA employees were interviewed, they agreed that these two mandates are among the most widely requested services by Egyptians abroad. So even though Egyptians abroad were not given the chance to participate directly in the formulation of the law, those who did draft it responded to demands made by expatriates indirectly.

## **B. Conclusions and Findings from the Data**

In conclusion, several factors were studied to examine whether or not the factors that are necessary for citizens to be able to constructively participate in policy formulation and evaluation exist within the framework of the current relationship between MFA and Egyptian citizens.

The first factor was whether or not a collaborative mechanism that allows for two way communication exists between diplomatic missions and Egyptian expatriates. The

study showed that even though there are traditional ways of communication (phone, mail, email, etc.), they do not allow for discussions. Diplomatic mission Facebook pages and regular meetings with Egyptian expatriates are left to the discretion of each head of mission and so are unsustainable. It is also worth mentioning that these Facebook pages are used as announcement boards rather than a two-way means of communication, and meetings are not being held regularly between diplomatic missions and expatriates as indicated by participants in the study.

The second factor is the trust of MFA employees in the intentions and abilities of the citizens. It was concluded that, even though MFA employees believe that citizens do not have enough information regarding the mandates of diplomatic missions, they still believe that citizens can and do give constructive feedback sometimes. There was agreement, though, that many aspects affect the relationship between citizens and diplomatic missions negatively. Employees mentioned that incidents of insults directed at them and incidents of deception on the part of some citizens make staff unable to completely trust them. They also mentioned that the fact that citizens come to missions with negative preconceived notions often makes interactions unconstructive. So even though employees believe in the abilities of citizens to constructively participate in consular service design and evaluation, some doubt their intentions, and believe that their remarks and complaints aim merely at insulting them rather than helping them out by giving constructive feedback.

The third factor that was examined is citizens' trust in government. The study showed that citizens had low trust in diplomatic missions especially before the revolution. Even though about half of the participants mentioned that they registered in diplomatic missions in their country of residence, almost all respondents felt that information being gathered about them was being sent to security authorities in Egypt. Research also showed that citizens believe that diplomatic missions are not responsive to their needs and that the staff is not keen on helping Egyptians abroad. It was also concluded that citizens believe that having a democratic government will positively affect the quality of services being delivered.

The fourth factor that was studied is citizen awareness. The study showed that even though citizens are aware of their right not only to participate in the evaluation of consular services but also their right to participate in its design, they have been reluctant to do so. The study also revealed that citizens were not aware of the mandates of MFA and its true authority within the hierarchy of ministries that participate in the decision-making cycle related to consular services.

The decision-making cycle within MFA regarding consular services reveals that even though ministry employees try to incorporate citizens' demands while formulating laws or designing consular services, citizens are not directly involved in the process. The chain of ministries that are involved in the decision-making cycle outside MFA makes it easy for demands made by citizens and transmitted by MFA employees to be disregarded or misplaced. This chain makes MFA employees unable to follow up on requests, which eventually leads to having an unresponsive system.

It is the conclusion of this paper that the preconditions for implementation of CCG in consular services do not exist. The two factors that need the most attention are trust of citizens in government and citizen awareness. The factor related to the trust of MFA employees in citizens can be thought of as a dependent variable on these two other factors. Once citizens are more aware of the mandates of MFA, and once they start regaining trust in the government and its performance, this will have a positive impact on the relationship between citizens and staff of diplomatic missions. It will also enable them to give more meaningful feedback that is consistent with the actual mandates of MFA thus improving the trust of employees in citizens.

## V. RECOMMENDATIONS AND CONCLUSIONS

### A. Recommendations

To implement a functional citizen-centered approach in consular service design and delivery, it is necessary to examine how the four previously discussed CCG pillars can be strengthened.

The first recommendation of this paper is that MFA should adopt CiRM in its relationship with Egyptian citizen abroad. As discussed in the literature review chapter (section 2.1.3), CiRM is a management concept that uses technology to enhance performance, reorient public service operations around the citizen and places citizen above ministerial and bureaucratic lines. It can thus be viewed as a mechanism that can enhance responsiveness and performance of government institutions. Once the performance of MFA and its responsiveness to citizen suggestions/complaints increases, the trust of citizens in the institution will increase.

CiRM can be considered to be an efficient collaboration tool that combines technology with a new management concept that revolves around citizen satisfaction. It can be used to organize and track deliberations between diplomatic missions and Egyptian citizens living abroad. It can also be used by citizens to track the status of their complaints/suggestions, which would hold public servants accountable. This can have several advantages: (1) it will act as an incentive for bureaucrats to resolve the issues more promptly because they know they are being monitored, (2) it will make citizens feel that their input is being taken into consideration, (3) it can be used as a performance indicator by MFA headquarters which can help MFA to shift to a more result-oriented management style, and (4) it can be used for history tracking by diplomatic mission staff to trace solutions to problems faced previously in other Egyptian consulates/embassies or with other citizens to save time and effort. The four aforementioned advantages all lead to better performance and responsiveness which would undoubtedly increase citizen trust in MFA.

Using CiRM can also help in increasing citizen awareness of their right to participate in the design and evaluation of services and their right to hold public servants

accountable. It will help them in better understanding the decision making process within the government. By tracking the status of suggestions/complaints they made, citizens will have a better understanding of the different institutions that are involved in the process and the rules and regulations that govern it. It will allow citizens to understand the limit of authority granted to diplomatic missions abroad, the level of authority of MFA headquarters, and the mandates of other ministries involved in the design and delivery of services. Once the awareness of citizens is increased, their perceptions and expectations will become more realistic and their participation will become more constructive and sustainable.

By introducing CiRM, the Egyptian government will be disseminating the concepts of CCG and citizen engagement to different levels in the civil service. CiRM is more than just the use of technology to organize the citizen-government relationship; it involves a change in culture, processes, structures, and responsibilities within the bureaucracy. Although the study showed that many civil servants are aware of such concepts, this approach is still being regarded as an option left to the discretion of senior civil servants rather than a strategy adopted by the government. CiRM will help the government in incorporating such concepts into its operations.

Implementation of CiRM strategies would not be possible however without the adoption of networked governance concepts. As described in the literature review (section 2.1.4), networked governance demands the state to form complex networks of stakeholders to deliberate on public matters. It allows politicians and public managers to share public responsibility with more stakeholders which would allow them to solve cross cutting problems. It is thus the recommendation of this paper that the Egyptian government forge a network of the stakeholders involved in consular services to help in making the decision-making process easier and more responsive to the needs of citizens. Stakeholders should include all relevant governmental authorities, official and unofficial associations of Egyptians abroad, and Egyptian expatriates. Regular meeting and deliberations within such networks will help enhance the trust of citizens in government, and will also raise citizen awareness.

The third recommendation of this paper is that the Egyptian government adopts ‘intergovernmental management’ to handle consular service programs which cut across different organizational boundaries. This management concept would allow governmental entities involved in consular services to share and integrate knowledge to give them all a common outlook when it is decision-making time. It will also allow the government to provide citizens with a ‘one-stop-shop’ outlook on consular services. Citizens will no longer need to differentiate between the mandates of each Ministry involved in consular services. Interactions between governmental entities will be seamless to citizens. The study showed there was a decision made recently to hold regular meeting in Cairo of a committee made up of representatives from all authorities involved in consular service program design and implementation. This could be a start to implementing this management concept, but only if this committee is empowered to take decisions based on shared information and deliberations rather than predetermined policies that are formulated within each institutional boundary.

Intergovernmental management cannot be implemented however without the creation of a comprehensive CIMS that would be accessible by different governmental institutions and not monopolized by certain authorities. Information related to citizens abroad should, for example, be accessible to diplomatic missions instantly without having to go through a chain of civil service agencies. Employees working in diplomatic missions need to be able to access citizen information electronically to save the time that is usually consumed in paper-based citizen identity authentication.

Citizens should not have to register twice, once with MFA and once with MME, for example, which is currently the case. Registration and processing of citizen information should be centralized and shared. Registration of citizens abroad should link their identity in their country of residence with the records already inherent in civil status databases in their home country. There should not be different databases containing citizen records, each operating in complete isolation from the others.

This step should, however, be preceded by the formulation of data protection legislations. The rationale behind using intergovernmental management is to enhance government performance to regain the trust of citizens in the government. Citizens need

to be sure, however, that their information will be protected and that it will not be misused. As indicated by the study, a significant number of Egyptian abroad did not trust diplomatic missions with their information. It is expected however that with the election of a democratic government, such citizen information gathering practices performed by the security apparatus will no longer be in place. Adopting data protection legislations will help in giving citizens the necessary assurances which will increase citizen trust in government, and will decrease any expected resistance towards the implementation of a system that would allow for cross-agency information sharing.

While the implementation of the three previously discussed recommendations requires action on a wider scope within the Egyptian government, there are some operational and organizational recommendations that would allow MFA to immediately start enhancing the relationship between citizens abroad and diplomatic missions. These recommendations are likely to improve diplomatic mission performance and responsiveness, which can help in rebuilding the trust of citizens in MFA.

The first of these recommendations is shifting from using technology as a means of disseminating information to using it as a two-way communication mechanism that would enhance the input of citizens in decision making and that would make service provision more efficient. As an illustration to this point, MFA currently provides online forms for citizens abroad which need to be printed, filled out, and sent to the embassy either by mail or delivered in person. The next step in this case should be to transform to digital forms. Diplomatic missions need to find ways to reduce the number of times citizens abroad have to physically go to consulates/embassies for service provision. Even though doing this might be hard in the absence of a cross-agency CIMS that is accessible to MFA, if top management of diplomatic missions adopts this as a base for their operations, some progress can be made.

MFA should create a code of conduct manual that would organize the relationship between citizens abroad and diplomatic missions to decrease the discretion currently given to heads and staff of diplomatic missions. There should be clear rules and regulations regarding the appropriate way to deal with citizens, their suggestions and complaints.

It is also the recommendation of this study that MFA should create a career path with specialization in consular affairs. What currently happens is that employees who get posted to diplomatic missions might have no experience at all in consular services. Once employees gain experience in consular services whether abroad, or in MFA headquarters, that does not mean that he/she will work in consular services in later postings or in MFA headquarters. This keeps MFA from making use of the experience that employees gain in their consular work. It also makes it hard for MFA to invest in preparing employees to deal with citizens abroad by giving them appropriate public relations courses, for example.

MFA should also make use of the experience of its employees in consular services when drafting laws like the one currently being discussed in parliament to create the authority for the welfare of Egyptians abroad. The study showed that very limited internal discussions took place while formulating this draft. Discussions in such cases should be extensive, and should involve employees who have served in different countries containing different spectra of Egyptians abroad.

MFA should also conduct a regular study on the estimated number of expatriates that fall within the jurisdiction of each diplomatic mission. Such a study should result in either increasing or decreasing the number of employees getting posted in this mission. This study showed that while some diplomatic missions might have an appropriate number of employees if compared to the number of consular transactions performed per day, others are suffering from a shortage in staff. This undoubtedly affects the performance of this mission, and increases the strain on the relationship between these missions and the citizens.

MFA should also negotiate with other authorities in Egypt to enable the creation of civil status offices within diplomatic missions who cater to large numbers of Egyptians abroad. While it might be expensive to allow all diplomatic missions to have the necessary equipment and information to issue national IDs, passports, and birth certificates, it is probably cheaper to open a civil status office to issue these documents in countries such as Saudi Arabia where the number of Egyptians exceeds one million. Issuing such documents for Egyptians abroad in Cairo and then sending it back to the



country of residence is likely to be more expensive on the long run than if missions were allowed to obtain the necessary equipment and information to perform this task.

All the recommendations mentioned above focused on enhancing three of the four pillars adopted throughout this research as preconditions for CCG. The only pillar that has not been discussed is the trust of government employees in intentions and value of citizen feedback on consular services. This pillar can be considered to be a dependent variable that will change according to the changes of the other 3 pillars. Once we have a sustainable and organized collaboration tool that allows citizens to deliberate with government officials, an increased citizen trust in government caused by improvement in performance and responsiveness, and more citizen awareness, trust of government employees in citizens is likely to increase. Once citizens are more aware of the decision-making cycle related to consular services, and the different authorities involved, their feedback will start being less retaliatory and more in line with the actual jurisdiction of MFA. When citizens regain trust in the government and feel that their feedback will be taken into consideration, they are likely to make more effort in formulating and transmitting them objectively.

In conclusion, there are two levels of recommendations that can help in strengthening the four pillars necessary to implement CCG in consular services. The first level involves the adoption of management concepts on a wider scope in the Egyptian government including implementation of CiRM, networked governance, intergovernmental management, and the creation of cross-agency CIMS. The second level involves the different operational and organizational changes that MFA can adopt on its own to start the process. It is important to point out however that consular services decisions involve many stakeholders and so isolated efforts of civil service authorities will never have a significant impact.

## **B. Conclusion**

This study focused on examining whether or not the factors that are necessary for citizens to be able to constructively participate in consular service design and evaluation

exist within the framework of the current relationship between MFA and Egyptian citizens. Recommendations were made regarding the steps that the government should take to incorporate CCG in its operations and processes by creating an efficient collaboration tool that organizes deliberations between citizens and the government, increasing citizen trust in government by enhancing performance and responsiveness, improving citizen awareness of government mandates and decision making cycle, leading to a rise in the trust of government employees in the value of citizen contribution in decision-making.

The study showed that even though there are continuous interactions between citizens abroad and diplomatic missions, the communication pattern between the two sides is still in the information stage, and has not moved to the consultation stage or active participation stage. The analysis of the decision-making cycle within MFA regarding consular services reveals that even though ministry employees try to incorporate citizens' demands while formulating laws or designing consular services, citizens are not directly involved in the process. The chain of ministries that are involved in the decision-making cycle outside MFA makes it easy for demands made by citizens and transmitted by MFA employees to be disregarded or misplaced. This chain makes MFA employees unable to follow up on requests, which leads eventually to having an unresponsive system.

The study also showed that both sides of the relationship, MFA employees and citizens, have distrust issues with the other. Even though MFA employees believe that citizens can and do give constructive feedback sometimes regarding consular services, some of them doubt the intentions of citizens and believe that their remarks and complaints aim merely at insulting employees rather than helping them out by giving constructive feedback.

On the other hand, the study showed that many citizens do not have trust in diplomatic missions. Almost all participants in the study believe information being gathered about them in missions was being sent to security authorities in Egypt. Research also showed that citizens believe that diplomatic missions are not responsive to their needs and that the staff is not keen on helping Egyptians abroad. It was also concluded

that citizens believe that having a democratic government will positively affect the quality of services being delivered.

The study also showed that while citizens are aware of their right not only to participate in the evaluation of consular services but also their right to participate in its design, they have been reluctant to do so. The study further concluded that citizens were not aware of the mandates of MFA and its true authority within the hierarchy of ministries that participate in the decision-making cycle related to consular services.

Recommendations outlined the steps that MFA should take in order to enhance its collaboration with citizens abroad when it comes to design and evaluation of consular services. Recommendations also included the changes that should occur in the back-end on a wider scope in the government as a whole to support citizen participation in decision-making. These changes include the adoption of CiRM by the government, the establishment of the necessary networked governance structures linking relevant stakeholders together, and the creation of citizen identity management systems following the formulation of data protection legislations.

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## APPENDIX A: SURVEY QUESTIONS FOR EGYPTIANS ABROAD

1. Occupation: -----
2. Age: -----
3. Country of Residence: -----
4. Number of years spent in country of residence: -----
5. Has the relationship between Egyptian expatriates and Egyptian embassies/consulate witnessed a change after the revolution?  
Yes                      No
6. If your answer to question (5) was “yes”, please answer this question: What were the signs of this change?
7. Do you witness a change in the quality of consular service provision and the relationship between expatriates and the Egyptian missions with the change of staff/ambassador/consul?  
Yes                      No
8. Did you register yourself in the embassy/consulate so that they can contact you when there is a need?  
Yes                      No
9. If you answered “yes” to question (8), have they ever contacted you? For what purpose?
10. If you answered “no” to question (8), why not?
11. Is the embassy/consulate responsive to the needs of Egyptian citizens in your opinion?  
Yes                      No
12. Is your answer based on first hand personal experience?  
Yes                      No



13. Please write down situations in which you felt that the embassy/consulate didn't respond to a request you made
14. If you have a complaint/suggestion regarding the consular services, is there a mechanism that allows you to express it to the consulate/embassy?  
Yes            No
15. If you answered "yes" to question (14), what is that mechanism?
16. Are there regular meetings between staff of diplomatic missions and Egyptian expatriates?  
Yes            No
17. If you answered "yes" to question (15), please answer the following question:  
Do you get the opportunity in these meetings to express your views about what can make the consular services better?  
  
Yes            No
18. Do you think you have the right to participate in designing the consular service program and participate in evaluating it?  
Yes            No
19. Do you have suggestions as to how these services can be enhanced?  
Yes            No
20. If a mechanism to voice your suggestion was created, would you use it?  
Yes            No
21. Are you a member of any association that helps Egyptians citizens in the country you live in?  
Yes            No

22. Do you think that MFA is the only entity that makes decisions regarding consular services being delivered to citizens?  
Yes          No
23. Can you briefly describe the work carried out by different associations of Egyptians living in your country?
24. Should this work done by these associations, in your opinion, be performed by the embassy/consulate?  
Yes          No
25. Do you think it is ok for such associations to complement the role of consulates/embassies?  
Yes          No
26. If an Egyptian citizen violates the law of the country in which he/she lives in, is it the role of the consulate/embassy to free him/her from custody?  
Yes          No
27. Is the embassy/consulate obliged to hire him/her a lawyer?  
Yes          No
28. If the citizen faces financial problems and is unable to pay for his/her ticket back home, is the embassy/consulate obliged to pay for him/her?  
Yes          No
29. If you answered “ yes” to question (28), please answer this question:  
Should it be in your opinion an obligation for the citizen once he/she is back home to pay back the money to the Egyptian government?  
  
Yes          No
30. Do you think that with having a democratically elected government, consular services will improve?  
Yes          No
31. Before the revolution, did you feel that if you register your information in the embassy/consulate that it might be given to the Egyptian security apparatus?  
Yes          No
32. After the revolution, do you feel more safe in dealing with the embassy/consulate?  
Yes          No
33. Would you go now to register, if you are not already registered?  
Yes          No

34. How in your opinion can consular services be enhanced?
35. What services do you think should be provided by the consulate/embassy that you think are currently not available?
36. Do you trust that the staff working in the consulate/embassy is keen to help Egyptian citizens?  
Yes            No
37. If you answered “no” to question (36), why not?
38. Have you contacted the embassy/consulate before regarding an issue, whether a suggestion or a request for assistance, and found the staff helpful?  
Yes            No
39. If yes, can you write in detail your request/suggestion, how the embassy/consulate responded, and how soon?
40. Do you think that MFA is the Egyptian authority that sets the prices that citizens have to pay for receiving consular services?  
Yes      No
41. Do you think that MFA gets to keep all that money?  
Yes      No

**APPENDIX B: INTERVIEW QUESTIONS FOR  
HEADS/PROMINENT FIGURES IN COMMUNITIES OF  
EGYPTIANS ABROAD**

1. Are you a head/member of a formally organized association?
2. How were you chosen for this position?
3. Are you able to keep constant and regular channels of communication with the embassy/consulate? What is the method used for this communication (direct meetings, phone calls, memos ...etc)?
4. Does the quality of service and responsiveness change with the change of the staff/ambassador/consul?
5. Did you sense a change after the revolution? Do you expect that responsiveness of MFA will increase now? Will Egyptian expatriates have more confidence in the intentions of embassies/consulates?
6. When one of the services offered by a consulate/embassy is too expensive, do you blame MFA?
7. Do you feel that it is your duty to voice to the embassy/consulate the needs of the citizens?
8. Have they been responsive?
9. Do you feel it is your duty to participate in the program design and evaluation of consular services being offered and the way they are being offered?
10. Do you have ideas as how to improve the services in general?
11. Have you ever voiced these suggestions to the consulate/embassy? What was the response?
12. Do you feel that associations are doing the work that embassies/consulates should do, or is it doing a complementary role?

13. What mechanisms have you seen followed by other countries to help citizens in voicing their concerns/suggestions to the consulate/embassy that you would like to see in Egyptian consulates/embassies?

## APPENDIX C: INTERVIEW QUESTIONS FOR MFA EMPLOYEES

1. Do you think that citizens have enough knowledge that would allow them to give MFA constructive feedback on how to improve consular services?
2. From your experience, are criticisms made by citizens meant to constructively enhance services and the way they are provided or do you feel it is more retaliatory?
3. Do you think that citizens should play a role in designing the consular service provision program, or is it better that program design be handled by the competent authorities in Egypt such as MFA, the Ministry of Interior, ...etc.?
4. What did you usually do when you got a request/ complaint from a citizen relating to a consular issue? Do you just send it to Cairo? Do you follow up on the issue? Do you usually receive a reply back from Cairo?
5. Do you think that citizens mistrust consulates/embassies? Why do you think that is? If there is mistrust, how has that affected your work?
6. When a citizen complains about a consular issue, or when he/she has a suggestion, is MFA obliged to look into it and try to solve the issue? Or is it just an advisory opinion?
7. What were the means available for citizens to voice their complaints/concerns/suggestions?
8. How many consular transactions did you usually perform daily? What is the estimates number of Egyptians citizens under the jurisdiction of the embassy/consulate you worked in?
9. In your opinion, is the relationship between consulates/embassies and Egyptian citizens stressed? Why? Is this relationship usually affected by the staff/ambassador/consul or is this relationship steady regardless of who is carrying out the task?

10. Do you think we need more rules and regulations as to how embassy/consulate staff should deal with citizens?
  
11. How can it be improved in your opinion?
  
12. Do you sometimes feel that political considerations might keep you from escalating a problem with the country you are residing in if one of the citizens of your country has been subjected to some sort of injustice?